AGENDA/KAUPAPA

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 06 867 2049 Fax 06 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

COUNCIL/TE KAUNIHERA

DATE: Thursday 26 June 2025

TIME: 9:00AM

AT: Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne

AGENDA – OPEN SECTION

Council

Chairperson: Mayor Rehette Stoltz

Deputy Chairperson: Deputy Mayor Josh Wharehinga

Membership: Mayor and all Councillors

Quorum: Half of the members when the number is even and a majority when the number is uneven

Meeting Frequency: Six weekly (or as required)

Terms of Reference:

The Council's terms of reference include the following powers which have not been delegated to committees, subcommittees, officers or any other subordinate decision-making body, and any other powers that are not legally able to be delegated:

1. The power to make a rate.
2. The power to make a bylaw.
3. The power to borrow money, or purchase or dispose of assets, other than in accordance with the Long Term Plan.
4. The power to adopt a Long Term Plan, Annual Plan, or Annual Report.
5. The power to appoint a Chief Executive.
6. The power to adopt policies required to be adopted and consulted on under the Local Government Act 2002 in association with the Long Term Plan or developed for the purpose of the Local Governance Statement.
7. The power to adopt a remuneration and employment policy.
8. Committee Terms of Reference and Delegations for the 2019–2022 Triennium.
9. The power to approve or amend the Council's Standing Orders.
10. The power to approve or amend the Code of Conduct for elected members.
11. The power to appoint and discharge members of Committees.
12. The power to establish a joint committee with another local authority or other public body.
13. The power to make the final decision on a recommendation from the Ombudsman where it is proposed that Council not accept the recommendation.

14. The power to make any resolutions that must be made by a local authority under the Local Electoral Act 2001, including the appointment of an electoral officer.

15. Consider any matters referred to it from any of the Committees.

16. Authorise all expenditure not delegated to staff or other Committees.

Council's terms of reference also includes oversight of the organisation's compliance with health and safety obligations under the Health and Safety at Work Act 2015.

Note: For 1-7 see clause 32(1) Schedule 7 Local Government Act 2002 and for 8-13 see clauses 15, 27, 30 Schedule 7 of Local Government Act 2002

3.1. Confirmation of non-confidential Minutes 19 March 2025 - Bylaw Submissions Panel - Easter Sunday Trading

MINUTES

Draft & Unconfirmed

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Josh Wharehinga (Chair), Teddy Thompson, Aubrey Ria, Ani Pahuru-Huriwai

---

MINUTES of the BYLAW SUBMISSIONS PANEL/KĀHUI TĀPAETANGA TURE Ā-ROHE Committee

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Wednesday 19 March 2025 at 1:00PM.

PRESENT:

Josh Wharehinga (Chair), Teddy Thompson, Ani Pahuru-Huriwai.

IN ATTENDANCE:

Director Sustainable Futures Jo Noble, Strategic Planning Manager Charlotte Knight, Team Leader Strategy Elise Miller Acting Democracy & Support Services Manager Teremoana Kingi and Committee Secretary Sally Ryan.

Secretarial Note: The meeting adjourned at 1:04 pm due to lack of quorum and reconvened at 1:06 pm.

Secretarial Note: Cr Pahuru-Huriwai joined the meeting at 1:05 pm via audio visual link.

1. Acknowledgements and Tributes

There were no acknowledgements or tributes.

2. Reports of the Chief Executive and Staff for DECISION

2.1. 25-47 Easter Sunday Shop Trading Policy Hearings and Deliberations Report

Strategic Planning Manager Charlotte Knight provided a brief overview of the Policy, and the consultation process held in February, during which four submissions were received. All submissions supported adopting the Easter Sunday Trading Policy as it stands, with no proposed changes.

Points of clarification including:

- The sale of alcohol is still prohibited on Easter Sunday.
- The draft Policy will be taken to the 27 March 2025 Council meeting for adoption.

MOVED by Cr Wharehinga, seconded by Cr Thompson

That the Bylaw Submissions Panel/Kāhui Tāpaetanga Ture ā-Rohe:

1. Agrees to recommend the adoption of the draft Tairāwhiti Easter Sunday Shop Trading Policy 2025, unchanged, in the Panel's Decision Report to Council.
2. Agrees to delegate finalisation of the Panel's decision report to Council, to the Panel Chair.

CARRIED

3. Close of Meeting

There being no further business, the meeting concluded at 1:11 pm.

Josh Wharehinga
CHAIR

3.2. Confirmation of non-confidential Minutes 9 April 2025 - Extraordinary Council

MINUTES

Draft & Unconfirmed

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

MINUTES of the EXTRAORDINARY COUNCIL/TE KAUNIHERA

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Wednesday 9 April 2025 at 1:00PM.

PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Rob Telfer, Daniel Thompson, Rhonda Tibble, Josh Wharehinga.

IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines Tim Barry, Director Internal Partnerships & Protection James Baty, Director Liveable Communities Michele Frey, Director Engagement & Maori Partnerships Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jo Noble, Principal Policy Planner Shane McGhie, Senior Policy Planner Viveshen Murugan, Journeys Operations Manager Libby Young, Founding Director SGL Funding Steve Bramley, Contractor Liveable Spaces Jo Haughey, Independent Election Services Electoral Officer Dale Ofsoske, Acting Democracy & Support Services Manager Teremoana Kingi and Governance Advisor Sally Ryan.

Secretarial Note: Items were heard out of the order described in the agenda. For ease of reference the Minutes have been recorded in agenda order.

1. Apologies

There were no apologies.

2. Declarations of Interest

Cr Cranston declared an interest in report **25-80** Indoor Multipurpose Centre (IMC) Business Case as a trustee of Whiti Ora Tairāwhiti.

3. Action Register and Governance Work Plan

3.1 Action Register

Noted.

3.2 Governance Work Plan

Noted.

4. Leave of Absence

There were no leaves of absence.

5. Acknowledgements and Tributes

There were no acknowledgments or tributes.

6. Public Input and Petitions

6.2 Deputation from Whiti Ora Tairāwhiti

Whiti Ora Tairāwhiti Chief Executive Stefan Pishief spoke to the Indoor Multipurpose Centre presentation, which is requesting that Gisborne District Council (Council):

- Endorse the Indoor Multipurpose Centre business case: and
- Seek capital funding to build the Indoor Multipurpose Centre.

Questions of clarification included:

- The Showgrounds were considered as a potential site option but ruled out due to the set criteria and assessment matrix. While the Business Case is suggesting a new build, any alternative options that prove to be more cost-effective will be explored as a priority.

7. Extraordinary Business

There was no extraordinary business.

8. Notices of Motion

There were no notices of motion.

9. Adjourned Business

There was no adjourned business.

10. Committee Recommendations to Council

10.1. 25-104 Committee Recommendations to Council - Council Strategic Risk

MOVED by Cr Stoltz, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Approves the adoption of Council's Risk Management Policy.
2. Agrees to the use and implementation of the proposed Risk Management Policy and Framework to ensure Risk Management is successfully embedded into Council's everyday BAU and project activities and work programmes.

CARRIED

11. Reports of the Chief Executive and Staff for DECISION

11.1 25-69 Draft Urban Plan Change- To send a copy to Iwi Authorities for Comment

Director Sustainable Futures, Jo Noble spoke to the report and answered questions of clarification including:

- The proposed Draft Urban Plan Change will be sent to Iwi for further comments and will then be bought back to the Sustainable Tairāwhiti Committee to discuss the feedback.
- Staff will work closely with Iwi technicians over the next 2–3 weeks to support the drafting process. This timeframe also allows for the incorporation of feedback from the Commissioners, as well as further internal input from the Consents team. A revised version will be brought back to the Committee for consideration.
- The Iwi technicians providing recommendations are also qualified Resource Management Practitioners, many with experience advising central government, Iwi chairs, and other agencies.
- The proposal to allow 70m² granny flats would override current provisions in the Tairāwhiti Resource Management Plan (TRMP). Council is awaiting the final details of the proposed National Environmental Standard, as national regulations generally take precedence over local planning rules. Once the standard is confirmed, Council will then assess whether the TRMP needs to be updated to align with the new requirements.
- The Design Guide is not part of the formal plan but serves as a best practice guide for urban design. It is intended to support and inform development, rather than restrict it, by providing principles that encourage well-designed, functional urban spaces.
- Council has developed a Future Development Strategy to address housing capacity issues and enhance the functionality of the urban environment. Recent recalculations of Gisborne's population continue to show consistent growth trends. While there appears to be an increase in the number of houses for sale or rent, this may be more indicative of affordability challenges rather than a genuine increase in housing supply.
- Staff are engaged in ongoing discussions with Ngati Oneone and are also reaching out to Iwi entities who have the capacity to engage. Council, by statutory acknowledgments, have a delegation to Iwi entities. Iwi entities will often present and tell Council that they're mandated on behalf of their people by the settlements process and while some Iwi may not be able to respond, there are efforts to ensure as many groups as possible have an opportunity to have their say.

MOVED by Cr Parata, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Provides any additional feedback to be considered as part of finalising the draft content.
2. Approves the preferred option and timeframe for notification of the plan change being Option 2 as follows:
   a. Slightly extend the timeframe to enable time for working with Iwi technicians on content, and to further refine the Plan Change to meet the intent of the Committee's direction on the draft.

   AND

   b. Delegate authority to Sustainable Tairāwhiti to consider and endorse the TRMP Committee's recommendation to send the draft Plan Change to Iwi Authorities as required by Clause 4A, Schedule 1 of the Resource Management Act 1991 to allow time for the content to be further refined to meet the intent of the Committee's direction. Any feedback from this meeting can also be taken into account.

CARRIED

11.2 25-70 Mobile Traders Bylaw - Approval to Consult

Strategic Planning Manager, Charlotte Knight answered questions of clarification including:

- A key issue with the current bylaw is its readability, along with having references to acts that have since been updated. The idea is to improve the clarity of what can and cannot be done and address the readability issues and outdated references in the existing regulations.
- The current bylaw restricts mobile traders from operating with the Central Business District (CBD) but doesn't provide details on where the CDB is, and the map has been included in the Bylaw to provide that clarity. This measure is intended to protect existing businesses in the area, as well as ensure safety and manage traffic effectively.

MOVED by Cr Telfer, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Notes the contents of this report.
2. Determines as required by s155 of the Local Government Act 2002 that the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti (Tairāwhiti Mobile Traders Bylaw 2025) in Attachment 1 of this report:
   a. Is the most appropriate form of bylaw; and
   b. Does not give rise to any implications under the New Zealand Bill of Rights Act 1990.
3. Adopts the Statement of Proposal in Attachment 1 of this report including the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti (Tairāwhiti Mobile Traders Bylaw 2025) for public consultation using the special consultative procedure.

CARRIED

11.3. 25-74 Submission on Term of Parliament (Enabling 4-year Term) Legislation Amendment Bill

Voting was by division.

For	Against	Abstained
Cr Parata	Cr Thompson	Cr Alder
Cr Gregory	Cr Tibble	
Cr Pahuru-Huriwai		
Cr Telfer		
Cr Cranston		
Cr Foster		
Cr Wharehinga		

MOVED by Cr Parata, seconded by Cr Gregory

That the Council/Te Kaunihera Committee:

1. Delegates authority to the Chief Executive to make amendments to the draft submission (Attachment 1) in line with the resolution/s of Council on this matter, and any minor amendments for grammar or spelling; and
2. Delegates authority to the Chief Executive and Mayor to submit the submission to the Justice Committee.

CARRIED

11.4. 25-96 2025 Triennial Election

Director Engagement and Māori Partnerships Anita Reedy-Holthausen read and Election Services Electoral Officer Dale Ofsoske with additional points including:

- Council is required to conduct a Referendum due to the establishment of Māori Wards in 2020, which was done without holding a referendum at that time. Under the legislation enacted in 2024, all councils that fall into this category are now obligated to undertake such a poll. This Referendum will be binding, meaning that the outcome will determine the status of Māori Wards for the 2028 and 2031 triennial elections. Should electors vote to either retain or remove the Māori Wards, this decision will remain in effect until 2031 and cannot be revisited until that time.
- The Referendum must be conducted under a first-past-the-post voting system and will feature a clear, simple question: "I vote to keep the Māori Ward" or "I vote to remove the Māori Ward," designed for clarity and ease of understanding nationwide.

Questions of clarification included:

- If the outcome of the Referendum is to retain the Māori Wards, the standard representation review cycle will proceed as scheduled, occurring every six years. However, councils have the option to conduct a review earlier, should they choose to do so.

- If voters choose to remove Māori wards, a Representation Review must be undertaken the following year to reflect that change. Even if the Referendum result is to remove Māori Wards, future councils will still have the power to reintroduce them, but only after the six year stand-down period has passed.
- The Māori Electoral Roll determines who can vote in or stand for Māori Wards. This is a separate process and is part of the legally required representation review, which aims to ensure fair representation across the community.
- A Representation Review must occur every six years regardless of the existence of Māori Wards. These reviews consider ward boundaries, population shifts, and the inclusion or exclusion of Māori Wards as part of a statutory process.
- While Council and the Electoral Office must remain completely neutral throughout the Referendum process, elected councillors are free to campaign and publicly express their views on the matter.
- Legislation requires that the Referendum be held alongside the main elections and conducted on the same basis. The Referendum will be held via postal voting. While this method may be less familiar to younger voters, current legislation does not permit online voting, and changes to voting methods cannot be implemented for this election cycle.

MOVED by Cr Stoltz, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Adopts for the 2025 triennial election, the random order of candidate names as permitted under regulation 31 of the Local Electoral Regulations 2001.

CARRIED

11.5. 25-80 Indoor Multipurpose Centre (IMC) Business Case

Director Livable Communities, Michele Frey and Founding Director of SGL Funding, Steve Bramley spoke to the presentation and Chief Executive Nedine Thatcher Swann and Pauline Foreman answered questions of clarification including:

- Staff noted that Central Government has previously proposed the removal of the Four Well-beings. Even under those earlier proposals, councils continued to invest in community infrastructure considered essential to the wellbeing and functioning of communities. As such, the removal of the Four Well-beings alone would not prevent Council from continuing similar investments. The greater concern is the potential introduction of a funding cap, which could restrict the proportion of rates revenue that Council is able to allocate to infrastructure. However, it is still unclear what impact such a cap would have.

- The anticipated operational deficit for the Multi-Purpose Indoor Centre is comparable to the deficits associated with other community facilities such as libraries and theatres. These facilities are not developed for profit, and Council typically subsidises part of their ongoing operational costs. Any shortfall would need to be covered through rates. This depends on Council's Financial Policies, particularly its approach to depreciation.
- Council is currently transitioning toward 100% fully funded depreciation, based on the principle that future asset replacement should be properly accounted for. This shift will result in a significant increase in operating costs, particularly in the asset's first year of use, and will impact the overall operational budget.
- Given that the region is still in a recovery phase, there is a risk that if Central Government earmarks specific funding for recovery purposes, and Council chooses to invest outside those targeted areas, there is a possibility this could jeopardise access to that recovery funding.

MOVED by Cr Cranston, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Notes the contents of this report.
2. Endorses the Indoor Multipurpose Centre Business Case.
3. In endorsing the business case, the Council/Te Kaunihera endorses:
    a. The need for a regional three-court indoor facility.
    b. Kiwa Pools as the current preferred site for the Indoor Multipurpose Centre.
4. Authorises council staff to:
    a. Start external fund-raising activities for the Indoor Multipurpose Centre.
    b. Proceed to design and consent for the Indoor Multipurpose Centre.
    c. Explore funding, ownership, governance, partnerships, and management avenues to enable the Indoor Multipurpose Centre to be built.
    d. Identify opportunities to review and optimise existing Council leisure spend to help address the future capital and net annual operating costs of the IMC.
5. Agrees to consult with the community about the Indoor Multipurpose Centre in the 2027-2037 Long Term Plan.

CARRIED

11.6 25-53 Public Transport Private Share Targets

Journeys Operations Manager, Libby Young, took the report as read noting that public transport services are funded from rates; with a targeted rate isolated to the residential area within Gisborne city and is not targeted to any rural areas.

Questions of clarification included:

- The reduction in the private share of public transport funding is due to the government's decision to withdraw additional subsidies that were previously introduced under the Government Policy Statement (GPS) for land transport. The current government has made it clear they will not be providing further subsidies, such as the 50% subsidies, child fare subsidies, or gold card subsidies. Instead, the Minister of Transport has directed that future funding should be sourced from ticket fares rather than continued subsidies.
- Chief Financial Officer Pauline Foreman highlighted that in 2018-19, a petition was presented to Council, raising concerns that bus fares were too high, with 60% of users being students who relied on buses to attend school. In response, the Council at that time decided to subsidise fares to ensure that students could access education without having to choose between paying for transport or for lunch.
- The New Zealand Transport Agency (NZTA) initially proposed a target where 20% of public transport funding would come from users. Council acknowledged the challenges of achieving this in Gisborne, given the region's socioeconomic conditions. Council also recognised that increasing fares from $1 to $2 would negatively impact the community, especially students.

MOVED by Cr Telfer, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Approves requirements to increase private share of public transport operating costs as set out in the Government Policy Statement for Land Transport 2024.
2. Approves the preferred timelines to set private share targets outlined by NZTA to include officer level agreement by 31 January 2025 and Council decision by 9 April 2025.
3. Approves Council officers to report private share target progress on a quarterly basis to the Regional Transport Committee.

CARRIED

12. Public Excluded Business

Secretarial Note: These Minutes include a public excluded section. They have been separated for receipt in Section 12 Public Excluded Business of Council.

13. READMITTANCE of the Public

MOVED by Mayor Stoltz, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Re-admits the public.

CARRIED

14. Close of Meeting

There being no further business, the meeting concluded at 3:25 pm.

Rehette Stoltz
MAYOR

3.3. Confirmation of non-confidential Minutes 15 April 2025 - Bylaw Submission Panel - Cemeteries & Crematoria Bylaw

MINUTES

Draft & Unconfirmed

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Deputy Mayor Josh Wharehinga (Chair), Debbie Gregory, Larry Foster, Aubrey Ria, Teddy Thompson

MINUTES of the BYLAW SUBMISSIONS PANEL/KĀHUI TĀPAETANGA TURE Ā-ROHE Committee

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Tuesday 15 April 2025 at 9:00AM.

PRESENT:

Josh Wharehinga (chair), Larry Foster, Daniel Thompson.

IN ATTENDANCE:

Director Sustainable Futures Jo Noble, Strategic Planning Manager Charlotte Knight, Cemeteries Leader Kelvin Tamihere, Team Leader Strategy Elise Miller, Acting Manager Liveable Spaces Chris Rutherford, Acting Democracy & Support Services Manager Teremoana Kingi and Committee Secretary Sally Ryan.

The meeting commenced with a karakia.

1. Acknowledgements and Tributes

There were no acknowledgements or tributes.

2. Reports of the Chief Executive and Staff for DECISION

2.1 25-87 Cemeteries and Crematoria Deliberations Report

Strategic Planning Manager Charlotte Knight and Cemeteries Leader Kelvin Tamihere spoke to the report with additional points including:

- Staff consulted on the draft Cemeteries and Crematoria Bylaw in February and received seven submissions on the 10 Proposals. No submitters wished to speak to their submission at the meeting, so the focus remained on deliberations.
- Based on submitter feedback and the points raised, staff recommended proceeding with the 10 Proposals as originally consulted on. The only amendment proposed for panel consideration related to clarifying the section on photography, in response to one submitter's comment.

Questions of clarification or points of discussion included:

- The Panel requested clarification on Proposal 2 to better understand any possible consequences of prohibiting burials on public holidays.
- Proposal 2 addresses burials specifically, rather than restricting public access for those wishing to visit loved ones on public holidays. The status quo option has the cemeteries closed for burials on four public holidays a year.
- From an operational perspective, Proposal 2 considers the challenge of resourcing staff on public holidays, supports staff wellbeing and ensures staff have time off.
- The Operational Team consists of two staff who can lead and undertake burials and another support staff member.
- A burial on a public holiday is very infrequent and costs more than double a normal day.
- The Panel discussed the potential of having the option for a burial on a public holiday available but not promoted, having burials Monday to Saturday and anything else by arrangement.
- In relation to Proposal 3, legislative compliance was discussed. If burials are suspended at a particular cemetery, Gisborne District Council (Council) must still provide an alternative form of body disposal to avoid infringing the Burial and Cremation Act (BCA). This means either burial at another site or cremation must be available to the public.
- Following Cyclone Gabrielle, Council developed a block within Taruheru Cemetery that has significantly different ground water levels. Provided there is no surface-level flooding, burials can still proceed in this area.
- An emergency block is also available for use during periods of high ground water levels. In situations where surface flooding prevents burials, the Council may suspend burials temporarily. In such cases, mortuaries are able to support Council by holding the deceased until conditions improve.
- Regarding Proposal 4, the Panel sought clarification on how staff manage the process of assessing design applications. Staff clarified they discuss designs directly with the families in a back and forward conversation process. Staff clarified that the process under Proposal 4 would still look the same and that the intent is for the cemetery guide to elaborate in a more user-friendly manner than the bylaw.
- Staff shared that the main issue faced with design applications in the past has been inclusion of gang insignia which is now prohibited by the Gangs Act 2024.
- The Panel clarified with staff that the intent of the changes to the photography section is to make it clear the photography referred to is strictly regarding commercial and media purposes.

The Panel agreed to proceed with the 10 Proposals as consulted on and with the suggested amendments to the photography section as recommended by staff.

MOVED by Cr Foster, seconded by Cr Thompson

That the Bylaw Submissions Panel/Kāhui Tāpaetanga Ture ā-Rohe:

1. Provides direction on any further proposed changes to the Draft Cemeteries and Crematoria Bylaw 2015, to be included in the Panel's Decision Report to Council.

CARRIED

3. Close of Meeting

There being no further business, the meeting concluded at 9:30 am.

Josh Wharehinga
CHAIR

3.4. Confirmation of non-confidential Minutes 29 April 2025 - Hearings Submission Panel - Sensitive Sites

MINUTES

Draft & Unconfirmed

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz (Chair), Teddy Thompson, Debbie Gregory, Larry Foster, Aubrey Ria

---

MINUTES of the HEARING SUBMISSIONS PANEL/KĀHUI TĀPAETANGA TURE Ā-ROHE Committee

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Tuesday 29 April 2025 at 9:00AM.

PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Debbie Gregory, Daniel Thompson, Ani-Pahuru-Huriwai, Rawinia Parata

IN ATTENDANCE:

Director Sustainable Futures Jo Noble, Team Leader Strategy Elise Miller, Contracts Advisor – Programme Management Deb Rowland, Acting Democracy & Support Services Manager Teremoana Kingi and Governance Advisor Sally Ryan.

Secretarial Note: Cr Pahuru-Huriwai attended the meeting via audio-visual link.

1. Acknowledgements and Tributes

There were no acknowledgements or tributes.

2. Reports of the Chief Executive and Staff for INFORMATION

2.2 25-97 Local Alcohol Policy (Sensitive Sites Provisions) Hearings and Deliberations

The Worship the Mayor clarified to submitters that the meeting was not a forum for debate and was solely for receiving submissions. The floor was then opened for submitters to present.

Kristen Maynard on behalf of Te Kura Kaupapa Māori O Hawaiki Hou (117)

Points raised were:

- Concern that the proposed removal or weakening of Sensitive Site provisions appears to be driven primarily by commercial interests.
- Alcohol-related harm disproportionately affects Māori and those most socio-economically disadvantaged. Tairāwhiti has high levels of hazardous drinking, and a high proportion of alcohol outlets for its population.

- All agencies that must by law be consulted on the Local Alcohol Policy (LAP) support retaining the status quo.
- Emphasised that Gisborne District Council (Council) has decision-making authority when it comes to the LAP and isn't controlled by resource consent. The LAP is one of the few tools available to the community that enables them to determine who can sell alcohol, minimise alcohol harm and inequity, and improve community safety and wellbeing.
- Stated that Council has a responsibility to implement measures that are reasonably likely to reduce alcohol-related harm.
- Concern that removing protections for Sensitive Sites in the Central Business District (CBD) and allowing the District Licensing Committee (DLC) to consider exemptions, would likely result in more alcohol licences being granted and increased exposure to alcohol-related harm.
- Expressed that increased alcohol availability will not benefit the community.
- Requested that Council retain and strengthen the current Sensitive Site provisions in the LAP.
- Recommended that Council expands the definition of what a "Sensitive Site" is and remove the exemption provided for bottle stores under Clause 3.1.2.

Connie Maynard on behalf of Rongowhakaata Iwi Trust (136)

Points raised were:

- Rongowhakaata Iwi Trust holds mana whenua over the land under discussion. Connie Maynard noted that she had also engaged with the Chairs of Ngāi Tāmanuhiri and Te Aitanga-a-Māhaki, who support the position of Rongowhakaata.
- Opposed the proposal to amend existing restrictions under the Local Alcohol Policy (LAP). Emphasised that Te Kura Kaupapa Māori on Gladstone Road was established within the Central Business District (CBD) with the understanding that Sensitive Site provisions would protect it from nearby alcohol-related activity. Nearby marae are also protected under these provisions.
- Highlighted that Māori did not have alcohol prior to 1773, and that harm began with the arrival of Captain Cook. Since then, alcohol dependency has developed and continues to disproportionately affect Māori.
- Stressed that Māori have historically and presently been disproportionately affected by alcohol-related harm. Noted that the LAP itself acknowledges the need to balance a healthy and safe Tairāwhiti with a vibrant and prosperous one.
- Supported the encouragement of licensed environments that promote responsible drinking and reduce alcohol-related harm.

- Emphasised the importance of reflecting the views of local communities on the appropriate location, number, operating hours, and conditions for licensed premises. Community sentiment has been clearly expressed: no changes to existing protections, and a desire for them to be extended for ongoing security.
- Requested that Council maintain the status quo and strengthen the existing Sensitive Sites provisions under the Local Alcohol Policy.

Te Amohaere Hauiti-Parapara on behalf of Te Kura Kaupapa Māori O Hawaiki Hou (205)

Points raised were:

- Expressed that the whānau of Te Kura Kaupapa Māori o Hawaiki Hou strongly supports Option One: to retain and strengthen the existing Sensitive Sites provisions under the Local Alcohol Policy.
- Te Kura Kaupapa Māori o Hawaiki Hou has operated at 39 Gladstone Road since 2019. The proposed changes would directly impact the kura at its current premises and place other kura in Te Tairāwhiti at risk with the proposal to consider exemptions outside of the CBD.
- As a kura kaupapa that lives and breathes Te Ao Māori, they consider themselves clearly classified as a Sensitive Site. Current protections are a positive step in the application of Te Tiriti o Waitangi, especially the principle of active protection of taonga and future tribal base, as defined by the Waitangi Tribunal.
- Noted that every tamaiti is a taonga of their whānau, hapū, iwi, and hāpori. As such, the community holds a shared responsibility to act in the best interests of tamariki, including shielding them from the harmful effects of alcohol.
- Removing existing protections could lead to tamariki being exposed to alcohol promotion in environments that should be nurturing their wellbeing.
- Shared that in 2023, the kura had to strongly oppose an on-licence application within 150 metres of their premises—even with the existing protections in place. The licensing process was emotionally taxing and they did not believe the final decision by the District Licensing Committee met Te Tiriti expectations.
- Emphasised that their tino rangatiratanga was undermined during the process, as their mana as a kura kaupapa was not fully recognised. The matter escalated to the Alcohol Regulatory and Licensing Authority (ARLA), where the Sensitive Sites provisions in the LAP was a key part of their case. The on-licence application was eventually withdrawn in 2024.
- Requested that the current provisions be retained and strengthened to safeguard tamariki and uphold cultural and spiritual values, including those reflected in the principle of Whakapono within Council's Tiriti Compass framework.
- Stated that Sensitive Sites protections are of greater importance than commercial interests.
- Do not support Option Two, which they described as a regressive policy that risks exposing tamariki to alcohol and its associated harms. Urged Council to consider the potential impacts on the community's youngest members.

John Wells (49)

Points raised were:

- Spoke to his submission, noting that the issue is about enabling more business activity in the CBD.
- Stated he has no objection to Sensitive Sites being located in the CBD but believes they should operate under the same conditions as any other business in that area, saying that it should be a level playing field with no special protection zones.
- Expressed that the CBD is the appropriate place for business activity and for enterprises that support the community.
- Believes the current Sensitive Site protections are stifling development and that the 150-metre buffer zone impacts approximately 40 percent of the CBD, or four city blocks.
- Noted that Clause 3.1.1 of the Local Alcohol Policy effectively excludes hospitality sites from being developed in the downtown area and that many buildings from Peel Street to the Gladstone Road Bridge are currently vacant, which he sees as a key issue Council needs to address.
- Pointed out that cruise ship visitors have to pass through two inactive blocks of the CBD before reaching retail or hospitality areas.
- Suggested that Clause 3.1.1 of the LAP is holding Gisborne's economic progression back by excluding the four blocks between Peel Street and the Gladstone Road Bridge through the Sensitive Sites provision.
- Stated that Council and its staff have a responsibility to address the stagnating state of the CBD. Recommended that Council add one sentence to Clause 3.1.1: "This sub-clause does not apply within Gisborne's CBD."
- Noted that the kura should be allowed to operate in the CBD, but under the same regulatory conditions as other businesses, without special protections.

Douglas Lush on behalf of National Public Health Services (8)

Points raised were:

- Noted that National Public Health Services (NPHS) supports Option One. NPHS has a responsibility to improve, protect, and promote health in communities. To fulfil this responsibility, they work with other agencies to minimise alcohol-related harm and injury.
- Advised Council to act in accordance with its responsibilities under the Sale and Supply of Alcohol Act 2012, which includes ensuring the safe and responsible sale, supply, and consumption of alcohol.
- Highlighted that alcohol causes substantial harm in Tairāwhiti, with Māori experiencing disproportionately high levels of alcohol-related harm.
- Noted that evidence shows restrictions on alcohol availability and marketing are key to reducing alcohol-related harm.

- Stated that NPHS prefers Option One, which maintains the status quo and retains Sensitive Site provisions, as this is an important mechanism to protect communities from alcohol-related harm.
- Considered Option Two to be too permissive and lacking sufficient controls over future alcohol availability and consumption in Tairāwhiti. Emphasised that alcohol harm in the community is significant and that Local Alcohol Policies (LAPs) are a proven tool to minimise and prevent such harm.

Robbie McCann (162)

Points raised were:

- Noted that approximately 80 percent of submissions last year supported lifting Sensitive Site provisions. Expressed concern that the current submission process was not well-publicised.
- Suggested that without commercial interests, the city cannot thrive. Cited 34 vacant buildings between the town clock and the Gladstone Road Bridge as evidence of economic decline.
- Noted inconsistencies in the application of Sensitive Site rules, with licensed venues currently operating near hospitals, playcentres, churches, and mosques.
- Believes hospitality businesses and sensitive sites must co-exist, as they do in cities around the world.
- Suggested that alcohol use should be permitted in licensed venues, where it can be monitored and managed, rather than restricted in favour of unregulated off-licence consumption.
- Requested a more balanced approach that allows businesses and hospitality venues to operate alongside Sensitive Sites, as is common internationally.
- Noted that tourism and hospitality are essential to revitalising the CBD and that existing restrictions are a barrier to economic growth.
- Suggested that Clause 3.1.1 of the Local Alcohol Policy is hindering progress and requested that Council consider lifting restrictions to support economic and tourism development.

Questions of clarification included:

- Mr McCann noted that the vibrancy of the CBD does not solely depend on alcohol but rather providing people with options. He pointed to venues like Verve, where alcohol is available but not essential to attracting a strong customer base, are examples of how individual choice and a welcoming environment are key to a thriving city centre.

Isaac Ngatai - Police Alcohol Prevention Officer

Points raised were:

- Noted that since the introduction of the Local Alcohol Policy (LAP), including reduced trading hours, there has been a notable decline in crime within the district, and this trend has continued.
- Reported that prior to the LAP, Peel Street was a known hotspot requiring significant police presence, which placed pressure on resources. This led to the implementation of a clearway system in the Peel Street and Gladstone Road area to improve public safety.
- Noted that alcohol-related harm arises from both off-license and on-license sales, with over 70 percent of police incidents involving alcohol.
- Emphasised that on-licensed premises have a responsibility not only to sell alcohol safely and responsibly, but also to ensure patrons get home safely.
- Clarified that the District Licensing Committee (DLC) and other relevant agencies assess each application on a case-by-case basis. For example, the Siduri Wine Bar is located across from the Library, which is classified as a sensitive site. However, because the wine bar operates at different hours, by the time any heavy drinking typically occurs, theLibrary has already closed, so contextual factors are also considered.
- Expressed support for retaining the Sensitive Site provisions, citing its effectiveness in contributing to public safety and crime prevention.

Questions of clarification included:

- Isaac noted that over the past two years, a number of new licenses have been granted in Gisborne, often to take over pre-existing nightclubs and similar venues. During this period, the overall suitability of some establishments has declined. While high standards were initially expected, these have dropped significantly. In response, Police have introduced on-license workshops to clearly communicate expectations around the conduct of licensed premises and to support them in improving their business practices.
- Bars in Gisborne attract different clientele, such as Sugar (catering to 18-27-year-olds), The Tav at Lytton West (more frequented by tradespeople, with a family-oriented atmosphere), and Smash Palace (which has its own unique clientele). Each bar has created its own environment and culture, and so there is a continued effort to work with these establishments to help them share their stories and improve their business practices.

Nathan Cowie on behalf of Community Against Alcohol Harm (137)

Points raised were:

- Community Against Alcohol Harm strongly supports Option 1 of retaining the existing sensitive site protections and support keeping the current definitions outlined in clause 3.1.3 of the Local Alcohol Policy.

- Nathan noted that Community Against Alcohol Harm does not support the loosening the current policy and believes the policy is functioning well as it stands, with communities valuing sensitive sites as spaces where people can gather, learn, pray, and play.
- Notes that the current approach aligns with the purpose of the Sale and Supply of Alcohol Act 2012, which is to benefit the community as a whole and the object of the act to minimizing alcohol harm.
- Highlighted that reporting agencies and the DLC are best placed to make the decision on individual licenses as they assess licence applications on a case-by-case basis, using the LAP as a guiding document.
- Reminded Council that under section 78(2) of the Sale and Supply of Alcohol Act 2012, the LAP should be developed with consideration of minimising alcohol-related harm and promoting the overall benefit and safety of the community—not for promoting the vitality of the city centre or nighttime economy.

Secretarial Note: The meeting adjourned at 10:05am for morning tea and reconvened at 10:21am.

Siaosi Tofie

Points raised were:

- Expressed support to the submissions put forward on behalf of Rongowhakaata and Te Kura Kaupapa Māori o Hawaiki Hou.
- Noted that as a member of the Tauawhi Men's Centre, which focuses on all aspects of men's health and wellbeing, their core work involves supporting men for the betterment of their children and families. Because this work is centered on doing what is best for children, it informs his support for maintaining protections around sensitive sites.
- Requested that Council do everything it can to avoid exposing the tamariki of Te Kura Kaupapa Māori o Hawaiki Hou to the kind of tensions that arise by having licensed alcohol premises near the kura and emphasised the need to prioritise the wellbeing of children over commercial interests in such cases.

Andrew Galloway on behalf of Alcohol Healthwatch

Points raised were:

- Alcohol Healthwatch is a national organisation that provides up-to-date evidence and advice in regard to alcohol policy and planning matters.
- Notes that Alcohol Healthwatch supports the continuation of the Sensitive Site Policy that has been in place since 2018 and don't believe that after so much consultation and analysis that Council should decide otherwise.
- Alcohol affects vulnerable groups and those at greatest risk (young people, Māori and those in high socio-economic deprivation areas). Local alcohol policies, which Council have reviewed and implemented, can reduce this harm by setting policies that address density and location of alcohol outlets as provided for in Section 77(1) of the Sale and Supply of Alcohol Act 2012.

- The sensitive sites policy under Section 77(1c) of the Sale and Supply of Alcohol Act is currently the only policy in the Tairāwhiti Local Alcohol Policy (LAP) that places restrictions on the location of licensed premises.
- The Tairāwhiti LAP does not include policies under:
    1. Section 77(1a) – restricting licensed premises to broader zones or specific areas;
    2. Section 77(1b) – preventing new licensed premises from being located in close proximity to or clustered with existing ones;
    3. Section 77(1d) – presuming that no new licences will be issued in certain areas, or enabling a cap/maximum limit on the number of outlets.
- Noted that today's submissions have focused on the location of licensed premises and protecting vulnerable users of sensitive sites from exposure to alcohol outlets and the associated negative amenity affects.
- The resulting Sensitive Sites Policy that applies to educational institutions, spiritual facilities, marae, recreational facilities is considered proportionate and reasonable and Alcohol Healthwatch maintain that it should be retained.
- There is abundant evidence for retaining the current Policy and considerable research on the impact on children and adolescents and vulnerable people, of alcohol outlets in close proximity to sensitive sites.
- In summary Alcohol Healthwatch supports the current Sensitive Sites Policy. The current definition of these sites has been in place since 2018. They have detailed their evidence-based reasons for their support of the policy and their submission and feedback.
- This Policy follows the precautionary approach was hard won through courts and is something that empowers local governments to reflect the preferences of communities and the views of police inspectors, medical officers of health and the community and aligns with the objective of the Sale and Supply of Alcohol Act 2012 – which is the minimisation of alcohol harm.

Secretarial Note: Her Worship the Mayor thanked all who contributed to the submissions on the Sensitive Sites provisions of the Local Alcohol Policy.

Secretarial Note: Staff moved to deliberations at 10:39am.

MOVED by Cr Stoltz, seconded by Cr Gregory

That the Bylaw Submissions Panel/ Kāhui Tāpaetanga Ture Ā-Rohe:

1) Receives and hears the submissions.
2) Agrees to make a recommendation in the Panel's Decision Report to Sustainable Tairāwhiti on amendments to clause 3.1 of the Local Alcohol Policy 2024 (the sensitive sites provisions) to exempt new licence applications within the central business district and enable the District Licensing Committee to consider exemptions outside that area (Option 2).
3) Provides direction on whether Council-maintained cemeteries (urupā) should be explicitly included in the definition of "sensitive sites" under Clause 3.1 and include that direction in the Panel's Decision Report to Sustainable Tairāwhiti.
4) Agrees to delegate finalisation of the Decision Report, which will include the recommended policy changes and the Panel's reasons, to the Panel Chair.

CARRIED

3. Close of Meeting

There being no further business, the meeting concluded at 11:08 am.

Rehette Stoltz
MAYOR

3.5. Confirmation of non-confidential Minutes 21 May 2025 - Local Water Done Well Hearings and Deliberations

MINUTES

Draft & Unconfirmed

Te Kaunihera o Te Tairāwhiti
GISBORNE DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076
Email service@gdc.govt.nz Web www.gdc.govt.nz

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

MINUTES of the GISBORNE DISTRICT COUNCIL/TE KAUNIHERA

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Wednesday 21 May 2025 at 9:00AM.

PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Rawinia Parata, Aubrey Ria, Rob Telfer, Daniel Thompson, Rhonda Tibble, Nick Tupara, Josh Wharehinga.

IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines Tim Barry, Director Internal Partnerships & Protection James Baty, Director Liveable Communities Michele Frey, Director Engagement & Maori Partnerships Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jocelyn Allen, 3 Waters Manager Leo Kelso, Acting Democracy & Support Services Manager Teremoana Kingi and Senior Governance Advisor Jill Simpson.

The meeting commenced with a karakia.

Secretarial Note: Cr Tibble, Director Lifelines Tim Barry, Gene Tukurua attended the meeting via audio visual link

1. Apologies

MOVED by Cr Stoltz, seconded by Cr Foster

That the apologies from Cr Parata be sustained. **CARRIED**

2. Declarations of Interest

There were no interests declared.

3. Governance Work Plan

Noted.

4. Leave of Absence

There were no leaves of absence.

5. Acknowledgements and Tributes

There were no acknowledgements or tributes.

6. Public Input and Petitions

There were no public input or petitions.

7. Extraordinary Business

There was no extraordinary business.

8. Notices of Motion

There were no notices of motion.

9. Adjourned Business

There was no adjourned business.

10. Reports of the Chief Executive and Staff for INFORMATION

10.1 25-106 2025 Local Water Done Well Hearings Overview Report

Her Worship the Mayor spoke to the report noting that central government is expecting a plan from each authority by 3 September 2025 indicating how councils' will proceed with waters in their regions. She welcomed submitters to provide their feedback on the two options being considered.

Submitters

Les Stewart

Points included:

- His property in Hillview Terrace has a main sewer line passing through it as well as a 450-diameter line to the reservoir.
- Sewage has been discharged onto their property (tested by a lab), and Gisborne District Council (Council) has been notified three times over the last 18 months. Chlorine has also been detected in the water supply in another part of the property. Mr Stewart believes both issues originate from the main pipeline that runs through his property.
- He has observed ground movement in multiple areas near the pipeline over the past 18 months, including surface uplift, road subsidence, and kerb lifting. Despite contacting Council, no remedial action has been taken, and the issues continue to worsen.
- In support of Option 1 as the existing services are not maintained or set up to work efficiently as they are and noted that Gisborne District Council should have direct control of water services.

Meng Liu Foon

Points included:

- In support of staff's recommendation for Option 1, which ensures Council retains control and direction of local water services. He stated that a council's mana lies in its responsibility to the community, serving as the direct point of contact, rather than deferring to a secondary organisation.
- Noted that Auckland City Council has recognised the need to regain control of its roading and water services. He emphasised that public or private organisations operating at arm's length cannot borrow money as cost-effectively as councils. These entities are profit-driven and may introduce additional charges, placing further financial pressure on already highly rated communities like Gisborne.
- Referred to a Council-led review conducted 15 years ago, which found that Council was operating well below the cost it would take to outsource the services. He stated that supporting Council's recommendation aligns with that proven efficiency.

Maraetaha Inc. – Beth Tupara Katene, Bella Hawkins, Pauline Hill and Tiane Hooper

- Maraetaha Incorporation (Maraetaha) is a Māori land entity whose whenua underpins Gisborne's drinking water security and supports the wellbeing of Gisborne's wai, whenua, and communities.
- Maraetaha supports Option 2, which proposes establishing a new entity governed independently of Council.
- Maraetaha has 143,000 shareholders who whakapapa to Ngāi Tamanuhiri and hold responsibilities as both Māori landowners and kaitiaki of the whenua and wai sustaining the people of the Gisborne region.
- They approach this process in the spirit of partnership and acknowledge the working relationship developed with Council. They recognise the intent behind the Local Water Done Well model to improve water services through efficiency, local accountability, and futureproofing, but emphasise these goals require a foundation built on the right principles.
- Maraetaha recognises Treaty obligations, Māori property rights, and their deep, enduring connection to water as taonga tuku iho. Both the Waitangi Tribunal and Supreme Court affirm Māori customary rights to water, protected under Te Tiriti o Waitangi.
- They confirmed Maraetaha lands were acquired under the Public Works Act for regional water infrastructure development (including Williams, Clapcott, and Sang Dams), which are critical to the city's municipal water supply. However, Maraetaha shareholders and whānau have historically been excluded from decision-making, governance, and benefit sharing related to this infrastructure. This is raised to ensure future models avoid repeating assumptions of absolute Council ownership and control or treating Māori involvement as an afterthought.

- Maraetaha reminds Council that it cannot govern water without Māori involvement, as iwi are Treaty partners and rights holders with a legitimate and ongoing role in freshwater governance.
- Maraetaha supports Option 2 to have a Council-Controlled Organisation (CCO) believing it offers the best opportunity to establish genuine Treaty-based governance, embed Te Mana o te Wai, enable Māori landowner participation in planning and investment, and deliver transparent, ringfenced funding for future-focused infrastructure.
- Beth Tupara Katene noted that if Option 1 is selected in the short term, Maraetaha recommends a clear, cost-effective pathway to transition to Option 2 when appropriate.
- To ensure the local water done well model delivers for communities and upholds treaty obligations, Maraetaha make the following recommendations:

    1. Affirm and imbed maori rights and responsibility to freshwater in all governance and service delivery arrangements. This includes recognising maori ownership as affirmed by the Waitangi Tribunal and the Supreme Court.
    2. Establish robust governance arrangements that reflects the status of iwi as treaty partners. Under Option one, Iwi must be formal partners in decision-making alongside Council. Under Option two, iwi must have a role in appointing the Board and the representation of it directly.
    3. Ensure that Maraetaha Incorporation is involved in the co-development of the water services delivery strategy and the transition plan.
    4. Continue to partner with Maraetaha Incorporation in decision-making on the water service delivery model, the Implementation Plan and any future water proposal, not just through consultation but through meaningful and shared decision-making.
    5. Uphold and give effect to Te Mana o te Wai by protecting the mauri of the freshwater catchments. This requires prioritising the health and wellbeing of our waterbodies in all decisions and ensuring infrastructure development upholds the ecological integrity and cultural significance.
    6. Ensure safe and equitable rural drinking water through targeted investment. Rural communities must receive urgent infrastructure upgrades with equal priority to urban areas.
    7. Reforms must address disproportionate impacts on maori communities and support papakāinga marae connectivity, climate resilience and whenua-based development. Rural needs must be enabled not sidelined.
    8. Implement transparent reporting mechanisms that clearly show how funds are allocated and how outcomes align with Te Mana o te Wai and equity for māori communities.
- Maraetaha is ready to continue working alongside Council to co-develop and co-design future water services that reflect te Tairāwhiti's unique context and honour shared obligations under Te Tiriti o Waitangi.

Questions of clarification included:

- Beth Tupara Katene noted that under Option 1, Maraetaha Incorporation wants to clarify that the Treaty relationship resides with the iwi.
- Beth highlighted that one of the highest levels of Māori participation in co-governance is through the Wastewater Committee. Therefore, if Option 1 is adopted, Maraetaha Inc. recommends establishing a formal group with decision-making authority that sits alongside Council.
- She noted that while the Local Leadership Body (LLB) is another option, it lacks the same authority as the Standing Committee, so it is important that governance and participation occur at the highest possible level in decision-making.

MOVED by Cr Stoltz, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Notes the contents of this report.

CARRIED

Secretarial Note: The meeting adjourned at 9.28am for morning tea and reconvened at 10.50am.

11. Reports of the Chief Executive and Staff for DECISION

11.1 25-107 2025 Local Water Done Well Deliberations Overview Report

Chief Executive, Nedine Thatcher Swann, spoke to the report with additional points including:

- 17,000 households were reached between April and May as part of Council's engagement on water service delivery options. A total of 204 submissions were received, with 90% in favour of Option 1 and 10% supporting Option 2. Key themes in submissions included a preference for greater Council control, trust in local ownership, and a strong desire for affordability, transparency, and responsiveness.
- The recommendation is to proceed with a modified in-house delivery model as the preferred option for inclusion in Gisborne District Council's (Council) Water Services Delivery Plan, which is due for submission to the Department of Internal Affairs (DIA) in September 2025.
- The next steps are for Council to confirm that this is the option that will be submitted as the preferred Water Services Delivery Plan to DIA.

Questions of clarification included:

- Senior Investigator, Kevin Ford, confirmed that the Water Services Delivery Plan will include the proposed structure for how Local Water Done Well will operate within Council. The legislation outlines requirements for the plan, including an implementation plan and how Council will give effect to the selected model.

- If the in-house model is chosen, the Plan will detail how Council will establish a ringfenced business unit for water services. A project will be set up in early 2027 to carry out the ringfencing and any necessary organisational changes, ensuring the unit is operational before the model takes effect in July 2027. Only minimal technical changes are expected. Council will also need to decide how the unit will be governed and how mana whenua will be included in that governance of water services.
- Nedine Thatcher Swann noted that the outcome of the LWDW structure will have several implications for the 10 Year Plan. In particular, the ringfencing process will require Council to ensure all financial aspects are thoroughly accounted for and clearly defined within the new business unit.
- Staff noted that there is unlikely to be any central government financial support for councils taking over water services as sole business units. The purpose of the model is to ensure financial sustainability, which must be demonstrated through comprehensive financial modelling. This modelling is submitted to the DIA to confirm that all assumptions are sound, balance sheet separation is achieved, and Council can deliver high-quality water services independently of central government funding.
- Staff noted that if Option One is adopted and Council delivers water services, there will not be a separate water bill. Charges will continue to appear on the back of the rates invoice, itemised as per the current system. Each activity will show the cost of individual services, and the targeted rate applied. Households not connected to reticulated services will not be charged for them.
- Staff noted that the draft Water Services Delivery Plan will be brought back to Council on 26 June 2025 for adoption.
- Staff noted that early modelling indicates Council would remain within 160% of the 175% debt limit during the first three years of delivery, allowing for some headroom. However, to meet the requirements of capital renewal programmes, Council is likely to reach close to the 175% threshold. The next step would be to obtain a credit rating to enable access to additional borrowing capacity within the higher limit.
- Nedine Thatcher Swann (Chief Executive) noted that this approach underscores that financial sustainability is non-negotiable. With economic regulation on the horizon, Councils operating in-house business units need to fully understand its implications. Gisborne District Council will become a regulated supplier, subject to mandatory information disclosure, price-quality regulation, and performance benchmarking. Over the next five years, Council will transition away from land and capital value-based water charges toward potential water metering, alongside increased collaboration with mana whenua and iwi.

- Staff noted that Council has not yet installed water meters on any residential properties. While businesses are already metered, the infrastructure plan schedules residential water metering for 2028. Current efforts focus on backflow prevention and preparing the infrastructure for future metering, with the full metering programme potentially commencing by 2032.
- The Chief Executive noted that the project timeline may need to be accelerated and brought forward within the next five years if Council decides to switch to volumetric water charging.

MOVED by Cr Foster, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Acknowledges the outcomes of public consultation undertaken from 1 April to 1 May 2025 on the future delivery of water services under the Local Water Done Well programme.
2. Approves the Modified In-House Delivery Model as the preferred option for inclusion in the Water Services Delivery Plan.
3. Instructs the Chief Executive to prepare the Water Services Delivery Plan, based on the Modified In-House Delivery Model, for submission to the Secretary for Local Government by 3 September 2025.

CARRIED

Secretarial Note: Cr Tupara voted against the recommendations.

12. Mayor, Deputy Mayor and Elected Members Reports for INFORMATION

12.1 25-152 Attendance at the Local Government New Zealand All of Government and Rural Provincial Sector Meetings

MOVED by Cr Telfer, seconded by Cr Wharehinga

That the Council/Te Kaunihera:

1. Notes the contents of this report.

CARRIED

13. Close of Meeting

There being no further business, the meeting concluded at 10:41 am.

Rehette Stoltz
MAYOR

3.6. Action Register

Meeting Date	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
30-01-25	10.4	25-4 Annual Report Dog Control Policy and Practices 1 July 2023 - 30 June 2024	In progress	Comparison of the Gisborne District Council to other councils in terms of the additional contributions from non-dog owners.	Gary McKenzie	**20/03/2025 James Baty** We are gathering data from other councils for comparison and will provide an update once analysis is complete.	26-06-25

3.7. Governance Work Plan

2025 COUNCIL						Meeting Dates										
HUB	**Activity**	**Name of agenda item**	**Purpose**	**Report type**	**Owner**	**30-Jan**	**27-Mar**	**9-Apr**	**21-May**	**18-Jun**	**26-Jun**	**13-Aug**	**2-Oct**	**30-Oct**	**12-Nov**	**11-Dec**
Finance & Affordability	Risk & Performance	Chief Executive Activity Report	Provide elected members with an update on Council activities for the covered period.	Information (I)	Amy Shanks											
Finance & Affordability	Financial Services	Rates Setting Report	Provide the proposed rates for Council approval	Decision (D)	Fiona Scragg											
Finance & Affordability	Risk & Performance	Annual Plan Adoption	Provide the Annual Plan for Adoption	Decision (D)	Tim Muir / Mel Hartung											
Community Lifelines	Water	Our Waters Done Well Management Plan Adoption		Decision (D)	Tim Muir / Leo Kelso											
Community Lifelines	Journeys	25-168 Strategic Network Resilience Programme Business Case Approval for Submission		Decision (D)	Tina Middlemiss											
Sustainable Futures	Strategy and Science	25-163 Adoption of Cemeteries and Crematoria Bylaw	To seek adoption of the bylaw	Decision (D)	Karma McCallum											

2025 COUNCIL						Meeting Dates										
HUB	**Activity**	**Name of agenda item**	**Purpose**	**Report type**	**Owner**	**30-Jan**	**27-Mar**	**9-Apr**	**21-May**	**18-Jun**	**26-Jun**	**13-Aug**	**2-Oct**	**30-Oct**	**12-Nov**	**11-Dec**
Sustainable Futures	Recovery	Review of Cat 3 Voluntary Buy-out Policy	POLICY REVIEW DATE 8.1 The Policy will be reviewed by the Council on or before 30 June 2025, including as to whether it should continue to apply	Information (I)	TBC											
Liveable Communities	Regional Biodiversity Transformation	Sustainable Land Use - Transition Guidelines (Version 1)	Update Council on the progress of the Transition Advisory Group in developing a guide to transitioning land to permanent vegetation cover (the Transition Guide).	Information (I)	Amy England											
Liveable Communities	Community Assets & Resources	Petition for Oneone Ki Te Whenua	Approve in principle that Council prepares a Statement of Intent to investigate the future of Council-owned land in the Ngati Oneone Rohe, including land comprising Titirangi Reserve and surrounds.	Decision (D)	Chris Visser											

10. Committee Recommendations to Council

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-169

Title:	**25-169 Committee Recommendation to Council - March 2025**
Section:	Democracy & Support Services
Prepared by:	Teremoana Kingi - Acting Democracy & Support Services Manager
Meeting Date:	Thursday 26 June 2025

Legal: No	Financial: No	Significance: **Low**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to approve recommendations arising from the Tairāwhiti Resource Management Plan Review Committee.

SUMMARY - HE WHAKARĀPOPOTOTANGA

Tairāwhiti Resource Management Plan Review Committee 13 March 2025

25-42 Draft Urban Plan Change

1. Recommends that Council/Te Kaunihera
   a. Confirms the content of the draft Plan Change (including any amendments).
   b. Sends the Draft Plan Change to Iwi Authorities as required by Clause 4A, 1st Schedule Resource Management Act 1991.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. **Adopts the recommendations from the Tairāwhiti Resource Management Plan Review Committee:**
   a. **Confirms the content of the draft Plan Change (including any amendments).**
   b. **Sends the Draft Plan Change to Iwi Authorities as required by Clause 4A, 1st Schedule Resource Management Act 1991.**

Authorised by:

Anita Reedy-Holthausen - Director Engagement & Maori Partnerships

Keywords: committee recommendations to council, Tairawhiti resource management plan review committee, draft urban plan change, iwi authorities, clause 4A 1st schedule

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-148

Title:	**25-148 Petition for Oneone Ki Te Whenua**
Section:	Office of the Chief Executive
Prepared by:	Nedine Thatcher-Swann – Chief Executive Chris Visser - Principal Community Assets and Partnerships Advisor
Meeting Date:	Thursday 26 June 2025

Legal: No	Financial: No	Significance: **Medium**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

This report seeks Council's approval to develop a Statement of Intent that affirms its commitment to a structured, principled, and good faith process for investigating the future of Council-owned and vested land within the Ngāti Oneone rohe — including Titirangi Reserve and its surrounding areas.

SUMMARY - HE WHAKARĀPOPOTOTANGA

Council acknowledges the long history of land alienation across Te Tairāwhiti and the aspirations of iwi and hapū, including Ngāti Oneone, to reconnect with whenua of historical and cultural significance. In response to the petition submitted by Ngāti Oneone, it is recommended that Council authorise the development of a Statement of Intent to guide and prioritise investigations into the future of relevant Council landholdings located within the area referenced in the petition. This approach aligns with Council's 2021 decision to support land return in Tokomaru Bay where public works purposes no longer applied.

While statutory and operational processes under the **Public Works Act 1981**, **Reserves Act 1977**, and **Local Government Act 2002** must be followed, Council recognises the need for a timely, respectful, and mana-enhancing response.

The Statement of Intent will confirm Council's commitment to working in genuine partnership with Ngāti Oneone, as the petitioning iwi, while also recognising and respecting the interests of other iwi and hapū who hold whakapapa and relationships to the lands in question. It will outline Council's willingness to explore pathways such as co-governance, leaseback, vesting, or return where appropriate.

Council's landholdings within the area identified by Ngāti Oneone as their tribal estate include approximately **265 individual land parcels**. Council acknowledges that other iwi and hapū may also have interests in some of these lands and affirms its commitment to engaging in a **principled and inclusive manner**, ensuring all rights and relationships to the whenua are carefully considered.

A Statement of Intent will:

- Set clear parameters for the investigation.
- Ensure the process is well-governed, consistent, and transparent.
- Avoid creating presumption of outcomes, particularly regarding land disposal.

To give effect to the intent of this report and in recognition of the significance of the Ngāti Oneone petition, Council should affirm the following:

Council is committed to progressing this kaupapa in a manner that upholds the principles of **Te Tiriti o Waitangi**, and in agreeing to prepare a Statement of Intent, Council signals its genuine intent to:

- Explore the return or vesting of land to the rightful owner/s where there is no longer a genuine public need, or where ongoing stewardship and use would be more appropriately held by tangata whenua.
- Engage in good faith and in the spirit of partnership with Ngāti Oneone.
- Ensure the process is transparent, timely, and upholds and enhances the dignity, integrity, and mana of those involved.
- Develop the Statement of Intent in a way that balances the aspirations of mana whenua with Council's statutory responsibilities and broader community obligations.

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera Council:

1. **Approves the preparation of a Statement of Intent to formally commence investigations into the future of Council-owned/vested land in the Ngāti Oneone Rohe, including Titirangi Reserve and surrounds.**

2. **Agrees that in preparing a Statement of Intent, Council affirms the following: Council is committed to progressing this kaupapa in a manner that upholds the principles of Te Tiriti o Waitangi, and Council signals its genuine intent to:**
   - **Explore the return or vesting of land to the rightful owners where there is no longer a genuine public need, or where ongoing stewardship and use would be more appropriately held by tangata whenua.**
   - **Engage in good faith and in the spirit of partnership with Ngāti Oneone.**
   - **Ensure the process is transparent, timely, and upholds and enhances the dignity, integrity, and mana of those involved.**
   - **Develop the Statement of Intent in a way that balances the aspirations of mana whenua with Council's statutory responsibilities and broader community obligations.**

3. **Directs staff to present the draft Statement of Intent to the next Council meeting for formal adoption.**

Authorised by:

Nedine Thatcher Swann - Chief Executive

Keywords: petition, Ngati Oneone, statement of intent, return of council lands

BACKGROUND - HE WHAKAMĀRAMA

1. On 8 May 2025 Ngāti Oneone presented a petition Gisborne District Council, Trust Tairāwhiti and Eastland Port **Petition for ONEONE KI TE WHENUA** (**Attachment 1**).

2. In the petition Ngāti Oneone outline past actions on their lands arising from the development of the port and public works. They assert '*the raupatu of our lands has alienated Ngāti Oneone occupation and cultivation of these areas, destroyed puna wai, wahi tapu and urupa'*.

3. To address these issues, they request the following actions from Gisborne District Council, Trust Tairāwhiti and Eastland Port:

    - *Action Item 1 WHAKAHOKIA WHENUA MAI The immediate return of all lands within the Ngāti Oneone tribal estate that are not operating as core business of Eastland Port and Gisborne District Council.*
    - *Action Item 2 WHAKAMANA TANGATA Financial recompense by Trust Tairāwhiti (as the sole Shareholder of Eastland Port) to Ngāti Oneone for the continued alienation from our lands and, refrain from placing further demands on Ngāti Oneone causing duress, suffering and grievance.*
    - *Action Item 3 TE TIRITI Actively seek a pathway whereby Ngāti Oneone are treated in the same vein as a "Treaty Partner" who holds mana whenua of said lands, as opposed to a community group.*

Other requests from Ngāti Oneone for ownership of Council land prompting development of framework responding to requests from Tangata Whenua for ownership of Council land

4. Council will be aware of the request from Ngāti Oneone that Council land at Onepoto Beach be returned to them, as per their deputation to Council meeting 17 October 2024 [**Report 23-23**] where the matter of the lease to the Gisborne Yacht Club was discussed.

5. Ngāti Oneone have also requested ownership of parcels of Council land in proximity of Te Poho o Rawiri, and there have been discussions with Council staff regarding their aspirations for the whenua of Titirangi Reserve.

6. These requests have prompted development of a framework to guide how Council meaningfully responds to requests from tāngata whenua for ownership or governance of Council land. This work reflects Council's commitment to give effect to Te Tiriti o Waitangi, and to honour the intent of relationships such as the Titirangi Accord with Ngāti Oneone.

7. We understand these areas remain the priority sites for Ngāti Oneone, in which case the current investigations into use of the land will continue.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

8. Across Aotearoa, councils have responded in different ways to historical land grievances and iwi aspirations, through land returns, joint ownership, and co-governance arrangements. These examples provide practical reference points for how councils and iwi can work together to address past injustices while supporting ongoing public benefit.

Tauranga City Council and the Otamataha Trust (Ngāi Tamarāwaho and Ngāti Tapu)

9. In 2024 Tauranga City Council completed the legal transfer of central city land — the site of the Te Manawataki o Te Papa civic precinct — to a joint trust with mana whenua. The land is now jointly owned through the Te Manawataki o Te Papa Charitable Trust, in partnership with the Otamataha Trust. This resolved a longstanding grievance and established a new working relationship between council and mana whenua.

Whanganui District Council and Ngā Hapū o Te Iwi o Whanganui

10. Whanganui District Council signed a legally binding relationship agreement, Te Tomokanga ki Te Matapihi, with Ngā Hapū o Te Iwi o Whanganui. This includes an intention to transfer 128 hectares of land on Airport Road and South Spit to hapū ownership. The agreement also provides a platform for joint initiatives and collaborative management of land and resources.

New Plymouth District Council and Ngāti Mutunga (Onaero Reserve)

11. As part of the 2005 Treaty settlement, Onaero Reserve - a beachfront campground - was returned to Ngāti Mutunga. It remains a public recreation reserve under co-management by the iwi and New Plymouth District Council, supported by a draft management plan released for public input.

Taupō District Council and Ngāti Tūwharetoa

12. In 2009, Taupō District Council entered a Joint Management Agreement with Ngāti Tūwharetoa that gives the iwi shared decision-making power over resource consents on multiply owned Māori land. While not a land return, the agreement gives meaningful authority to mana whenua over how land is used and managed.

Mauao (Mount Maunganui): Ownership and Co-Governance with Tauranga Moana Iwi

13. Mauao was formally returned to Ngāi Te Rangi, Ngāti Ranginui, and Ngāti Pūkenga in 2008, through legislation that vested ownership of the historic reserve back to the iwi. A Memorandum of Understanding signed in 2013 between the Mauao Trust and Tauranga City Council established a Joint Administering Body. While Council continues to manage day-to-day operations, strategic decisions are made jointly. Public access to Mauao is maintained under this arrangement.

Rotorua Lakes Council and Te Arawa Iwi – Land Returns and Partnerships

14. Rotorua has several examples where council-owned land has been returned to mana whenua:

    - In 2022, Karamu Takina Springs was returned to Ngāti Kearoa-Ngāti Tuara. The land, taken in 1954 under the Public Works Act, is now subject to a co-management agreement, alongside two other parcels (Pururu North Reserve tennis courts and a site in Tihi-o-tonga).
    - In 2015, Taniwha Springs / Pekehaua Puna Reserve was returned to Ngāti Rangiwewehi. Taken in 1966 without consent, the site is now jointly managed, including through a co-consent for water take — believed to be the first of its kind in Aotearoa.

15. Rotorua Lakes Council has also established the Te Arawa 2050 Vision Committee to embed iwi input into council decisions. With over 30 settlements in the district, mechanisms like co-management and land returns are part of an ongoing and evolving partnership.

16. These arrangements show that it is possible for councils to support iwi aspirations while fulfilling their statutory obligations. They demonstrate a range of approaches - from land transfers and leaseback to joint management - that honour Te Tiriti o Waitangi in practical and enduring ways.

Gisborne District Council

17. Although there have been no formal land transfers to date, the kaupapa advanced by Ngāti Oneone finds precedent in Council's response to similar aspirations elsewhere in the region.

18. In 2021, Council issued a Statement of Intent in response to a request from Ngā Hapū o Tokomaru Akau for the return of Council-administered land held under the Public Works Act at Tokomaru Bay. That commitment was based on recognising that where land was no longer required for a public purpose, its return to original owners or their successors was appropriate and necessary [Council reports **21-244** 13 December 2021 and **22-20** 24 February 2022 refers].

19. Council stated an intent to pursue return of land to the former owners from whom the Waiapu County Council obtained the land via the Public Works Act where a public purpose for the land did not exist.

20. Specifically, Council stated: *Te Kaunihera o Te Tairāwhiti (Gisborne District Council) currently holds titles spanning the entirety of the Tokomaru Bay shoreline. These titles were inherited from Waiapu County Council when the local authority was amalgamated with others to form Gisborne District Council in 1989. These titles were acquired over a number of years under different legislation, including the Tokomaru Bay Harbour Act 1915 and the then Public Works Act 1908 for Harbour Purposes. Since its acquisition more than 100 years ago, much has changed. While harbour purposes no longer apply other uses for the land have been established, including those essential to community connection, drainage, quality of life and access. Te Kaunihera o Te Tairāwhiti is committed to pursuing the return of titles of land adjacent to the marine and coastal area in Tokomaru Bay (once issued) where a public purpose for the land no longer exists. Our intent is to enable the former owner from whom Waiapu County Council obtained the land, or their successor(s), to have their title/s to remaining whenua re-established where possible.*

21. The return of land to former owners/successors of those owners was delayed pending the outcome of court proceedings between the interested hapū of Tokomaru Bay. Those court proceedings are largely concluded resulting in a joint entity between the hapū of Tokomaru called Kapuarangi Trust.

Required Processes for Disposal of Land – Evaluation Followed by Initial Investigation

22. While there are legislative and operational processes to be followed, Council acknowledges the importance of responding to the request made by Ngāti Oneone in a timely way that upholds their mana and recognises their significance. The Statement of Intent is a critical step in ensuring that pathways such as co-governance, leaseback, vesting, or return of land are genuinely considered with Ngāti Oneone as partners in the process.

23. To dispose of Council land Council would first need to assess the current and best future use of the land. This evaluation can be relatively straightforward where lands are being used for the purposes for which they are 'held' by Council – for example Recreation Reserves held under Reserves Act.

24. Where land is being used and will be retained by Council there is an opportunity to investigate alternative management mechanisms, which could include formal co-management arrangements, lease of land or vesting in trust.

25. If it is found land is not currently being used and has no potential future use, Council would then need to carry out investigations to analyse the feasibility of transferring the various parcels out of Council ownership, including:

    a) Confirming the ownership status of the land (is it Council owned, is there any Crown interest in the land).

    b) Identifying the method by which the property was acquired, the original purpose for acquisition of the property and the required method of disposal.

    c) Identifying any known land restrictions (are there any hazards that limit its use, how is it zoned, would it need to transfer with any conditions, is it a reserve, is it subject to a lease, is it subject to a Treaty settlement, is any part in the Common Marine Coastal Area etc).

    d) Identifying the tāngata whenua groups with interests in the land.

Council's Obligations Under the Public Works Act 1981

26. Council holds some land within the rohe under the authority of the Public Works Act 1981 (PWA), which provides a legal framework for the acquisition, use, and disposal of land for public purposes.

27. Under sections 40 to 42 of the PWA, if land held for a public work is no longer required, Council has an obligation to first offer that land back to the person from whom it was acquired (or their successors), unless specific exceptions apply (such as where it would be impracticable, unreasonable, or the original owner cannot be identified).

28. However, this obligation does not guarantee an automatic transfer of the land, nor does it override other relevant legal, operational, or Treaty-based considerations. Any potential return of land would need to comply with the statutory process, including appropriate assessments of current and future public use, legal status, title conditions, and whether any offer-back obligation exists.

29. In cases where land was not acquired under the PWA or where it has been significantly altered or repurposed, the Act's provisions may not apply, or the offer-back requirements may be waived. Further, any proposal to transfer land would also need to be assessed in accordance with Council's broader statutory obligations, including under the Local Government Act 2002, and engagement with other iwi or hapū who may also have interests in the land.

Council Land in the Area Ngāti Oneone Request Land be Returned

30. In the petition Ngāti Oneone describe their tribal lands as '*from Pouawa in the North of Gisborne to Te Toka a Taiau, Turanganui Awa, including the lands known as Kaiti/Kai Iti/Puhi Kai Iti*'.

31. Within this area there are approximately 265 parcels of land administered, owned or vested in Council. By way of overview, the lands include:

    - Reserves held under the Reserves Act 1977 - (notably parts of Titirangi, ANZAC Park, Waikirikiri Park, Kaiti Memorial Park. W.D. Lynsar Reserve, and Makorori Headland).
    - Land held under the Local Government Act 2002 including land managed as Park (e.g. Wainui and Makorori Beach Reserves), land held for local services (drainage, roading and the operation of local services) and land obtained as a condition of subdivision and intensification of use of private land (mainly small parcels of open space in built up areas).
    - Endowment land held in Trust for Harbour Purpose (Onepoto Kaiti Beach) that can never be alienated or disposed of except by a local Act of Parliament.
    - Land at Titirangi (Reserve) subject to Deed of Gift requiring land to be held in perpetuity by Council for the purpose of pleasure gardens.

32. The number of parcels and variety of types of land and ways it was acquired and is held, mean that there can be no 'one size fits all' process. Even if parcels are grouped and prioritised, consideration of the request from Ngāti Oneone will be complex and will require significant time and resource. Council also acknowledges that other tangata whenua groups express interests in the area sought by Ngāti Oneone, so engagement with those groups will also be required before any decisions regarding the transfer of land are made.

33. The Tokomaru Bay scenario is land obtained and held under the Public Works Act, whereas only some of the land subject to the request from Ngati Oneone will be subject to obligations under that Act. Nevertheless, a Statement of Intent indicating Council's willingness to undertake the necessary investigations to respond to the request would be a consistent approach.

34. While there will be significant work involved, responding positively to the Ngāti Oneone request through a Statement of Intent aligns with Te Tiriti commitments made through the Te Tiriti Compass and its values-based approach to partnership. The Statement will demonstrate genuine intent to work with Ngāti Oneone on options for return or shared governance of land in their rohe, beginning with sites already requested.

35. In preparing the Statement of Intent, Council should also affirm its commitment to progressing this kaupapa in a manner that upholds the principles of **Te Tiriti o Waitangi**, and signal its genuine intent to:

- Engage in good faith and in the spirit of partnership with Ngāti Oneone.
- Ensure the process is transparent, timely, and mana-enhancing.
- Explore the return or vesting of land to the rightful owners where there is no longer a genuine public need, or where ongoing stewardship and use would be more appropriately held by tangata whenua.
- Develop the Statement in a way that balances the aspirations of mana whenua with Council's statutory responsibilities and broader community obligations.

Option	Benefits	Risk and measures to mitigate risk
1. Do not prepare a Statement of Intent. **(not recommended)**	• No additional Council resource commitment at this time. • Short-term operational simplicity.	• Significant reputational and relational damage to Council– risks undermining established partnerships, including the Titirangi Accord. • Seen as dismissive of mana whenua aspirations. **Mitigation:** None identified; decision likely to be viewed as contrary to Te Tiriti principles and community expectations.
2. Prepare Statement of Intent for approval by Council, continue to engage with Ngāti Oneone reprioritisation of sites requiring investigation (assuming Onepoto and land opposite Te Poho o Rawiri followed by Titirangi Reserve lands, as already requested). **(recommended)**	Demonstrates good faith as a Treaty Partner. • Provides a transparent, structured pathway to assess land status, use, and governance options. • Builds on precedent (e.g. Tokomaru Bay) and supports a principled, consistent approach to land redress and relationships. • Strengthens trust, relationships and long-term strategic alignment with mana whenua.	• Risk of misinterpretation that the Statement guarantees land return. • Significant staff and budgetary resource required over time. **Mitigation:** Ensure clear messaging in the Statement that each parcel requires case-by-case assessment. Develop a phased, prioritised work programme to manage resource impact and provide early wins.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation
Overall Process: **Low** Significance
This Report: **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan
Overall Process: **Medium** Significance
This Report: **Low** Significance

Inconsistency with Council's current strategy and policy.
Overall Process: **Low** Significance
This Report: **Low** Significance

The effects on all or a large part of the Gisborne district.
Overall Process: **Medium** Significance
This Report: **Medium** Significance

The effects on individuals or specific communities
Overall Process: **High** Significance
This Report: **High** Significance

The level or history of public interest in the matter or issue
Overall Process: **Medium** Significance
This Report: **Medium** Significance

TREATY COMPASS ANALYSIS

36. A Statement of Intent would signal Council's practical commitment to giving effect to the four articles of Te Tiriti o Waitangi.

37. Since 2002, Council and Ngāti Oneone have upheld Te Tiriti o Waitangi as the foundation of a respectful and enduring partnership, as outlined in the Titirangi Accord. This relationship is guided by the principles of partnership, participation, protection, and the recognition of Māori authority and autonomy.

38. Both partners have historically, and continue to, demonstrate a shared commitment to investigating the future use of the lands in a way that enhances the wellbeing of the region's people, environment, culture, and heritage.

39. Recognising the Ngāti Oneone petition through a Statement of Intent enables the Council to actively uphold the mana and rangatiratanga of Ngāti Oneone, and build on the long-standing relationship embedded in the Titirangi Accord.

40. The Council also acknowledges that other iwi and hapū have expressed interest in the lands identified by Ngāti Oneone as part of their tribal estate. This will be considered with care, respect, and in line with the articles of Te Tiriti o Waitangi as the process moves forward.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

41. No engagement with tangata whenua or Māori Stakeholder groups has specifically occurred as part of preparing this report as this report responds to a request from tangata whenua. However wider engagement will be necessary as the Council works through the process of determining whether land should be returned and to whom it is returned to.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

42. No community engagement has specifically occurred as part of preparing this report. Community engagement does not need to occur as part of Council deciding to issue a Statement of Intent to investigate the future use of the lands subject of the Ngāti Oneone request.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

43. There are no direct impacts or implications affecting climate changes posed in the matters of this report.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

44. There are no financial implications arising from the preparation of a Statement of Intent to investigate the future use of Council lands at Titirangi and surrounds.

45. The land status investigations required (being estimated at 265 separate land parcels) would require external property and legal advice.

46. The external costs of thorough investigations may be substantial and considerable internal staff resources will be required.

47. This work is currently unbudgeted and unprogrammed.

48. We would hope that this work could be prioritised and staged to spread costs and delivered over time within existing resources.

Legal

49. A Statement of Intent, while signed by both parties, is not a legally binding contract. However, it formally records Council's commitment to engage with the request in good faith.

50. By entering into a Statement of Intent, Council is not committing to undertake any specific actions – such as the transfer of any parcel of land. As outlined earlier in this report, each parcel of land will be subject to an assessment to determine whether it is suitable for transfer. Entering into a Statement of Intent does not predetermine any outcome.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

51. The matters presented in this report have been considered for consistency with Council plans and policies, including the Significance and Engagement Policy, Tairāwhiti Piritahi Policy, Property Strategy (2008 and currently under review) and Tiriti Compass.

52. These planning policy documents will, alongside the requirements of relevant legislation, continue to guide future recommendations from staff in respect of a Statement of Intent and subsequent processes and considerations regarding future use of the lands.

RISKS - NGĀ TŪRARU

53. There is a risk that Council will not be able to resource the work and so it doesn't progress. There will need to be a clear implementation plan including transparency around constraints.

54. There is a risk of misinterpretation (by Ngāti Oneone or other hapū/iwi or the public) that a Statement of Intent means that Council has committed to transfer all the land to Ngāti Oneone.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone
26 June 2025	Council Approve the preparation of Statement of Intent.
26 June - 14 August 2025	Engagement with Ngāti Oneone on draft SOI content and any site prioritisation
14 August 2025	Statement of Intent presented for adoption.

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Petition for ONEONE KI TE WHENUA [**25-148.1** - 2 pages]

Petition for ONEONE KI TE WHENUA

To: Gisborne District Council, Trust Tairawhiti, Eastland Port

We, the undersigned, urge our leaders to act now to address the following issue:

Background

Ngati Oneone Hapu has lived, bred and died on our tribal lands from Pouawa in the North of Gisborne to Te Toka a Taiau, Turanganui awa, including the lands known as Kaiti/Kai Iti/Puhi Kai Iti. In 1852 our first Pa (on Hirini St) was built, and over time, became dilapidated. In 1890 Hirini Te Kani (paramount Chief in his time) built a new whare on the same whenua and named it Te Poho o Rawiri, in memory of his father Te Eke Tu o Te Rangi (Rawiri), a signatory to Te Tiriti o Waitangi (Te Eke).

In 1885 the Harbour Board was enabled to carry out major works under the Harbour Board Act, in the area:

- The blowing up of Te Toka a Taiau
- The blowing up of Puakaiwai/Punaariki/Tuaiti Is
- The removal of Te Poho o Rawiri Pa and tribal housing

Under the Public Works Act, significant lands were taken, here to name a few:

- Titirangi Maunga (parcels of land sold to pakeha individuals and corporations)
- Rakau a Ue Urupa (roadway created, urupa desecrated)
- Turanganui awa – Rua Koura (continued degradation)
- Ruatanuika maara/gardens (destroyed)
- Te Umu a Tawhiwhi (destroyed)
- Te Waiu o Hamoterangi (destroyed)
- Te Pioi Pa (destroyed)
- Hirini St (some parcels onsold)
- Puhi Kai Iti – reefs (destroyed)
- Roadway put through Rakau a Ue Urupa

THE RAUPATU OF OUR LANDS HAS ALIENATED NGATI ONEONE OCCUPATION AND CULTIVATION IN THESE AREAS, DESTROYED PUNA WAI, WAHI TAPU AND URUPA.

Our Request

We respectfully request that you take the following actions to address this issue:

- Action Item 1 WHAKAHOKIA WHENUA MAI The immediate return of all lands within the Ngati Oneone tribal estate that are not operating as core business of Eastland Port and Gisborne District Council.
- Action Item 2 WHAKAMANA TANGATA Financial recompense by Trust Tairawhiti (as the sole Shareholder of Eastland Port) to Ngati Oneone for the continued alienation from our lands

and, refrain from placing further demands on Ngati Oneone causing duress, suffering and grievance.

- Action Item 3 TE TIRITI Actively seek a pathway whereby Ngati Oneone are treated in the same vein as a "Treaty Partner" who holds mana whenua of said lands, as opposed to a community group.

Why This Matters

Atrocities on Ngati Oneone hapu, whenua and wai are actions that have been applied and imposed on our hapu for the past 95 years. In all those years, Ngati Oneone have not be treated in Fairness, Dignity or Human Rights. This cannot be the responsibility of the fourth generation to seek redress! It must be done now!

Signatories

- Harata (Charlotte) Gibson, mokopuna of Rawiri Te Eke Tu o Te Rangi
- Natasha (Tash) Irwin, mokopuna of Wiremu Wharekino
- Hinehou Smiler, mokopuna of Rutene Te Eke Tu o Te Rangi

Dated: 5 May 2025

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-111

Title: **25-111 2025/26 Annual Plan**

Section: Finance & Affordability

Prepared by: Michaela Kocar - Team Leader Management Accounting

Meeting Date: Thursday 26 June 2025

Legal: No	Financial: Yes	Significance: **Medium**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to present the 2025/26 Annual Plan (AP) for adoption **(Attachment 1).**

SUMMARY - HE WHAKARĀPOPOTOTANGA

Council has prepared its Annual Plan for 2025/26, setting out the budget, capital works programme and any changes from the 2024–2027 Three Year Plan (3YP).

The AP stays true to Council's financial strategy, focusing on sound financial management while responding to regional needs. This year, we're continuing to deliver essential services and support Tairāwhiti's recovery. Key investments include roads, bridges, water infrastructure and flood protection – all aimed at building stronger, more resilient communities.

Projects and Priorities

- **Infrastructure investment**: $145 million (89% of the capital programme) is allocated to core infrastructure, including water services, solid waste and roading.
- **Flood Modelling**: Updated modelling to include hazards like sediment, erosion and river course changes, ensuring future flood protection designs are robust.
- **Land Drainage**: Stream widening projects, particularly on the Taruheru River, to increase capacity.
- **Township Improvements**: Footpath upgrades in Matawai, Ruatoria, Te Karaka, Wharekahika, and new pedestrian safety crossings in Tikitiki and Te Araroa.
- **Strategic and environmental planning**: Continued development of regional plans, climate response and environmental programmes in partnership with tangata whenua and local communities.

Financial Overview

- **Rates Increase**: 9.95% (excluding growth).
- **Forecast External Debt**: $227 million (150% debt to total revenue).
- **Total Capital Expenditure**: $163 million.

There are increases in capital expenditure and forecast debt over what was planned for in Year 2 of the Three-Year Plan, due to changes occurring after the adoption of the Three-Year Plan. The differences are largely due to an expanded roading renewals programme, following the changes from the New Zealand Transport Agency (NZTA) for regional transport improvements. Debt also increased due to the revised Statement of Intent from Gisborne Holdings Ltd (GHL), which forecasts nil dividends in 2025/26.

Importantly, forecast debt remains within Council's financial strategy threshold of 175% of total revenue.

Balanced Budget

Council must consider the balanced budget requirement under the Local Government Act 2002 (LGA), where its forecast operating revenue does not match its forecast operating expenditure.

Council has a general requirement to manage financial matters prudently, efficiently, and effectively, but also in a manner that promotes the current and future interest of the community. The AP budgets for an overall accounting surplus, mostly due to the capital grants. However, while Council will have an overall surplus, some activities may have deficits as they will be funded by either loan or reserve funding.

Council adopted the Capital Works Programme at the Finance & Performance Committee meeting on 4 June 2025 **[Report 25-149]** and will formally set the rates for the year through Report **[25-132]** 'Setting of rates due dates and penalties for the 2025/26 financial year'.

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. **Adopts the Gisborne District Council 2025/26 Annual Plan (Attachment 1) - subject to any minor changes, including formatting or external legal changes.**
2. **Approves the Capital Investment Programme of $163m for 2025/26.**
3. **Agrees that it is financially prudent to budget for an accounting surplus in the Annual Plan 2025/26.**

Authorised by:

Pauline Foreman - Chief Financial Officer

Keywords: 2025/26 annual plan, capital investment programme, finance & performance committee, key projects

BACKGROUND - HE WHAKAMĀRAMA

Legislative Background

1. The 2024–2027 Three-Year Plan (3YP) represents Council's current planning cycle, adopted in place of the traditional ten-year Long-Term Plan. This shorter cycle was introduced to better support regional recovery and aligns with the *Severe Weather Emergency Recovery (Local Government Act 2002 – Long-Term Plan) Order in Council*, enacted on 7 September 2023.
2. Under Section 82 of the Local Government Act 2002, consultation on the Annual Plan (AP) is only required where there are significant or material differences from the 3YP. Given the nature of changes proposed, Council determined that formal consultation was not required. Instead, the community will be informed of the key changes and planned activities following adoption of the Annual Plan.
3. Report **[25-20]** on the Draft Annual Plan at Finance & Performance Committee on 19 February 2025 provided the draft estimates at that time and outlined the proposed approach for the delivery of the Annual Plan.
4. Subsequently report **[25-149]** on the Annual Plan Capital Programme at Finance & Performance Committee on 4 June 2025 provided details and gained approval for the full capital programme and its inclusion into the 2025/26 Annual Plan.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

Our Approach

5. In delivering the 2025/26 Annual Plan, Council remains focused on progressing key projects and services while advancing the region's recovery. This includes restoring and strengthening core infrastructure – roads, bridges, flood protection and water systems to build long-term resilience.
6. Key outcomes and themes of the 3YP included in the 2025/26 Annual Plan:
    - Council continues to prioritise core infrastructure with $145 million – or 89% of the 2025/26 capital programme allocated to water services, solid waste and roading.
    - Roading projects accounts for nearly 60% of the total capital expenditure ($96 million). This includes bridge repairs $29.6m, phased work of Tiniroto road/ Hangaroa Bluffs $14.8m and slips and dropouts $15.5m.
    - Our Four Water infrastructure projects make up just over 20% ($36 million) of the total capital programme.
    - We're accelerating delivery of the Waipaoa River Flood Control Scheme, alongside investment in new flood protection initiatives to safeguard communities.
    - Completion of flood modelling incorporating hazards such as sediment build-up, erosion and river change ensures reliable foundations for future construction of flood protection schemes.

- Land drainage upgrades, particularly along the Taruheru River Stream to widen and improve capacity.
- Township projects including new footpaths in Matawai, Ruatoria, Te Karaka and Wharekahika; with safety crossings in Tikitiki and Te Araroa.
- We continue to focus on building blocks -such as regional plans, climate change, the environment and working with Tangata whenua and our communities to deliver and prepare for the future.

Financial Summary – 2025/26 Annual Plan

7. **The financial estimates in the 2025/26 Annual Plan align with Year 2 of the 2024–2027 Three-Year Plan and reflect Council's ongoing strategic direction.** Figures incorporate updates from Report **[25-20]** (December 2024) and Report **[25-149**] (April 2025).

8. The AP includes detailed prospective financial information for 2025/26, summarised in the financial overview and outlined further in the 'Our Finances' section. Key points are noted below:

Operational Changes

9. **Total Revenue:** Forecast at $265 million, an increase of $16.3 million compared to Year 2 of the 3YP; primarily attributed to additional capital and operational funding from NZ Transport Agency Waka Kotahi (NZTA) for roading projects.

10. **Operational Expenditure:** Projected at $170 million – an increase of $10 million. This reflects updated cost forecasts and revised budget allocations across various activities.

11. **Total comprehensive revenue and expenses:** Estimated at $163.9 million, up $6.7 million, mainly due to higher capital grants.

12. Several changes have been made, as outlined in Reports **[25-20]** and **[25-149],** including cost increases and budget realignments across multiple areas. Some reflect outcomes from operational reviews, while others are timing-related adjustments that contribute to the overall increase but do not directly impact ratepayers.

    - **Depreciation:** Increased due to the updated componentisation of the Wastewater Treatment Plant.
    - **Contracted services:** Higher costs for Tourism Management and Economic Development functions.
    - **Roading budgets:** Realigned to reflect updated programme delivery and associated funding.
    - **Employee benefits and Operating Costs:** Adjusted to align with the increased capital recovery program.
    - **Timing adjustments** *(non-ratepayer impacting)*:
      - Woody Debris Removal
      - Recovery Green Bridges
      - Our Waters Initiative
      - Enterprise Solutions

13. These changes are driven by cost pressures, programme updates and timing adjustments. Many are externally funded or relate to project timing, resulting in limited direct impact on ratepayers.

Capital Programme

14. The capital programme for 2025/26 is now forecast at $163 million, representing an increase of $18 million compared to Year 2 of the 2024–2027 Three Year Plan.

15. The main variations from the draft Year 2 programme are due to the inclusion of carryovers, which total $13.4 million. These carryovers reflect revised timing and delivery expectations for several major projects, including:

    - Regional Transport – Recovery projects $9.3 million
    - Solid Waste Initiatives $5.5 million
    - Three Waters projects $4.2 million

16. These adjustments ensure continued delivery momentum on key infrastructure programmes while reflecting realistic timeframes for project completion. The full list of projects and associated capital expenditure for 2025/26 is provided in **Attachment 2.**

Debt

17. Forecast debt for 2025/26 is $227 million - an increase of $7 million compared to the 3YP. This is largely due to increased roading renewals programme and the forecast absence of a dividend from our Council Controlled Trading Organisation. The roading renewals was increased to aligned with the expanded New Zealand Transport Agency (NZTA) 'potholes' budget. Gisborne Holdings Ltd (GHL) revised their dividends to Council, to not substantively return until 2027/28, as set out within their Statement of Intent. Both the increased NZTA budget and the revised dividend forecast came after the adoption of the Three-Year Plan.

18. All changes have been incorporated within the overall financial strategy and remain consistent with the planned rates increase.

Balanced Budget

19. Councils operating income should be set at a level to meet each year's operational expenditure to ensure access to enough funding for the long-term provision of services. This is to ensure that those ratepayers who are receiving a benefit today should be paying towards the service that they receive, rather than transferring the costs to future generations.

20. Council is forecasting an accounting surplus of $95 million for 2025/26. The surplus reflects the way capital grants are accounted for in Council's financial statements.

21. We are required under accounting standards to record capital grants as income even though it is not used for funding operational activities. When this occurs, it creates an accounting surplus. This will go towards our capital projects and reduces the need to borrow funds.

22. On the other hand, when we do not fund depreciation (ie do not raise rates revenue to cover the full costs of depreciation), this offsets some of our accounting surplus. As revenue does not match the recorded depreciation costs, effectively, they out of balance.

23. Similarly, this out of balance occurs when some activities are funded through reserves or loans. In most cases, the 3YP anticipated this approach, allowing operational costs to be loan-funded where there were step increases in rates.

24. The AP follows these provisions that have been made within the 3YP and which affect the balanced budget, such as:

    - Loan funding for the steep operational costs including Freshwater Plan, Tairāwhiti Regional Management Plan and the Enterprise Management project. The use of loan funding allows impact of rates to be smoothed over time.
    - Unfunded depreciation for wastewater, water supply, stormwater and Kiwa Pools will be phased in over time, consistent with the 3YP. The funded portion will not fall below the levels set in the 3YP or the 2021–2031 Long Term Plan and will at least cover principal repayments.
    - Some operational costs will be funded from reserves - for example using the depreciation reserve for major water supply repairs and maintenance, or where funds have been set aside in a reserve for a specific purpose.
    - Depreciation reserves will be replenished through capital rating for certain assets, such as wastewater, roading and flood control.
    - Not funding all the depreciation costs that arise from the subsidised roading network as a significant portion of the roading network is funded by NZTA.
    - Not funding depreciation for certain assets where:
        - The assets may not be replaced at the end of their useful life.
        - Where the asset has been funded in advance by capital rates.
        - Where the asset has been fully grant funded.
    - Running activity deficits/surpluses in some specific activities, including areas:
        - Staff and community housing (stays within the activity).
        - Airport (stays within the activity).

25. In addition to the Three-Year Plan approach, the 2025/26 Annual Plan also includes provisions where revenue does not fully cover expenditure in certain areas, specifically:

    - Not funding all of depreciation costs from the revalued assets for all the higher depreciation costs arising from the componentisation review for Wastewater. However, the funding (or raising rates) for Wastewater depreciation is not less than the same proportion as was provisioned within the 3YP.

26. Refer to the full discussion and considerations of the "Balance Budget" that was made within the 2024-2027 Three Year Plan and within the Financial Strategy.

27. In preparing and reviewing the budget, Council has considered the following matters for all activities, in accordance with Section 100 of the Local Government Act 2002:
    - Maintaining levels of service.
    - Maintaining the service capacity and integrity of assets.
    - Intergenerational equity.
    - Compliance with Council's funding and financial policies established under LGA section 102.

28. For more information, refer to the "Financial Overview" under "Our Finances" section of the Annual Plan document.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation
Overall Process: **Low** Significance
This Report: **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan
Overall Process: **Low** Significance
This Report: **Low** Significance

Inconsistency with Council's current strategy and policy
Overall Process: **Low** Significance
This Report: **Low** Significance

The effects on all or a large part of the Gisborne district
Overall Process: **Medium** Significance
This Report: **Medium** Significance

The effects on individuals or specific communities
Overall Process: **Medium** Significance
This Report: **Medium** Significance

The level or history of public interest in the matter or issue
Overall Process: **Medium** Significance
This Report: **Medium** Significance

29. The decisions or matters in this report are considered to be of **Medium** significance in accordance with Council's Significance and Engagement Policy.

30. While the overall process is considered of **Medium** significance due to the rates impacts and interest of the community, the 2025/26 Annual Plan does not include any material or significant differences to the 3YP. As such, it carries a low level of significance in terms of departures from what has already been consulted with the community.

TREATY COMPASS ANALYSIS

Kāwanatanga

31. The 2025/26 Annual Plan continues to uphold governance commitments outlined in the 2024-2027 3YP. As year 2 of the 3YP, this AP details the continuation and implementation of Year 2 initiatives, reinforcing Council's dedication to inclusive governance and Treaty-based decision-making.

32. The Tairāwhiti Regional Recovery Plan has been shaped with input from The Unity Group – Te Kotahitanga forum, a collaboration of seven iwi organisations' Chief Executives, ensuring a collective regional recovery approach that reflects tangata whenua aspirations.

33. During the 3YP consultation period, Council hosted multiple community conversations and events in rural townships to engage directly with townships and hapū. Iwi organisations were formally invited in writing to participate in the consultation discussions.

34. Council continues to engage iwi and hapū through formal invitations and consultation processes, ensuring their perspectives influence planning and resource allocation.

35. The Annual Plan acknowledges and integrates statutory obligations from relevant Treaty settlements, ensuring that iwi-led priorities in environmental and economic development are recognised and implemented.

Rangatiratanga

36. The underlying outcomes and project specific work within the 3YP, considers Article 2 Rangatiratanga and the ability for tangata whenua to exercise their role as kaitieki and decision-maker of their lands, waters and taonga as they see fit.

37. The Tairāwhiti Resource Management Plan (TRMP) review incorporates tangata whenua priorities, particularly in environmental protection, freshwater management, and sustainable urban development.

38. The Waingake Transformation Project is a co-designed initiative restoring indigenous ecosystems in partnership with tangata whenua, ensuring that mātauranga Māori and tikanga-based conservation practices are central to land restoration efforts.

39. The Local Water Done Well initiative integrates Te Mana o te Wai principles, ensuring Māori values shape water governance and service delivery decisions.

40. The Annual Plan provides for tangata whenua-led projects in rural infrastructure, housing development, and resilience planning, supporting Māori-led solutions for long-term community wellbeing.

Oritetanga

41. Article 3 upholds the principle of equity between Māori and other New Zealanders. In Te Tairāwhiti, where tangata whenua make up a significant portion of the population, particularly in rural communities, equity considerations also apply to rural communities as a whole, ensuring fair access to resources and services in comparison to urban areas."

42. Township plans and community-led initiatives are key focus areas to address the unique needs of rural Māori communities. These plans support infrastructure development, local priorities, and community resilience efforts.

43. The Future of Severely Affected Land (FOSAL) framework provides targeted financial assistance to Māori homeowners impacted by land instability, flooding, and erosion, supporting sustainable housing solutions and long-term community wellbeing.

44. The 3YP prioritises recovery, rebuilding connections, and strengthening resilience, particularly within rural Māori communities. Over 80% of the region's roading network serves rural areas, with more than 60% of the region's infrastructure support originating from the city. Ensuring balanced investment across Tairāwhiti remains central to the Plan.

Whakapono

45. Cultural considerations, including tikanga and wairuatanga, remain embedded in the Council's planning processes, ensuring that Māori customs and beliefs are respected in environmental management, land use, and infrastructure projects. Capital projects and services to be delivered throughout 2024-2027, will consider these aspects.

46. The Waipaoa River Flood Resilience Project integrates tangata whenua knowledge in flood modelling, stopbank improvements, and river system management, ensuring Māori environmental values are central to resilience planning.

47. Urban design and community infrastructure projects, such as City Centre Revitalisation and Kiwa Pools Development, incorporate Māori cultural values and whānau-centred design approaches.

48. Council continues to recognise te reo Māori in governance and public engagement, reinforcing the presence of Māori language and narratives in regional planning and decision-making.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

49. There are no significant changes to the 2025/26 AP that require additional Māori engagement to what was consulted on in the 2024-27 3YP.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

50. Our community will be informed of the planned programme of work and any changes for Year 2 of the 3YP, with the adoption of the 2025/26 Annual Plan. This will be completed through social media, newspapers and the Gisborne District Council website.

51. The 2025/26 Annual Plan was not consulted upon. Consultation on an Annual Plan is only required if it includes significant or material changes to the 3YP. The AP does not include any material or significant differences from what was consulted upon within the 3YP.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

52. Climate change was a consideration within the 2024-2027 Three Year Plan and follows Council's Climate Change Roadmap to 2050. This seeks to align climate change strategy projects with our Long-Term Plan priorities.

53. Specifically, included within these priorities is the Waipaoa flood control climate change resilience project. This project aims to enhance flood protection along the Waipaoa River.

54. The 2025/26 Annual Plan follows the same 3YP approach towards responding to climate change and what we committed to under Year 2 of the 3YP.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

55. The 2025/26 Annual Plan includes budget estimates for next year. The budgets are up to a point in time, where it allows for provisions that are both probable and quantifiable.

56. It was noted within Capital carryover report **[25-149]**, that projects that will now fall into 2025/26 and that were loan funded, the interest costs are not rated for again. This is because they were rated and provided within the 2025 budgets Loan and reserve funding.

57. Loan funding and reserve funding for operational costs (as set out above under the 'balance budget' discussion), are not in 'balance' as our operating revenue does not match our operating expenditure. Loan funding for these projects is not considered an operational cost.

58. It should be noted that while most of the loan funded operational costs are not in 'balance' under a legislative definition, the costs are spread over the period of benefit - usually more than one financial year. This means that the principle of intergenerational equity (ie the total costs are not imposed on today's ratepayers, where tomorrows ratepayers will also be receiving benefits) is being adhered to.

59. Therefore, the use of loan funding operation costs is applied when it is deemed prudent to do so, to meet the expenditure needs of the local authority, while taking into account the impact to the ratepayer. By smoothing the rates through the use of loans, levels out the spikes in rates that would have otherwise occurred.

60. The capital programme for Year 2 of the 3YP is consistent with the projects included in the 2025/26 Annual Plan. Any reprioritisation, deferral, or acceleration of projects does not represent a change to the intended levels of service consulted on through the 3YP process.

Legal

61. The 2025/26 Annual Plan document has been prepared in accordance with the requirements of the Local Government Act.

62. The Local Government Act 2002 places five main financial obligations on Council:

- Financial management that is prudent and in the current and future interests of the community **(Sec 100, 101).**
- Funding decisions to follow two-step funding process that involves consideration of a set of funding principles and consideration of the impact on the community **(Sec 101(3)).**
- Adoption of a Financial Strategy and an Infrastructure Strategy **(Sec 101A, 101B).**
- Adoption of a set of Funding Policy and Financial Policy **(Sec 102).**
- Balancing the budget **(Sec 100).**

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

63. There are no significant changes for the Capital Investment Programme for Year 2 of the 2024-27 3YP, from what is proposed in the Annual Plan 2025/26.

64. The programme is within the Financial Strategy limits, Treasury Management Policy and within the Revenue and Financing Policy.

65. Under the Revenue and Financing Policy, provision to use reserve funds (including depreciation reserves) and loan funding can be used when it is prudent to do so.

RISKS - NGĀ TŪRARU

66. The 2025/26 Annual Plan acknowledges several key risks, including those related to the ongoing impacts of climate change, project delays, and funding fluctuations.

67. We have identified risks associated with capital works timelines, particularly for large infrastructure projects, and have adjusted budgets and delivery schedules accordingly.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
26 June 2025	Adoption of the 2025/26 Annual Plan	Council Meeting
	Following the Adoption of the Annual Plan, the setting of rates occurs – Refer to report **25-132**	

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Gisborne District Council 2025 26 Annual Plan [**25-111.1** - 94 pages]

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

HEALING
OUR REGION
FOR OUR FUTURE

TE WHAKARAUORATANGA
O TŌ TĀTAU ROHE
MŌ ĀPŌPŌ

2025/26 MAHERE Ā-TAU

Te Kaunihera o Te Tairāwhiti
Gisborne District Council

Adopted by Council on 26 June 2025

2025/26 ANNUAL PLAN

ISSN 1178-1084 (Print) ISSN 1178-1106 (Online)

Tō tātau haerenga Mahere ā- Tau

Welcome to the Annual Plan

Contents

He kupu whakataki nā te Kahurangi me te Manahautū
A message from our Mayor and Chief Executive

Mai Pōtikirua ki te Paritū, huri whakaroto ki ngā pae maunga o Te Raukumara, ahu atu ki ngā hukahuka o te tai, tēnā koutou e Te Tairāwhiti, tēnā tātau katoa. Tēnā tātau me o tātau mate huhua o te wā. Rātau te hunga mate ki a rātau, rokohanga tātau te hunga ora e kawe nei i a rātau whakarerenga me ngā wawatā – Toitū te rangi, toitū te whenua, toitū Te Tairāwhiti!

Welcome to the 2025/26 Annual Plan, the second year of the 2024–2027 Three Year Plan (3YP). This Annual Plan outlines how we will deliver our major projects and programmes, advance recovery efforts, and meet the everyday needs of our community.

In 2024, we adopted the 3YP with a central goal of "Healing Our Region for Our Future." This plan builds on that commitment by prioritising progress towards recovery and laying the groundwork for a sustainable and resilient Te Tairāwhiti. At the heart of our 3YP is a vision of healthy water, healthy land, healthy people, and a healthy future for Tairāwhiti.

Cyclone Gabrielle remains a defining moment in our region's history, shaping our recovery strategy and response. Our focus remains on restoring and strengthening core infrastructure, including roads, bridges, flood protection, and water management, to ensure the region is better prepared for the future. Over the coming year, we are continuing to deliver major roading recovery projects, with $29.6m allocated for bridge repairs and replacements. This includes the reconstruction of destroyed bridges, repairs to damaged structures, and safety and resilience upgrades. On Tiniroto Road and the Hangaroa Bluffs, where severe damage undermined key sections of the route, $14.8m is allocated for repairs in 2025/26, as part of a $45m investment over the life of the project to restore this vital connection.

Alongside roading recovery, we remain focused on flood protection and long-term resilience. The Waipaoa River Flood Resilience Project, which began in 2019, is progressing ahead of schedule through central government funding from National Infrastructure Funding and Finance (NIFF) and is now expected to be completed by 2027, significantly earlier than originally planned. Work is also underway to upgrade flood protection in Tikitiki and Te Karaka, with hydraulic modelling helping to determine the best approach for strengthening existing stopbanks and improving community safety in future flood events.

Major projects in our 3YP include the ongoing DrainWise renewal programme, which will focus on building public infrastructure on private properties to mitigate persistent flooding, renewing ageing stormwater and wastewater pipelines, and inspecting private property gully traps to ensure efficient network function. Additionally, the second stage of the Kiwa Pools outdoor complex will advance with the design work of a uniquely Tairāwhiti play-based space, in collaboration with Ngāi Tāwhiri and Rongowhakaata, to connect the old complex with the new pool.

The Waingake Transformation Project will continue expanding seed islands and monitoring their success, improving trapping networks, and advancing pest and weed control operations. We are also progressing key environmental and infrastructure projects, including the planned extension of the Taruheru River shared walking and cycling path, with a business case for the Mitre 10 to Botanical Gardens section set to be finalised and adopted. Phase two of the Resource Recovery Centre remains a priority which involves finalising site selection and design to improve recycling and waste management.

We are progressing key projects aimed at improving community wellbeing, including a city centre revitalisation programme to

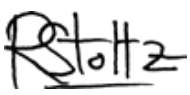
create a more vibrant CBD for living, working, and recreation. We are also continuing to work on our Tairāwhiti Resource Management Plan (TRMP) review and responding to the Local Water Done Well legislation programme, which will require councils to adapt to new water service delivery frameworks.

We will be investing $1.7m in rural townships next year, working in partnership with rural communities to support local aspirations. Planned improvements for 2025/26 include new footpaths in Matawai, Te Karaka, and Wharekahika, as well as safety crossings in Tikitiki, Te Araroa, and other key locations.

While we are committed to delivering these important projects, it is critical that we do so in a way that is both affordable and financially responsible over the long term. Costs continue to rise, and we have a significant recovery bill. Throughout the 3YP, we forecasted rates increases to be no more than 11.4%. For 2025/26, total rates increases have been carefully considered to ensure costs are not transferred to future generations and have been set at 9.95%.

We also remain within our debt limit of less than 175% of revenue, ensuring that the investments we make in infrastructure today are sustainable in the long term. We will continue to work with central government to help address the significant costs of recovery, which extend beyond this plan's timeframe.

We appreciate your support as we work towards a stronger, more resilient future for Tairāwhiti. Through collaboration and careful investment, we are committed to building a region that can thrive for generations to come.



Mayor
Rehette Stoltz

Chief Executive
Nedine Thatcher Swann

He aha te Mahere ā-Tau?
What is an Annual Plan?

The 2025/26 Annual Plan is the second year of our 3YP. It continues our focus on recovery and long-term resilience following Cyclones Hale and Gabrielle, ensuring we deliver the priorities our community identified during engagement on the 3YP.

How community feedback shaped this plan

Public input on our 3YP highlighted resilience and recovery as key priorities, and this Annual Plan builds on that feedback to stay focused on what matters most. While our core direction remains unchanged, we've refined our approach based on lessons from the past year. Here are our key priorities and the projects that will help us deliver them.

Our key priorities

- **Recover and rebuild:** Strengthen infrastructure through major recovery works, including an estimated $1.1b in repairs, supported by a $204m cyclone recovery package. Priorities include flood protection, debris removal, roading repairs, and future-proofing vulnerable areas.
- **Deliver core services:** Continue providing essential services that support our community's wellbeing, such as our library and theatres, rubbish and recycling collection, building and resource consents, the management of parks and reserves, ensuring clean, safe drinking water, maintaining wastewater and stormwater networks.
- **Invest in our future:** Advance our major projects such as the second stage of Kiwa Pools, the Waipaoa River Flood Resilience project, and the Waingake Transformation project, ensuring these initiatives deliver meaningful benefits to the Tairāwhiti community and environment.

Projects at a glance

Our projects for the 2025/26 year focus on cyclone recovery and long-term improvements for Te Tairāwhiti. These include recovery efforts to address the community's immediate needs and major initiatives that deliver lasting benefits to the region. Other projects also contribute to the ongoing growth and wellbeing of Te Tairāwhiti.

Our recovery projects

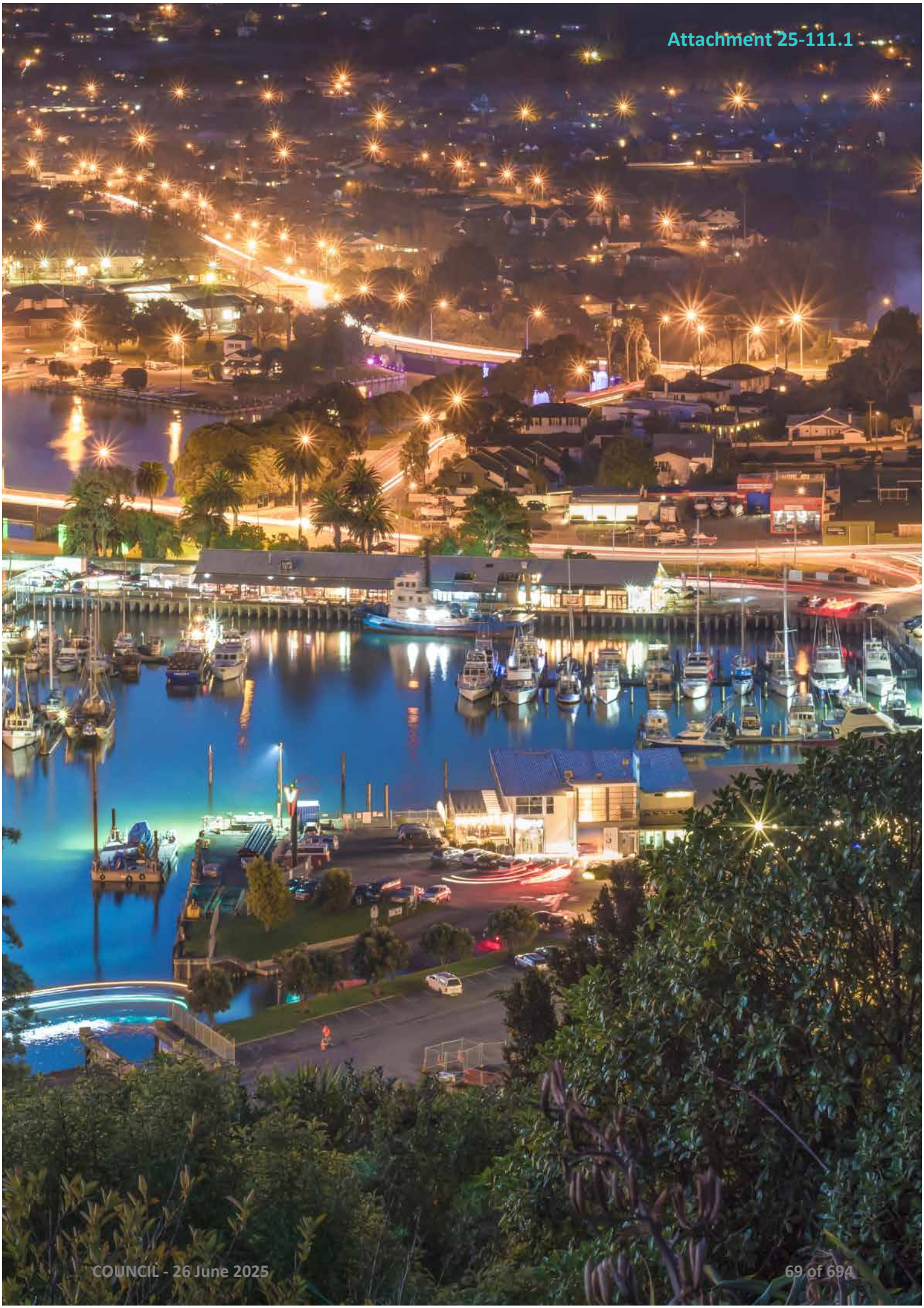
- **Flood protection:** Strengthening stopbanks, improving rural land drainage networks, and managing silt and debris to prepare for future weather events.
- **Roads to recovery:** Repairing roads, bridges, and other critical infrastructure impacted by severe weather events.
- **Community-led plans:** Supporting 25 communities to develop tailored recovery plans that reflect their unique needs and aspirations.

Our major projects

- **DrainWise:** Working with property owners to improve drainage systems, prevent wastewater overflows, and protect rivers during heavy rain. Includes inspections of gully traps, downpipes, and ongoing upgrades to publicly owned wastewater pipes.
- **Kiwa Pools – Stage two:** Planning the expansion of outdoor facilities, including water play areas, risky play spaces, and an improved hydroslide, creating a wellbeing hub for whānau.
- **Waingake Transformation:** Restoring the Waingake ecosystem to indigenous forest in partnership with tangata whenua, ensuring biodiversity and environmental sustainability.
- **Waipaoa River Flood Resilience Project:** Increasing flood protection to withstand a 100-year flood event and account for climate change impacts through to 2090, protecting 10,000 hectares of fertile floodplain.
- **Walking and cycling:** Partnering with NZTA Waka Kotahi to enhance cycling safety and connectivity, promoting active transport and safer urban movement.
- **Waste minimisation:** Advancing phase two of the Resource Recovery Centre to improve recycling, divert waste from landfills, and reduce costs to ratepayers.

Other projects

- **Tairāwhiti Resource Management Plan (TRMP) review:** Developing a new TRMP to address urban growth and resource management pressures, to align with the values of tangata whenua.
- **Indoor Multipurpose Centre:** Progressing feasibility, design, and planning for a multi-use stadium to reach an investment-ready stage.
- **Township development plans:** Partnering with two rural communities each year to support local aspirations through targeted infrastructure improvements and community-driven development.
- **City centre revitalisation:** Partnering with Trust Tairāwhiti to prioritise developments that enhance the city's CBD over the next year.
- **Future of Severely Affected Land:** Mapping and assessing nearly 2,000 flood-affected properties to determine risks and support planning for safer land use.
- **Large woody debris:** Prioritising the removal of woody debris from waterways, beaches, and infrastructure, focusing on high-priority catchments.



Tō tatou rohe
Our region

Our population by location

- **51,135** people (+7.6% since 2018 census)
- **73%** urban living in Gisborne
- **13%** rural and townships in Tairāwhiti
- **1%** national population of New Zealand
- **3%** national land area of New Zealand

Community facilities

- **13** cemeteries
- **53** public toilets
- **40** playgrounds
- **35** sport parks
- **2,500m³** gardens
- **4,000** street trees
- **1** library
- **1** Kiwa Pools
- **2** theatres
- **9** boat ramps
- **9** rural transfer stations

Our ethnicities

- **56.5%** European
- **56%** Māori
- **5.6%** Pacific peoples
- **3.8%** Asian
- **1.6%** Other ethnicities

Our population by age

- **22%** under 15 years old
- **61%** 15–65 years old
- **17%** over 65 years old
- **36.7** average age
- **39%** under 25's (highest proportion in New Zealand)

Our tangata whenua

- **4** regional iwi (Ngāti Porou, Rongowhakaata, Te Aitanga a Māhaki, Ngāi Tāmanuhiri)
- **71** operational marae
- **56%** of total population in rural areas (population +10.4% since 2018 census)
- **28,656** population count of Māori descent
- **16%** te reo Māori speakers (40% of national percentage of te reo Māori speakers)

Services

- **56** parking meters
- **590** litter bins
- **14,851** houses on kerbside collection

Drinking water

- 4 water treatment plants (Waingake, Waipaoa, Te Karaka, Whatatutu)
- 7 water reservoirs
- 250km water pipes

Consents each year

- 1,524 building and resource consents
- 176 LIMs processed
- 9,800 registered dogs

Stormwater

- 172km stormwater pipes and drains
- 6,390 sumps
- 32km channels and swales

Roads and footpaths

- 1,899km roads
- 413 bridges
- 3703 streetlights
- 239km footpaths
- 10.9km cycleway shared paths
- 21 roundabouts

Wastewater

- 327km wastewater pipes
- 3,007 wastewater manholes
- 46 pump stations
- 2 wastewater networks

Flood protection

- 277km rural land drains
- 303km rivers and streams
- 77km stopbanks


DOYLE

Ngā hononga tiriti
Treaty relationships and partnerships

We continue to build and strengthen Treaty relationships and partnership outcomes, prioritising meaningful hononga with tangata whenua in Te Tairāwhiti. This is central to our strategic and operational approach.

The diversity of Treaty rights and interests can make it challenging to align priorities. However, strong relationships help clarify roles and responsibilities, leading to real benefits for the region. We acknowledge the contributions of ahi kā, marae, hapū, Māori landowners, trusts, iwi entities, and statutory agreements in shaping our Treaty approach.

With Māori making up over half of the rohe (region's) population, Te Tiriti o Waitangi principles are central to supporting lasting partnerships and a thriving region. Council's work is guided by a Treaty-based approach, supported by Te Matapihi—an internal resource designed to strengthen engagement with tangata whenua. Te Matapihi provides tools, iwi narratives, and guidance to ensure strategy, policy, and planning align with tangata whenua priorities.

Adopted in 2022, Te Tiriti Compass provides a framework for embedding Treaty principles into decision-making. Operational tools and processes introduced in 2023 have supported its implementation, with the Compass launched at Pahou Marae, Manutuke, in August 2024. Early results show positive impacts, improving how Treaty responsibilities are tracked, evaluated, and delivered.

Council has continued to support tangata whenua participation in decision-making. However, positions on the Emergency Management and Tairāwhiti Resource Management Plan governance committees remain vacant, highlighting ongoing capacity-building needs. Extensive engagement with marae and hapū on recovery work, freshwater, and resource management reform continues.

Te anga whakamua - The year ahead

Council will focus on building stronger connections with Treaty partners, recognising their rights, interests, and ensuring tangata whenua have a lasting and influential role in regional planning and decision-making. These relationships are nurtured through various kaupapa (subjects), guided by Te Tiriti Compass, which provides clarity and consistency, and Te Matapihi, to track, evaluate and improve partnership outcomes.

Building on this foundation, Council will focus on reviewing and updating relationship agreements with iwi and hapū to reflect shared aspirations and emerging priorities. Recognising that strong partnerships evolve over time, this work ensures collaboration is meaningful and aligned. Alongside these efforts, progress will be monitored to ensure alignment with Te Tiriti principles and support continuous improvement in partnership outcomes.

Te Tiriti Compass and Te Matapihi continue to shape our approach, embedding Treaty principles across strategy, policy, and operational work. In 2025/26, the focus will be on evaluating these tools to ensure they stay aligned with tangata whenua priorities. This will be supported by regular feedback and assessments to improve their effectiveness in building sustainable partnerships.

Our approach for the coming year is guided by the Three Year Plan, taking practical steps to strengthen Treaty partnerships and prioritise tangata whenua in regional planning and decision-making.

- **Provide support to the Local Leadership Body:** This support will enable the Local Leadership Body to influence our strategic direction and foster collaboration with iwi and hapū.
- **Evaluate the effectiveness of Te Tiriti Compass and Te Matapihi:** Frameworks will be reviewed through structured feedback and assessments to ensure they still align with tangata whenua priorities.
- **Review relationship agreements with iwi and hapū:** Regular reviews will ensure agreements reflect shared aspirations, address gaps, and incorporate emerging priorities to strengthen collaboration.
- **Develop co-designed evaluation metrics**: Metrics will be created with tangata whenua to measure progress on Te Tiriti principles, ensuring shared accountability and continuous improvement.
- **Align policies to support Te Tiriti principles:** Updates will address barriers and support equitable outcomes for tangata whenua.

By embedding Treaty principles into our work, we reaffirm our commitment to partnerships that uphold the mana of tangata whenua and contribute to a prosperous, inclusive future for Te Tairāwhiti. These efforts are not just about fulfilling obligations; they reflect a deeper responsibility to honour Te Tiriti o Waitangi as the foundation of meaningful collaboration.

To Tātou Wai, To Tātou Ara
Our Water, Our Way

Our Water is Council's local implementation of the Local Water Done Well initiative, a new national programme introduced by Central Government that applies to all councils. This programme replaces the Three Waters reform programme, which was repealed on 14 February 2024. Our Water ensures water services are tailored to the unique needs of Te Tairāwhiti while meeting national regulatory requirements.

The initiative, established under the Local Government (Water Services Preliminary Arrangements) Act 2024, requires all councils to prepare and submit Water Services Delivery Plans to the Minister of Local Government by 3 September 2025. These plans will shape the future of water service delivery in our rohe, balancing regulatory compliance, financial sustainability, and community expectations.

As part of Our Water, we identified two potential delivery models for water services:

- **Modified in-house model**

This approach retains Council management of water services, operating as a stand-alone business unit. It is an affordable and minimally disruptive model, preserving local governance and decision-making.

- **Single-council water services Council-Controlled Organisation (CCO)**

In this model, an independent entity owned by the Council would manage water services. While potentially offering financial benefits and increased borrowing capacity over time, it involves higher setup costs and greater complexity.

Challenges in our water infrastructure

Council's water network is under significant pressure. Much of the infrastructure is ageing and increasingly unreliable. Pipes made from asbestos cement and earthenware are prone to breaks and require frequent repair.

Regulatory requirements are also getting tougher. New water quality and environmental standards introduced by Taumata Arowai mean we'll need to upgrade treatment systems, improve discharge quality, and better manage stormwater.

The community expects improved environmental outcomes, fair access to services, and rates that remain affordable. At the same time, climate change and growth are increasing demand on already stressed systems.

To respond to these pressures, Council will need to invest heavily over the next decade to replace infrastructure, reduce risk, and prepare for future needs. This work is unavoidable and was a key consideration in assessing which delivery model could best support long-term service and financial sustainability.

Our decision

On 21 May 2025, following public consultation and engagement, Council confirmed it will retain in-house delivery of drinking water, wastewater and stormwater services. This model, supported by 90% of submitters, keeps decision-making local and allows Council to manage water services directly, while meeting new legal and regulatory requirements.

What happens next

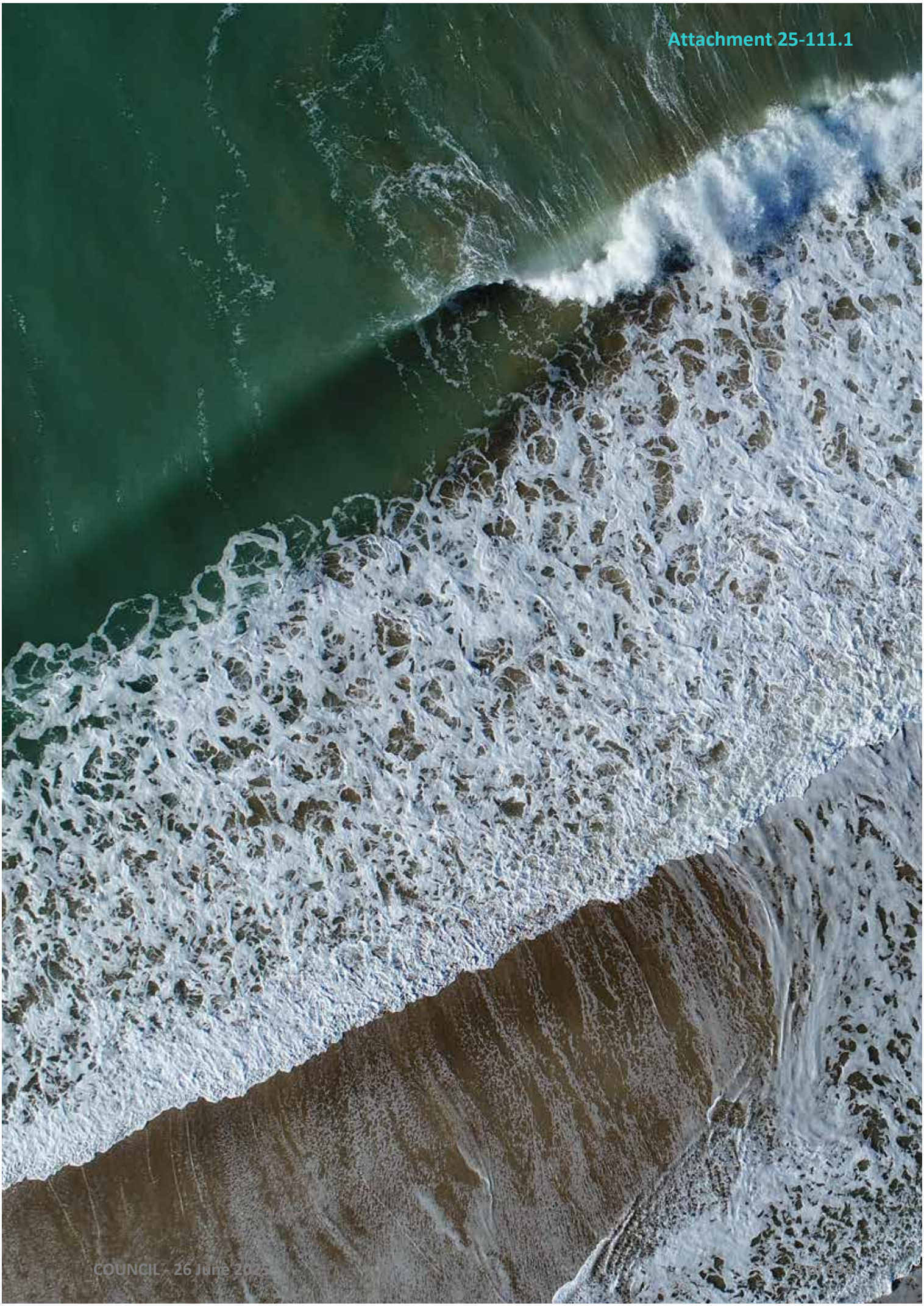
Implementation begins in July 2026 and will be staged over two years. By 1 July 2027, Council will have a fully ring-fenced internal business unit for water services, with separate reporting, clear accountability, and dedicated planning. A new Water Services Strategy will guide long-term management and investment.

These commitments are set out in Council's Water Services Delivery Plan, which will be submitted to the Minister of Local Government by September 2025 in line with national requirements.

To support this shift, Council has committed to delivering a ten-year water infrastructure investment programme of over $200 million. This will focus on replacing ageing pipes, lifting service levels, and preparing for growth and climate impacts. A dedicated project team will lead the transition, supported by internal experts and specialist contractors.

Council will continue to engage with stakeholders and the wider community throughout implementation, and will report progress through its Annual Plan, the 2027–2037 Long Term Plan, and Water Services Strategy.

For full details on Our Water refer to our website gdc.govt.nz.



O tātau tukunga hapori me te oranga
Our community outcomes and wellbeings

Our Strategic Framework sets out the strategic priorities that determine what is important to focus on, invest in, and deliver to achieve our community outcomes.
See our 2024-2027 3YP on our website www.gdc.govt.nz

Our community outcomes

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

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

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.

Connected and safe communities
Our communities and businesses prosper. We have 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.

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 are more resilient, we end waste and we use our natural resources wisely.

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

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

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.

Our four wellbeings

Environmental wellbeing
We maintain the health of our soils, air, fresh water and coastal environments. Our region's biodiversity is restored and protected. We improve land uses to ensure they are environmentally sustainable.

Economic wellbeing
Our communities are financially secure and contribute to a growing regional economy. Infrastructure is provided to enable businesses to establish, thrive and create new employment opportunities. Our rural townships benefit directly from ongoing economic investment.

Social wellbeing
Our communities have a deep sense of place and belonging. We are socially connected, recognise the importance of whakapapa and are committed to improving the education, health and safety outcomes of r people. Our communities are more resilient. Our townships have access to a network of fit-for purpose community facilities that reflect community need. We support affordable housing options and the sustainable management of urban growth.

Cultural wellbeing
Communities and individuals experience vitality through kaitiakitanga, expressing their arts, heritage, history, identity and traditions. We work together to achieve common goals. Cultural activities are enabled by the activation of community spaces, our marae and place making.

A tātau mahi whakaoranga
Our recovery projects

Flood protection

Persistent heavy rainfall, two major cyclones, and subsequent weather events have significantly impacted flood protection networks across our region. These events have shown how vulnerable we are to natural disasters, made worse by extremely high levels of sediment, some of the highest in the southern hemisphere. Sediment build-up has altered riverbeds and berm heights, increasing flood risks for residents and raising future challenges.

Understanding the future of these floodplains through advanced hydraulic modelling, while accounting for climate change, will be our key focus for 2025/26.

What we're planning for the year

Stopbank enhancement projects

Our focus will remain on the most flood-prone areas to strengthen resilience against future flooding:

- **Waipaoa River Flood Resilience Project:** This project is nearing completion, well ahead of schedule. Originally due to finish by 2031, it is now expected to be completed by June 2027, weather permitting. Work began in February 2019.
- **Tikitiki stopbank improvements:** Plans to upgrade the Tikitiki Township stopbank along the Poroporo River are being investigated. While funding has been approved, hydraulic modelling, design, and consenting processes still need to be completed. Construction is anticipated to begin in the 2026/27 financial year.
- **Te Karaka township improvements:** Advanced hydraulic modelling is well underway, assessing options to improve flood protection provided by the current stopbank. Recommendations will help determine the best upgrade solution, with construction expected to start in the 2026/27 financial year, pending design and consent approvals.

Infrastructure planning and modelling

We are committed to detailed planning and hydraulic modelling to guide the reinstatement, reinforcement, and improvement of flood protection infrastructure.

An ambitious flood hazard modelling project, which started in early 2025, will address the unique and shifting nature of Te Tairāwhiti's river systems. Unlike traditional flood modelling, this project incorporates hazards such as sediment build-up, erosion, and changes to river channels into its assessments. These dynamic processes, intensified by climate change, complicate long-term planning. By including these factors, the models will provide a more realistic and reliable foundation for decision-making.

Rural land drainage network

Priority is being given to stream widening projects to improve capacity and reduce flooding risks, particularly along the Taruheru River upstream of the Taruheru Cemetery.

A hydraulic model has been developed and is being used to inform the detailed design of widening and capacity improvements.

Detailed design is currently underway to widen the Taruheru channel to accommodate a 10-year rain event.

Work on the resource consent application is underway, with a draft due for review in July. Construction is anticipated to begin in 2026, subject to consenting.

Budget for the year

$12.1m External funding | **$1.4m Council funding**

$56.2m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» Flood protection | Gisborne District Council

Roads to recovery

Cyclones Hale and Gabrielle caused significant damage to our roading network, cutting off communities for weeks, damaging and destroying dozens of bridges, and triggering over 3,000 faults on local roads, including major dropouts and slips. Rebuilding will cost an estimated $465m, with an additional $260m required to build back stronger. Despite $210m in government support, a significant funding gap remains.

What we're planning for the year

In the upcoming year, our focus is on repairing and strengthening our roading network to reconnect communities, improve safety, and build resilience against future events. These targeted projects prioritise the most critical repairs and upgrades while laying the groundwork for long-term solutions.

Bridge repairs and replacements ($29.6m)

- **Destroyed bridges ($23.2m):** Eight bridges are being repaired or replaced, with work including the Black Bridges project.
- **Damaged bridges ($6.4m):** 96 bridges are under repair, funded by NZTA Waka Kotahi and NIFF.

Status	Planning & design	Construction	Completed
Damaged bridges	31	19	46
Guardrails	13	11	11

Tiniroto Road and Hangaroa Bluffs ($14.8m)

Almost two kilometres of Tiniroto Road was severely damaged during Cyclone Gabrielle, with the Hangaroa River undermining large sections of the road and causing large slips on the Hangaroa Bluffs and washing out the Hangaroa Bridge. The restoration project focuses on phased repairs and long-term resilience to ensure safe and reliable access for the community.

A multi-phase approach to restore this critical alternative to SH2:

- **Phase 1a:** Road reopening complete; ongoing monitoring in place.
- **Phase 1b:** Repair options for Bluff 3 confirmed; works planned for completion by summer 2025.
- **Phase 2:** Long-term solutions under development, including iwi engagement and geotechnical investigations.

Slips and dropouts ($15.5m)

Cyclone Gabrielle caused over 450 major dropouts across the region, severely disrupting access and safety on our roading network. These critical issues are being addressed through a staged remediation programme focused on reconnecting communities and restoring vital infrastructure.

As of the end of May 2025, $16.97m has been invested in urgent repairs, with further work underway at priority sites.

Resilience partnership projects with iwi

Working in partnership with iwi on projects to provide greater resilience to communities, this initiative focuses on culvert repairs and drainage improvements. Four packages of work have been awarded to contractors for the following tender packages:

- **Route 1:** Ihungia Road, Tuakau Road, and Mata Road loop connecting state highways.
- **Route 2:** Te Wera Road, Tahora Road, and Wharekopae Road loop connecting state highways.
- **Route 3:** Armstrong and Whakarau Roads.
- **Route 4:** Waimata Valley & Hokoroa Roads.

Budget for the year

$74.8m External funding | **$1.2m Council funding**

$188m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» **Roads to recovery** | Gisborne District Council

Community-led plans

We are actively supporting 25 communities across our region to develop community plans that identify and prioritise their recovery needs. These plans reflect the unique aspirations of each community, ensuring our recovery efforts are aligned with their specific expectations and requirements. These align with Township Development Plans, which guide Council's investment in townships based on locally identified priorities. This includes:

- **Rural communities:** Focused efforts to improve sustainability and resilience in rural areas, with plans aimed at building back better.
- **Urban communities:** Recovery approaches in urban areas designed to align with the needs of city residents, identifying solutions for sustainable growth.
- **Inclusive support:** Engaging with diverse groups such as Pasifika communities, sports and recreation organisations, and the whaikaha (disability and accessibility) sectors to ensure their needs are considered and supported.

What we're planning for the year

The coming year will focus on turning community insights into action, aligning our recovery plans with the highest priorities identified by our communities through these plans. This proactive approach will ensure that all recovery efforts are targeted, effective, and inclusive.

- **Integration of community input:** The insights gathered through these plans will help prioritise recovery work and improve resource allocation in areas identified as critical by the communities themselves.
- **Adaptive planning:** Plans will evolve to reflect changing needs and priorities, ensuring recovery remains responsive and effective.
- **Defined goals:** Our three year strategy aims to improve the social, economic, and environmental wellbeing of our communities.

Township development plans

Over the next three years, $4.3m has been allocated for township development, which includes $1.4m in external funding from the Better Off Fund and NZTA Waka Kotahi contributions.

What we're planning for the year

Rural township upgrades

- **Planned work:** New footpaths in Matawai and Wharekahika; safety crossings in Tikitiki, Te Araroa, and other areas.
- **Completed projects:** Muriwai footpath and crossing (April 2024), Ruatoria footpath, and Wharekahika playground footpath (June 2025).
- **Partnerships:** Work with two rural communities annually, focusing on township aspirations through engaged collaboration.

Workforce development

Partnering with local contractors to enhance workforce skills, promoting both community improvement and economic growth.

Future planning

These developments will inform the 2027–2037 Long Term Plan and the 30 Year Infrastructure Strategy, ensuring updates reflect community needs and cost adjustments.

Township development plans budget for the year

$679k External funding | **$996k Council funding**

$4.3m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» Community-led plans | Gisborne District Council

Ngā mahi matua
Our major projects

DrainWise

DrainWise is about working together with property owners to fix issues with wastewater and stormwater drains, reducing the risk of overflows on private property and into rivers during heavy rain. We inspect gully traps and downpipes on private properties to ensure they are in good condition and connected to the right outlet.

The Gisborne City wastewater network and stormwater network are separate systems. Homeowners are responsible for all the pipes and gully traps within their property boundary.

We have an ongoing renewal programme to address old public network wastewater pipes to reduce groundwater.

What we're planning for the year

- **Addressing public drains on private property:** We will continue our programme to build public infrastructure on private properties to resolve persistent flooding in problem areas.
- **Renewing stormwater pipelines:** Our ongoing pipeline renewal programme will replace ageing or poor-condition stormwater assets to improve network performance and resilience.
- **On-property inspections:** We will conduct inspections of private property gully traps and stormwater systems to ensure they are functioning properly and contributing to an effective network.
- **Renewing wastewater pipelines:** The renewal programme for wastewater pipelines will focus on assets that have exceeded their useful life or are in poor condition, ensuring reliable service delivery.
- **Improving stormwater infrastructure on Graham and De Lautour Roads:** We will complete the stormwater infrastructure improvements in the Graham and De Lautour Roads area to ensure consistent and reliable service levels.

Budget for the year

$0m External funding	$6.5m Council funding

$14.1m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» **DrainWise** | Gisborne District Council

Kiwa Pools - Stage two

Kiwa Pools is a modern, year-round aquatic centre designed for our community to enjoy now and in the future. The facility features temperature-controlled pools, offering something for everyone. We have worked collaboratively with Ngai Tāwhiri hapū as part of this project, paying careful attention to the relationship between the building, the land and the people of Te Tairāwhiti.

What we're planning for the year

Outdoor play space

- Work with Ngāi Tāwhiri and Rongowhakaata to develop a concept plan with a play-based focus that is uniquely Tairāwhiti, joining the old complex with the new Kiwa Pools.
- Involve local tamariki to assist with the development of play activities.
- Put in place a hydro slide preventative maintenance plan.

Budget for the year

$1.4m External funding | $1.6m Council funding

$6.5m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» Kiwa Pools | Gisborne District Council

Waingake transformation

This is our transformational plan to restore the vital ecosystem of Waingake to its natural state and back to indigenous forest, in partnership with tangata whenua Maraetaha Incorporation.

We have planted thousands of natives, placed willow and poplar poles in erosion prone areas to protect our main water pipeline, removed wilding pine regrowth and kept pest numbers down. We are also monitoring our bats, birds, reptiles, freshwater species, and forest regeneration to make sure we are achieving our outcomes.

This project provides meaningful training and employment; our biodiversity flourishes and our water supply remain high quality.

What we're planning for the year

- Continue to establish seed islands and monitor success of this approach at a landscape scale.
- Expand trapping network around the perimeter of the Mangapoike Dams to assist in protection of our threatened wetland species, Pūweto/Spotless Crake and Mātātā/ fernbird.
- Maintain focus on pest animal and weed control operations to ensure indigenous plantings and natural regeneration are supported to establish successfully.
- Remeasure 20x20 vegetation plots within the Waingake Waterworks
- QEII Bush to track changes in forest structure and composition as a result of pest animal control.

Budget for the year

$500k External funding	$1.5m Council funding

$5.8m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» Waingake transformation | Gisborne District Council

Waipaoa River Flood Resilience Project

The Waipaoa River Flood Resilience Project (WRFRP) is considered to be one of Council's most valuable assets and protects some 10,000ha of fertile floodplain land.

The project aim is to increase the level of flood protection of the WRFRP up to a 100-year return period accounting for climate change effects out to the year 2090.

The WRFRP is made up of approximately 64km of stopbanks along the Waipaoa River, together with other river control structures and protection works (pipes, floodgates etc), built between 1953 and 1967 to provide flood protection to the Poverty Bay floodplains and Gisborne City.

Following the completion of the city side of the Waipaoa stopbank flood control upgrade, we are progressing 15km on the western side of the river over the next two years to fully complete the Waipaoa stopbank upgrade.

Stopbanks are being raised by 1–2m in some areas and significantly widened, increasing the top crest from 1.5m to 4m. These upgrades will make the stopbanks more robust and provide increased flood protection, accounting for the impacts of climate change, including heavier rainfall and rising sea levels.

What we're planning for the year

Waipaoa River Flood Resilience Project - construction

Earthworks and culvert renewals along 5km of stopbanks between Renner Road and 678 Lavenham Road have progressed slower than expected due to long haulage distances. So far, 3.5km are complete, with the final 1.5km due by Christmas 2025. Despite delays, costs remain unchanged.

Detailed design and procurement of the Whatatuna floodgate upgrade

The upgrade of the Whatatuna Floodgate near Manutuke/Te Arai River was tendered in May 2025 to procure a contractor and suppliers. This project involves raising the flood protection level of the existing 1960s concrete floodgate to match the height of the adjacent stopbanks, which were raised in 2023/24. Works including sheet piling, concrete, and structural upgrades are scheduled to begin in spring and are expected to be completed by January 2026, subject to favourable weather.

Waipaoa River Flood Resilience Project – detail design and award

The final major Waipaoa Stopbank Improvement contract was tendered in May–June 2025 to secure contractor resources for the 2025/26 construction season. This contract includes the completion of the last 6km of stopbank upgrades and associated culvert renewals. The works are located approximately between Humphreys Road and McMillan Road, on the western side of the Waipaoa River near the Kaitaratahi (SH2) Bridge. Physical works are scheduled to be completed between October 2025 and June 2026.

Waipaoa River Flood Resilience Project – land purchases

Two land parcels are being considered to enable construction of the Waipaoa stopbank upgrades. These purchases will provide the required space for the stopbank.

Detailed design and procurement of the flood door across the KiwiRail corridor

There is a Waipaoa Flood Scheme 'low point' where the railway crosses the stopbank near the ocean on the western side of the Waipaoa River. Detailed design has been completed covering the installation of a 5m wide x 2m high 'flood-door' that can be swung across the railway corridor to achieve the level of protection required in a flood event. The flood-door is currently being fabricated and is expected to be delivered in June/July 2025. Construction will occur in 2026.

Budget for the year

$0m External funding	$3.4m Council funding

$10.1m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» **Waipaoa flood control** | Gisborne District Council

Walking and cycling

The walking and cycling network consists of a mixture of footpaths, shared paths, footbridges, bike lanes, mountain biking, boardwalks and cycleways. We are working on a plan to encourage different choices on how we travel.

The programme brings together several strategies, projects and initiatives between Council and NZTA Waka Kotahi and the community with a focus on safety and encouraging alternative travel options. Walking and cycling networks support and encourage our community to get outside and enjoy being able to move around easily and safely.

The only project in the next three years is extending the Taruheru River shared path from Mitre 10 to the Botanical Gardens.

What we're planning for the year

We will finalise and adopt the business case for extending the path from Mitre 10 to the Botanical Gardens. Pre-construction planning for stage one of the project will also begin this year.

Budget for the year

$200k External funding | $650k Council funding

$3.3m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» Walking and cycling | Gisborne District Council

Waste minimisation

Council is actively looking into improving how we manage waste, reduce the harm waste can cause, and encouraging communities and businesses to reduce waste where possible. By doing this we can reduce waste disposal costs to ratepayers.

This year, we are focusing on Phase Two of the Resource Recovery Centre. This phase will increase our efforts in recycling, waste recovery, and moving closer to our goal of zero waste.

What we're planning for the year

- **Resource Recovery Centre (RRC):** Phase 2 of the Resource Recovery Centre study will focus on the design and build aspects, including finalising sites, costs, structures, and operational opportunities. This work includes completing final site due diligence, high-level concept design, and operating models. The identified site will be finalised and presented to Council for consideration.
- **Develop and implement the new 2025 - 2031 Waste Management and Minimisation Plan (WMMP):** Work is underway to develop the new Waste Management and Minimisation Plan for 2025–2031. This includes drafting the plan, creating a communications strategy, and conducting early engagement with the community and stakeholders to gather ideas. Feedback from this targeted engagement will help shape the draft WMMP, which will go through formal public consultation in 2025. Once the draft is finalised, it will be presented to Council for adoption.
- **Actively engage community with education and behaviour change:** We will continue running programmes to promote waste education, encourage behaviour change, and improve waste management. The WMMP review will identify key waste issues across the district, guiding targeted initiatives. Workshops, waste education events, and the EnviroSchools programme will highlight waste minimisation, while partnerships with local organisations and businesses will support waste reduction. We will also share data on waste and recycling volumes in Te Tairāwhiti to build community awareness.

Budget for the year

$4.8m External funding | $500k Council funding

$13m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» **Waste minimisation** | Gisborne District Council

Ētahi atu whakatakanga
Other projects

Tairāwhiti Resource Management Plan (TRMP) review

Te Tairāwhiti is experiencing significant changes due to development, population growth, and increasing demands on its natural and physical resources. The TRMP review is a key step in managing these pressures. It aims to create a combined plan that supports sustainable resource use in Te Tairāwhiti, ensuring the environment is protected for future generations. The review builds on better information, science, and regulation to respond effectively to these challenges.

Since the current TRMP was created, there have been significant changes to legislation, national policies, Council strategies, and the Regional Land Transport Plan.

What we're planning for the year

The Resource Management (Freshwater and Other Matters) Amendment Act 2024 has introduced new requirements, including a delay on notifying freshwater planning instruments until the updated National Policy Statement for Freshwater Management (NPS-FM) is released, or by 31 December 2025 at the latest. This has led to adjustments in our programme timelines.

The Regional Policy Statement (RPS) notification has shifted from June 2025 to February 2026. This extension allows us to build stronger partnerships with tangata whenua and engage with the community before releasing a draft. Public engagement will be held to gather feedback on proposed directions, and accessible consultation materials will be developed to clearly outline key policy changes and the rationale behind them.

For the Regional Freshwater Plan, work continues with notification now expected in late 2026. We'll focus on building strong evidence and refining draft plans through ongoing engagement in 2025. Given the delays in notifying the Motu Catchment Plan, staff are considering its integration with the rest of the freshwater plans.

The Urban Growth and Development (UGD) workstream remains on track. Notification is scheduled for June 2025. Four masterplans supporting well-functioning urban environments are being prepared for adoption, along with the Urban Design Guide for Residential Development, which will be incorporated into the new plan.

The Forestry Harvest Plan Change addresses issues highlighted in the Ministerial Inquiry into Land Use (MILU). This work focuses on reducing sediment and forestry slash impacts through targeted plan changes, followed by updates to Land Overlay mapping and other TRMP provisions.

Phase Two of the TRMP review will begin in July 2025. This workstream addresses all remaining aspects of the TRMP that relate to coastal management, air quality, and the broader natural environment. It will guide land use in a way that protects ecological and cultural values, supports community wellbeing, and enables safe, sustainable development.

Budget for the year

$0m External funding	$2.4m Council funding
$7.7m Total funding - 3YP Budget	

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» TRMP review | Gisborne District Council

Budget for the year

$0m External funding | $500k Council funding

$2.5m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

For more information about this project please see Council's website ***gdc.govt.nz***

» **Indoor Multipurpose Centre** | Gisborne District Council

Indoor Multipurpose Centre

Te Tairāwhiti has a recognised need for additional indoor court facilities to support recreation, sports, and community activities. The Community Facilities Strategy has identified a potential indoor multipurpose facility as a long-term opportunity to strengthen regional recreational infrastructure. A feasibility assessment has been completed, considering potential scale, functionality, and alignment with regional priorities.

What we're planning for the year

In April 2025, Council approved the business case to progress the search for funding to support future development. This work will involve identifying and approaching potential funding partners, including central government and other external sources, and preparing the detailed information needed to support investment discussions.

Ongoing engagement with stakeholders is informing the process, highlighting the need for a flexible space that could accommodate a range of activities, including sport and cultural events. Future planning will explore opportunities for collaboration and resilience considerations as part of the broader assessment.

Council funding will support continued progress on this potential community asset, ensuring it aligns with regional needs and contributes to local activities, regional events, and the growth of the region.

City centre revitalisation

Gisborne's city centre has incredible potential to become a vibrant and welcoming hub for residents and visitors. To help realise this, we are working alongside Trust Tairāwhiti, Rongowhakaata, and other key partners to breathe new life into the central business district (CBD). The goal is to create an inviting, active, and thriving city centre where people want to connect, work, shop, and relax.

What we're planning for the year

The revitalisation programme is driven by key projects that will deliver immediate, visible change and set the foundation for long-term growth. Community feedback, including input gathered from the A&P Show and other engagement initiatives, has shaped these priorities. The focus is on actionable projects that can be implemented efficiently to create impact.

- **Activating vacant spaces:** Converting empty storefronts and public areas into dynamic, functional spaces through pop-up businesses, interactive installations, and community-driven projects.
- **Upgrading public spaces:** Improving streetscapes with improved seating, lighting, green spaces, and pedestrian-friendly designs to create a more inviting atmosphere.
- **Integrating cultural and heritage elements:** Embedding Tairāwhiti's rich cultural history through public art, iwi storytelling, and design elements that reflect local identity and mana.
- **Supporting and attracting businesses:** Strengthening the economic core of the CBD by working closely with local businesses, supporting entrepreneurship, and fostering investment opportunities.
- **Increasing safety and accessibility:** Implementing improved security measures, pedestrian pathways, and inclusive infrastructure to ensure the city centre is safe and accessible for everyone.

Budget for the year

$300k External funding | $1.9m Council funding

$3m Total funding - 3YP Budget

Community outcomes

This project contributes to the following community outcomes:

Large woody debris

After Cyclone Gabrielle and other significant rainfalls since then, we have all experienced thousands of tonnes of large woody debris littering and impeding our beaches, and impacting our bridges, roads, and waterways. We have experienced more of its impacts than any other region.

Approximately 1.4m tonnes were identified within our hill and water catchments in a survey following Cyclone Gabrielle. While a substantial portion has been addressed (over 500,000 tonnes in our high-risk catchments), and many lessons on extracting it have been learned, significant amounts still pose risks.

Council has extracted and treated large woody debris from both river catchments and beaches since the project started in May 2023. The focus has been on the removal and treatment in high-risk catchments of Te Arai, Waipaoa, Waimata, Uawa/Hikuwai, Waiapu and our region's beaches.

What we're planning for the year

As the immediate response winds down, large woody debris work will shift to ongoing maintenance, focusing on reducing risks to critical infrastructure and community safety. Recovery efforts will prioritise targeted removal in high-risk areas and the development of long-term management strategies. A budget of $5.4m has been allocated in the final Annual Plan 2026 to support this work, fully funded from external sources.

Community feedback during our 3YP consultation reinforced that forestry practices, debris management, and environmental protection are key priorities. In response, Council has strengthened forestry accountability measures, increased investment in monitoring, compliance, and enforcement, and improved land use and catchment planning to mitigate future risks.

To ensure continued funding for large woody debris management and infrastructure protection, a targeted rate has been introduced through the 3YP. The forestry sector (70%) and pastoral sector (15%) are the primary contributors to this rate. This rate is to support ongoing debris management and resilience planning for future severe weather events.

Future of Severely Affected Land

In response to Cyclone Gabrielle, the Future of Severely Affected Land (FOSAL) framework was established to address risks to properties severely impacted by flooding, silt inundation, and land erosion. Properties were categorised into Category 3 (high risk, unsafe to inhabit) and Category 2 (managed risk, mitigations required).

Central Government allocated $204m in cyclone support funding, including $15m for voluntary buyouts of Category 3 properties and $15m for property-level mitigations for Category 2P properties.

What we're planning for the year

Council will finalise the FOSAL programme in 2025, Marking the conclusion of the buyout and mitigation programme, with ongoing maintenance and land-use decisions transitioning to regular Council operations.

- Category 3: Most voluntary buyouts have been completed, with remaining properties to be settled or removed during 2025/26. Whenua Māori properties are progressing through a separate central government-led process. Future land use will be determined under the policy framework.
- Category 2P: Mitigations must be completed, with required evidence (e.g., Code of Compliance Certificates) submitted for grant eligibility.
- Category 2C: Community-based mitigations will be monitored, and classifications will be removed once work is completed.

Ngā whakarerekētanga ki o tātau tātai paearu mahi
Changes to our performance measures

We measure our performance using a range of tools and indicators that assess how well we deliver our services and achieve intended outcomes. Our levels of service and the performance measures we use were established in our 2024–2027 3YP.

From time to time, it is necessary to update these measures and descriptors to ensure they remain accurate, reflect changes in community needs or regulatory requirements, and better align with Council priorities. When we make changes, we are committed to clearly communicating these to our community along with the reasons behind them.

In this Annual Plan, we have made corrections to a small number of performance measures and associated details to:

- Correct minor errors or inconsistencies;
- Meet new regulatory or legislative requirements; and
- Reflect the evolving scope of services and programme priorities.

Roads and Footpaths

Public transport

Level of service: We provide and maintain affordable and accessible transportation services that balance the needs of all users.

Title	New title	Reason for change
Public transport	Active and Public Transport	The updated title better aligns with the level of service statement and the associated performance measures, providing greater clarity and accuracy.

Level of service	New level of service	Reason for change
We provide and maintain affordable and accessible transportation services that balance the needs of all users.	We provide and maintain affordable and accessible transportation services and active transport network that balance the needs of all users.	The wording has been updated to provide greater clarity and explicitly include the active transport network as part of the services provided. This is a language clarification only and does not represent a substantive change to the level of service.

Measure	Target	New target	Reason for change
Active travel mode share among students commuting to school.	>25% by 2027	>25% by 2030	A significant reduction in NZTA Waka Kotahi funding for walking and cycling initiatives—down 65% compared to the previous three years, with only 3% of requested funding approved—has necessitated adjusting this target. Extending the timeframe to 2030 ensures it remains achievable within the current funding environment.
Number of unplanned local road closures where traffic was unable to pass in at least one direction.	Less than 40 by 2027	Less than 40 by 2030	Funding constraints due to a 65% reduction in NZTA Waka Kotahi support for walking and cycling initiatives, with only 3% of the requested funding allocated, make it necessary to extend the target timeline to 2030. This adjustment reflects realistic expectations under current resource limitations.

Environmental Services and Protection

Environmental Health - Licensing

Level of service: We regulate and monitor the safe operation of premises selling food and/or alcohol.

Level of service	New level of service	Reason for change
We regulate and monitor the safe operation of premises selling food and/or alcohol.	We regulate and monitor the safe operation of premises selling food and/or liquor.	This change aligns with new legislation, which has updated terminology from "alcohol" to "liquor".

Liveable Communities

Recreation and Amenity - Cemeteries

Level of service: We provide and maintain cemeteries for whānau, friends and visitors.

Current measure	Target	New measure	New target	Reason for change
Percentage of visitors satisfied with cemeteries, as found in the annual survey.	70%	Percentage of visitors satisfied with the presentation of cemeteries, as found in annual survey.	80%	The updated measure focuses specifically on the presentation of cemeteries as premier open spaces and memorial areas, which is within the scope of staff control. Factors outside of staff control, such as burial availability influenced by environmental conditions, are not included in this refined measure.

Other projects

Large woody debris

Level of service: Efficiently manage and clear woody debris from affected areas to restore environmental health and support community recovery efforts.

Current measure	Current target	New measure	New target	Reason for change
Proportion of woody debris extraction projects completed as per contract timelines	90% of projects completed on time	Volume of woody debris extracted and treated from affected areas annually.	Demonstrate progress in the volume of woody debris removed.	The original measure of completing 90% of projects on time is impractical due to programme flexibility and external factors like weather and seasonal constraints. The revised measure prioritises the volume of woody debris extracted, ensuring transparency and adaptability to changing conditions and recovery needs.

Ka aha tēnei ki ngā kaiutu rēti?
What does this mean for our ratepayers?

The 2024-2027 3YP acknowledges rising business costs, including interest, depreciation, and inflation, making rates increases unavoidable. In addition, significant recovery costs needed to be provided for to avoid shifting the financial burden entirely to future ratepayers.

Council's rates setting approach prioritised the most appropriate options to meet the present and future needs of Tairāwhiti. Rates increases over the three years are set at a maximum threshold of 11.4%, made up of:

- 7.9% for business-as-usual costs
- 3.5% for recovery, mostly charged as a fixed amount against each rateable property

Council carefully considers affordability issues when setting rates levels. Keeping rates as low as practicable is a priority, but this must be balanced against transferring costs to future generations and the need to maintain our assets. Managing affordability in the context of recovery, economic uncertainty, infrastructural challenges, and the region's comparatively low-income levels and high social deprivation scores is incredibly complex and challenging.

We have spread the majority of recovery response costs across the district, opting for an approach that distributes costs rather than applying a rate based on capital value. This acknowledges that the costs and benefits (after considering the benefits to impacted property owners) are district-wide and that it is difficult to easily differentiate between different groups.

It also acknowledges that parts of our community, such as pastoral and horticultural areas with high capital value, faced significant damage following adverse weather events. While the uniform charge is the most appropriate option for the next three years, it has an unintended consequence. The flat tax is regressive in nature and has a greater impact on lower-income households.

We also have parts of our community facing high deprivation and others still experiencing financial hardship due to the lasting impacts of severe weather events. To further address affordability, which affects everyone differently, we have increased our provisions for rates remissions to directly assist those facing hardship.

2025/26 Annual Plan

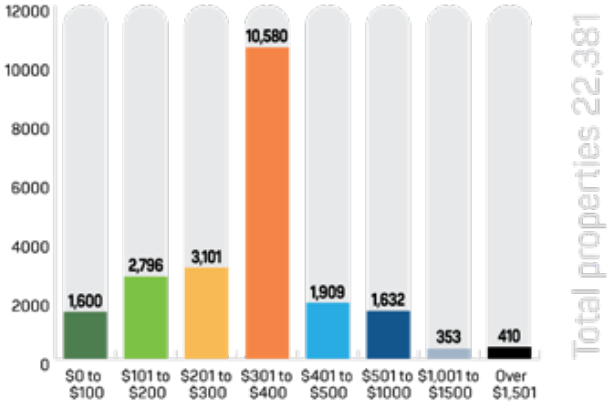
For 2025/26, rates increase drivers across the district on most properties include:

- Increases to the general rate on capital value (this will vary from property to property based on capital value) and the Uniform Annual General Charge, which has increased by $143 plus GST (predominantly for recovery rates).
- In dollar terms, over 80% of properties will have an increase of $400 or less. For rural properties, 3,800 of those increases are between $150 to $225, mostly affecting properties without reticulated services.
- In Gisborne City, for 10,500 properties, the average increase is $363. This is primarily driven by the cost of reticulated services for wastewater, water supply, and stormwater.
- There are 374 commercial properties increasing between $400 to $750, mostly driven by increased costs in reticulated services and the Uniform Annual General Charge.

Most of the increases over $1,500 are for high capital value properties in the district (pastoral, forestry, and residential complexes) or properties with a large number of reticulated services.

The targeted rating system means those receiving a service will contribute more towards its cost. City residents and businesses, which have greater access to reticulated services, will see higher charges than areas with fewer services. In rural areas, increases are primarily driven by unsubsidised infrastructure costs, including roading, as well as costs associated with resource consents.

The graph below illustrates the financial impacts in dollar terms, consistent with the 3YP. For more details, refer to the "Our finances" section.



A tātau pūtea
Our finances

Contents

Tirohanga whānui ahumoni
Financial overview

Financial strategy

The 2024-2027 3YP financial strategy set the total rates revenue at a maximum increase of 11.4%, which is composed of two sub-thresholds:

- 7.9% for business as usual costs.
- Recovery rate of 3.5% - mostly charged as a fixed amount against every rateable property.

The financial strategy also has a quantified limit on external debt, where external debt is to be less than 175% of total revenue.

The strategy also provides key directions:

- Delivering critical activities and infrastructure which meets the community's needs during the 2024-2027 3YP period and beyond.
- Keeping rates as affordable as practicable while balancing the need to fund critical activities.
- Carefully managing expenditure and debt at prudent levels.
- Balancing user pays and public good funding.
- Increasing alternative revenue streams through investment, targeted distributions, growing our region and through partnerships.

Overview

The overarching aim of our financial strategy is for Council to be financially sustainable. This means that Council's commitments are funded in a way that the community can afford while meeting Council's obligation to be good stewards of the assets of the district.

The 2024-2027 3YP focused on repairing the damage after Cyclone Gabrielle, to maintain core services, the maintenance of our assets, and incrementally our resilience. The 3YP acknowledge that when Cyclone Gabrielle hit, our critical infrastructure was already in a fragile state, where we were addressing the seven severe weather events that occurred since 2021. We face nearly $1.1b worth of recovery costs, mostly relating to our roading network.

The approach was to

- Loan fund the majority of the roading emergency works.
- Gradually funding additional depreciation costs arising from the Wastewater Treatment Plant and Kiwa Pools.
- Increasing budget provisions for the four waters (business as usual), and resourcing for regulatory functions as a stepped increase over the three years.
- Budgets to be aligned to contractual commitments.
- Raising a loan to smooth the impacts from the three years of not receiving a divided from our Council Controlled Trading Organisation.
- Using reserves such as Water Supply Depreciation reserve to fund significant repairs and maintenance work and where the work was likely to protect the underlying assets. Applying a recovery rate as mostly a uniform charge, spreading the costs across the district.

2025/26 Annual Plan

We have a general requirement to manage financial matters prudently and in a manner that promotes the current and future interests of the community. Council must consider the balanced budget requirement under the Local Government Act where forecast operating revenues are sufficient to meet forecast operating expenses.

We are budgeting for an operating surplus. This is mostly a result of receiving capital grants and not funding all the costs of depreciation. We do not fund all of the roading depreciation costs as they will be recovered from NZTA Waka Kotahi in the future.

We recognise capital grants and subsidies as income, even though the money is not used to fund operational activities. This creates an accounting surplus, which then goes towards our capital projects and reduces Council's need to borrow funds.

While there is an overall bottom line surplus, some activities have been funded by reserves or loans. For the most part, the 2024-2027 3YP acknowledged and provisioned for operating costs to be funded from loans where we were facing steep increases in rates.

- Refer to Prospective Statement concerning balanced budget for the year ending 30 June 2026 for more details.

Financial estimates

Overall the financial estimates for 2025/26 are within the key financial strategy measures.

- Total rates revenue is $93.4m, with an overall increase of 9.95% over Year One of the 3YP. This is within the maximum 11.4% rates revenue threshold set out in our 3YP Financial Strategy.
- Total external debt is 150% of revenue, within the 175% revenue threshold.

Refer to Financial reporting and Prudence benchmarks within the "Our Finances Section".

Debt is forecast to be $227m, or $7m more than 3YP.

Total capital expenditure of $163m, is made up of $145m (89%) of infrastructure and $18m of other core projects.

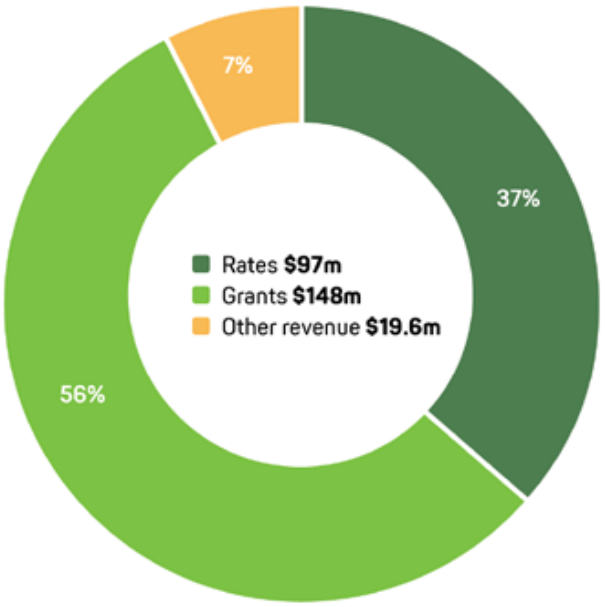
The main reasons for the increased debt compared to Year 2 of the 3YP, relates to the increased roading renewals program and no planed dividend for 2025/26. Waka Kotahi increased the Regional Land Transport "Potholes" budget after the 3YP was adopted. The capital expenditure included within the Plan reflects the revised increased budgets. There are no planned dividends from our Council controlled organisation (CCO) in 2025/26. Dividends were revised within the Statement of Intent, after the adoption of the 3YP.

Net surplus

The Annual Plan forecasts a net surplus of $95m, up $6.5m on 3YP Year 2, mostly related to higher capital grants subsidies for NZTA Waka Kotahi funding for their costs towards our local roads.

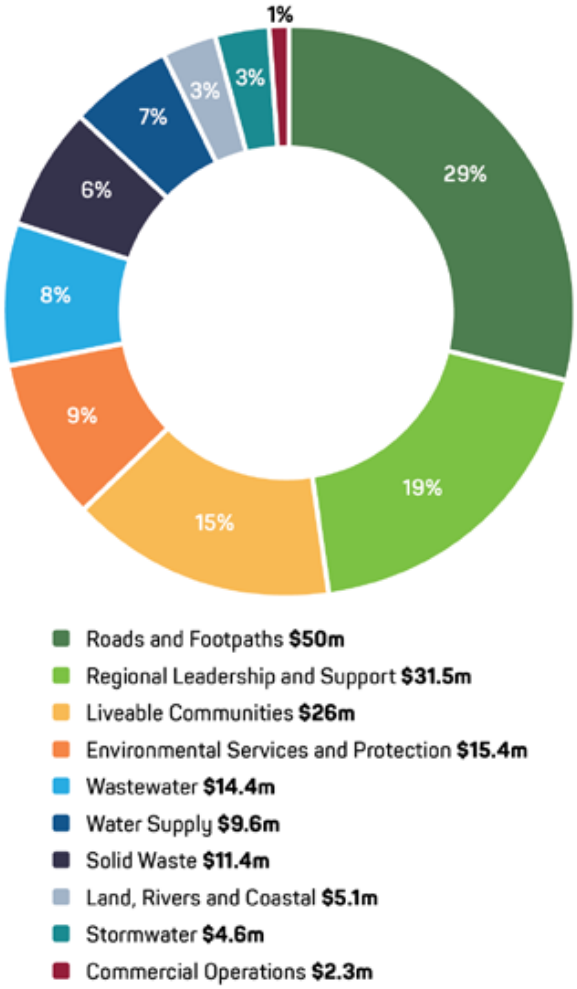
Net surplus after taxation is the difference between income received and expenses incurred. As noted under the Balanced budget section we record capital grants and capital subsidies as income, even though they are not used to fund operational expenses, as such this creates an accounting surplus. The surplus goes towards our capital projects and reduces Council's need to borrow funds.

Council's income



The 2025/26 AP forecasts that on average rates would be 37% of the total revenue required. The use of external funding has meant that most of the significant operational expenditure has been sourced from external sources, reducing reliance on rates.

Council's operational expenditure



Capital investment programme

The capital investment for 2025/26 AP is $163m, up $17.8m on the 3YP. The increase is the result of increased funding from Waka Kotahi for maintenance of local roads. The focus of the AP is both the delivery and key outcomes:

- 89% of capital projects relates to infrastructure.
- Roading - $96m
- Three waters - $19.6m
- Flood resilience and protection - $16.3m
- Waste, Waste minimisation/Recovery - $13.3m

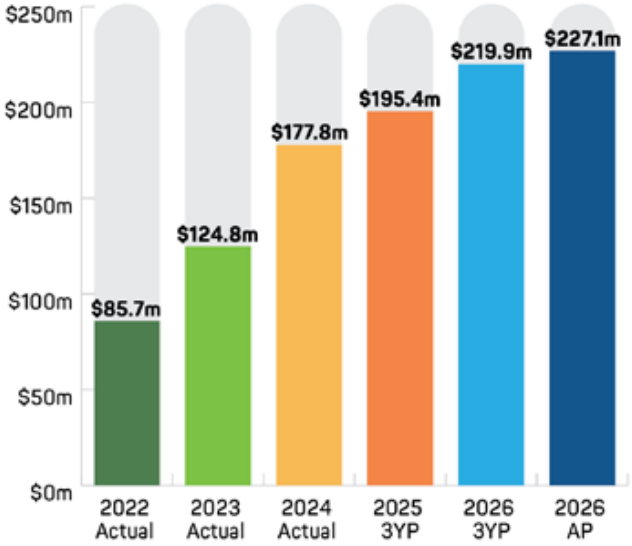
Council's debts

Council's ability to raise loans is based upon debt covenant thresholds around its revenue levels, where overall debt is to be less than 175% of revenue.

Council's actual debt to revenue is forecast to be 150% of recurring revenue. This excludes non-recurring revenue such as one-off grants (eg Recovery funding and grants relating to a specific one off purpose).

Debt increased by $7m over what was forecast within the 3YP, mostly due to matching roading renewals to the increased NZTA "Potholes" budget. The "potholes" budget was approved by NZTA after the adoption of the 3YP.

Council debts



Significant forecasting assumptions

The estimates contain prospective financial information. Actual results are likely to vary from the information presented and the variations may be material. For more detail see the Introduction section of Our Finances.

Fees and charges

The Council fees and charges are used to fund the operation and maintenance of a variety of services provided to the community. Fees and charges have predominantly increased by the rate of inflation for 2025/26. Fees were increased in some activities to meet Council's Revenue and Finance policies or to recover increased costs.

Full details of the fees and charges can be found on the Council's website: www.gdc.govt.nz

Timatatanga kōrero
Introduction

The Annual Plan sets out Council's priorities and identifies how Council intends to fund its operations and capital projects.

The forecasts prepared for Council have been prepared based on agreed levels of service for each activity. The levels of service are set out in detail in the 2024 - 2027 3YP .

The forecasts are presented in:

- Prospective Statement of Comprehensive Revenue and Expenses
- Prospective Statement of Financial Position
- Prospective Statement of Changes in Equity
- Prospective Statement of Cash flows
- Prospective Statement Concerning Balanced Budget.

Further detailed information is provided in the Notes to the Prospective Financial Statements which identifies revenue and expenditure for each group of activities (Note 2) and a full list of capital projects planned for 2025/26 with comparative figures to Year 2 of the 2024-2027 3YP (Note 14).

The operational and capital costs within the Annual Plan include:

- **existing costs** - costs to continue to deliver the current level of service
- **recovery costs** - costs to repair the damaged infrastructure resulting from Cyclone Gabrielle
- **project costs** - costs such as depreciation and interest that arise from Council undertaking capital projects
- **inflation** - increases in revenue and costs due to price changes.

The nature of the prospective financial information - cautionary note

The prospective financial information contained in the Annual Plan is a forecast. It has been prepared on the basis of assumptions as to future events that the Council reasonably expects to occur, associated with the action it reasonably expects to take at the date the forecast was prepared. The forecast relates to events and actions which have not yet occurred and may not occur. The actual results achieved for the period covered are likely to vary from the financial information presented and the variations may be material. Uncontrollable events will significantly affect the forecast.

Please note

Revenue from the Grants, Subsidies and Contributions - Capital includes grants received where the associated expenditure will be capitalised. Expenditure relating to these projects will be recognised (primarily as depreciation) over the life of the capitalised assets.

Council has budgeted for a net surplus in the 2025/26 Annual Plan. This is mainly the result of the capital grants and subsidies. Further information is available in the Prospective Statement Concerning Balanced Budget later in this section.

The financial information contained within the 2025/26 Annual Plan may not be appropriate for purposes other than those described.

There may be rounding differences throughout the financial statements and notes included in this section. They do not impact the overall usefulness of the information presented.

Ngā tauāki haurapa

Prospective statements

Prospective statement of comprehensive revenue and expenses for the year ended 30 June

Year 1 2025 $000s		Notes	Year 2 2026 $000s	AP 2026 $000s
	REVENUE FROM NON-EXCHANGE TRANSACTIONS			
47,818	Grants and Subsidies - Operational		26,542	33,115
106,846	Grants, Donations, Subsidies and Contributions - Capital		103,489	115,341
1,898	Other Non Exchange Revenue		1,983	1,983
30,183	General Rates And Uniform Annual General Charge		35,394	35,596
54,141	Targeted Rates		57,572	57,791
	REVENUE FROM EXCHANGE TRANSACTIONS			
1,863	Development and Financial Contributions		1,878	1,878
14,573	Other Revenue		14,956	14,935
3,651	Targeted Water Rates		3,742	3,565
0	Dividends[1]		2,300	0
350	Other Gains/(Losses) - Profit on Sale of Assets		850	850
261,322	**Total Revenue**		**248,706**	**265,054**
	EXPENSES			
37,139	Employee Benefit Expenses		37,727	38,370
103,671	Expenditure on Operating Activities		81,801	90,873
31,324	Depreciation and Amortisation		32,999	32,857
6,786	Financing Costs		8,054	8,078
178,919	**Total Expenses**		**160,581**	**170,178**
82,403	**Net Surplus/(Deficit) before Taxation**		**88,125**	**94,876**
350	Subvention Payment from GHL		350	350
82,753	**Net Surplus/(Deficit) after Taxation**		**88,475**	**95,226**
48,350	Gains/(Losses) on Property Revaluation		68,751	68,751
131,103	**TOTAL COMPREHENSIVE REVENUE AND EXPENSES**		**157,227**	**163,977**

[1]There are no planned divdends from our Council Controlled Organisaiton (CCO) in 2025/26. Dividends were revised within the Statement of Intent, after the adoption of the 3YP.

Prospective statement of financial position as at 30 June

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	CURRENT ASSETS		
28,728	Cash & Bank[1]	28,728	14,522
24,671	Non Exchange Trade and Other Receivables	24,779	28,945
24,373	Exchange Trade and Other Receivables	24,457	22,640
45	Inventories	45	104
81	Current Investments	81	711
770	Derivative Financial Instruments	770	694
80	Non Current Assets Held for Resale	80	80
78,748	**Total Current Assets**	**78,940**	**67,695**
	CURRENT LIABILITIES		
573	Deposits Held	573	362
73,580	Trade and Other Payables	73,088	64,916
3,556	Employee Benefits and Suspense	3,530	4,032
15,000	Borrowings	15,000	10,000
468	Provisions for Other Liabilities	468	560
93,177	**Total Current Liabilities**	**92,659**	**79,869**
(14,429)	**Total Net Working Capital**	**(13,719)**	**(12,174)**
	NON CURRENT ASSETS		
958	Derivative Financial Instruments	958	334
2,908,858	Property Plant and Equipment	3,089,980	3,214,904
6,462	Intangible Assets	6,462	6,440
1,263	Biological Assets	1,263	924
35,294	Investments	35,294	35,911
2,952,835	**Total Non Current Assets**	**3,133,957**	**3,258,513**
	NON CURRENT LIABILITIES		
180,374	Borrowings[2]	204,923	217,090
111	Employee Benefit Liabilities	111	89
2,117	Provisions for Other Liabilities	2,173	2,039
795	Emission Trading Scheme Liabilities[3]	795	812
183,398	**Total Non Current Liabilities**	**208,003**	**220,029**
2,755,008	**Total Net Funds Employed**	**2,912,235**	**3,026,310**
	EQUITY		
651,455	Accumulated Surplus	743,862	763,606
35,631	Special Funds	31,700	32,330
2,067,922	Revaluation Reserves	2,136,674	2,230,375
2,755,008	**Total Equity**	**2,912,235**	**3,026,310**

[1] Cash at bank represents the carrying value of short-term deposits with original maturity dates of three months or less approximate their fair value.

[2] Borrowing have increased due to recovery works for roading reinstatement and flood resilience and protection.

[3] The Council owns pre 1990 forest land that was compulsorily entered into the ETS. Compensation credits were received for this and the Council is required to ensure this land is replanted following harvest. The obligation to replant this land has not been quantified.

Prospective statement of changes in equity as at 30 June

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	EQUITY OPENING BALANCES		
556,611	Accumulated Funds and Retained Earnings	651,455	656,039
47,723	Special Funds and Reserves	35,631	44,671
2,019,572	Revaluation Reserves	2,067,922	2,161,623
2,623,905	**Total Equity Opening Balance**	**2,755,008**	**2,862,333**
	CHANGES IN EQUITY		
	Accumulated Surplus (Retained Earnings)/ Revaluation Reserves		
131,103	Total Comprehensive Income for the Year	157,227	163,977
12,091	Transfer to/(from) Special Funds and Reserves	3,932	12,341
	Special Funds and Reserves		
(12,091)	Transfer to/(from) Retained Earnings	(3,932)	(12,341)
131,103	**Total Changes in Equity**	**157,227**	**163,977**
	EQUITY CLOSING BALANCES		
651,455	Accumulated Funds and Retained Earnings	743,862	763,606
35,631	Special Funds and Reserves	31,700	32,330
2,067,922	Revaluation Reserves	2,136,674	2,230,375
2,755,008	**Total Equity Closing Balance**	**2,912,235**	**3,026,310**
	Attributable to :		
2,755,008	**Gisborne District Council**	**2,912,235**	**3,026,310**

Prospective statement of cash flow for the year ended 30 June

Year 1 2025 $000s		Notes	Year 2 2026 $000s	AP 2026 $000s
	Cash Flow from Operating Activities			
	Cash provided from:			
81,851	Rates Receipts		90,426	90,950
154,939	Government Grants and Subsidies		130,314	148,740
23,856	Receipts from Activities		24,624	23,813
0	Interest Received		0	0
0	Dividends Received		2,300	0
350	Subvention		350	350
260,995			**248,014**	**263,853**
	Cash provided to:			
140,690	Payments to Suppliers and Employees		118,972	128,191
982	Grants		1,002	1,001
6,802	Interest Paid		8,071	8,085
148,474			**128,045**	**137,276**
112,522	**Net Cash Inflow/(Outflow) Operating Activities**		**119,970**	**126,577**
	Cash Flow from Investing Activities			
	Cash provided from:			
350	Sale of Property Plant and Equipment		850	850
281	Forestry stumpage adjustment		0	0
631			**850**	**850**
	Cash provided to:			
160,032	Purchase of Property Plant and Equipment		145,370	163,212
0	Purchase (w/down or sale) of Investments		0	0
160,032			**145,370**	**163,212**
(159,401)	**Net Cash Inflow/(Outflow) Investing Activities**		**(144,520)**	**(162,362)**
	Cash Flow from Financing Activities			
	Cash provided from:			
46,879	Increase/(Decrease) in Borrowings		24,550	35,784
46,879			**24,550**	**35,784**
46,879	**Net Cash Inflow/(Outflow) Financing Activities**		**24,550**	**35,784**
0	**Net Increase/(Decrease) in Cash**		**0**	**0**
28,728	Cash at beginning of the year		28,728	14,522
28,728	**Cash and Cash Equivalents at Year End**		**28,728**	**14,522**

Explanation of terms used in the prospective statement of cash flows

Cash and Cash Equivalents is considered to be cash on hand and current accounts in banks, net of bank overdrafts.

Investing Activities are those activities relating to the acquisition, holding and disposal of fixed assets and investments. Investments can include securities not falling within the definition of cash.

Financing Activities are those activities which result in changes in the size and composition of the capital structure of the Group. This includes both equity and debt not falling within the definition of cash.

Operating Activities include all transactions and other events that are not investing or financing activities.

The GST (net) component of operating activities reflects the net GST paid and received with the Inland Revenue Department. The GST component has been presented on a net basis, as the gross amounts do not provide meaningful information for financial statement purposes. The GST rate assumed in these estimates is 15%.

Prospective statement concerning balanced budget for the year ended 30 June

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
261,322	Operating Revenue	248,706	265,054
178,919	Operating Expenditure	160,581	170,178
350	Subvention Payment	350	350
82,753	**Net Operating Surplus/(Deficit) After Taxation**	**88,475**	**95,226**
	LESS		
3,571	Capital Rates Income	5,046	4,986
106,846	Capital Grants and Subsidies	103,489	115,341
1,863	Other Capital Grants, Donations and Contributions	1,878	1,878
(14,942)	Operations Funded by Reserve Funds	(7,976)	(12,543)
	PLUS		
14,390	Depreciation not Funded	13,945	14,200
195	Increase/(Decrease) in Deficit	16	237
0	**Balanced Budget - operating income agrees to operating expenditure**	**0**	**0**

Balancing the budget

Council sets operating income at a level to meet each year's operating expenditure. This is to ensure that those ratepayers who are receiving the benefit today should be paying towards the service that they receive, rather than transferring costs to future generations.

Council is forecasting an accounting surplus for 2025/26. Most of surplus relate to capital grants and subsidies. When we account for the capital grant as revenue, it creates a surplus as there are no corresponding capital expenditure recorded within the Prospective Statement of Comprehensive Revenue and Expenses. The surplus goes towards the capital investment programme, thereby reducing Council's need to borrow or increase debt.

Council intends to:

- Not fund a portion of depreciation on specific assets or components of assets funded through capital rates or subsidies. (i.e. Wastewater Treatment Plant, Kiwa Pools and the NZTA Waka Kotahi share of the local roads).
- Run activity deficits/surpluses in specific activities, including:
- Wharekiri Reserve (costs transferred to Crown account).
- Staff and Community Housing (stays within the activity).
- Airport (stays within the activity).
- Use loan funding for some operational costs, (such as Tairāwhiti Resource Management Plan, the Freshwater Plan, the Enterprise Solutions project).
- Use some Reserves to fund some operation costs (such as Depreciation reserve for significant repairs and maintenance costs for water supply or when funds have been transferred to a reserve for a particular purpose)
- Replenish depreciation reserves by capital rating for some principal repayments (i.e. wastewater, roading and flood control).
- Phase unfunded depreciation of wastewater, water supply, stormwater and the pool - overtime, aligning to the underlying 2024-2027 LTP. But noting that the funded portion of depreciation will be not less than the 3YP, nor less than meeting principal repayments.
- Fund depreciation costs for revalued Three water assets to the extent that was provided within the 3YP and to the extent of meeting renewals.

When preparing and reviewing the budget, Council has had regard to the following specific matters in relation to all activities of Council, as per the LGA section 100:

- Maintaining levels of service
- Maintaining the service capacity and integrity of assets
- Intergenerational equity
- Compliance with Council's funding and financial policies established under LGA section 102.

Kupu tāpiri ki ngā tauāki haurapa
Notes to the prospective statements

Note 1: Statement of accounting policies

Reporting entity

Gisborne District Council ("Council") is a Unitary Authority governed by the Local Government Act (LGA) 2002.

The Gisborne District Council Group (the "Group") consists of Gisborne District Council and its subsidiary, Gisborne Holdings Ltd (100% owned). Gisborne Holdings Ltd is incorporated in New Zealand, and pursuant to the Local Government Act 2002 is a Council Controlled Trading Organisation.

Council has not presented economic entity prospective financial statements because the Council believes that the controlling entities, prospective statements are more relevant to users. The main purpose of prospective financial statements in the Annual Plan is to provide users with information about the core services that Council intends to provide ratepayers, the expected cost of those services and, as a consequence, how much Council requires by way of rates to fund the intended levels of services. The level of rates funding required is not affected by controlled entities, except to the extent that the Council obtains distributions from, or further invests in, those controlled entities. Such effects are included in the prospective financial statements presented.

The Council is a Public Benefit Entity (PBE) for the purposes of Financial Reporting. The Financial Bill, enacted in December 2013, defines a PBE as "entities whose primary objective is to provide goods or services for community or social benefit, and where equity has been provided with a view to supporting that primary objective, rather than for a financial return to equity". Gisborne District Council is defined as a Tier 1 entity with expenditure in excess of $30m.

Basis of preparation

The Council's prospective financial statements have been prepared in accordance with the requirements of the LGA 2002, which includes the requirement to comply with New Zealand Generally Accepted Accounting Practice (NZ GAAP). They comply with Public Benefit Entity (PBE) Standards and other applicable Financial Reporting Standards, as appropriate for public benefit entities. This includes compliance with PBE Financial Reporting Standard No. 42 (PBE FRS-42) 'Prospective Financial Statements'.

The prospective financial statements have been prepared on a historical cost basis, modified by the revaluation of certain fixed assets, forestry assets, livestock assets and certain financial instruments to reflect fair value.

The prospective financial statements are presented in New Zealand dollars and all values are rounded to the nearest thousand dollars ($'000). The functional currency of Council is New Zealand dollars.

The nature of the prospective financial information - cautionary note

The prospective financial information contained in the Annual Plan is a forecast. It has been prepared on the basis of assumptions as to future events that the Council reasonably expects to take at the date the forecast was prepared. The forecast relates to events and actions which have not yet occurred and may not occur. The actual results achieved for the period covered are likely to vary from the financial information presented and the variations may be material.

A number of assumptions need to be made about the economic and financial conditions which will apply over the life-time of the model. The major assumptions underpinning this Plan are set out in the Significant Assumptions section.

The financial information contained within the Annual Plan may not be appropriate for purposes other than those described.

Specific accounting policies

The following specific Accounting Policies which materially affect the measurement of financial performance and the financial position have been applied.

Revenue recognition

Revenue has been split into Exchange and non Exchange as per the requirements of the Public Benefit Entity (PBE) accounting standards. Non Exchange revenue is categorised as receiving value without giving approximately equal value in exchange e.g. general rates, government grants.

Revenue is measured at the fair value of consideration received. The following specific recognition criteria must be met before revenue is recognised.

Rates revenue

Rates are set annually by a resolution from Council and relate to a financial year. All ratepayers are invoiced within the financial year to which the rates have been set. Rates revenue is recognised when invoices are raised.

Government grants and subsidies

Government grants are initially recognised as income at their fair value where there is reasonable assurance that the grant will be received and all attaching conditions will be complied with.

Council receives government subsidies from Waka Kotahi, which subsidises part of Council's costs in maintaining the local roading infrastructure.

The subsidies are recognised as revenue upon entitlement as conditions pertaining to eligible expenditure have been fulfilled.

Other revenue

Revenue from the rendering of services is recognised, based on the actual service provided on an accrual basis.

Sales of goods are recognised when a product is sold to the customer. Sales are usually in cash or by electronic payment. The recorded revenue is the gross amount of the sale, excluding GST. Interest income is recognised using the effective interest method.

Dividends are recognised when the right to receive payment has been established.

Where a physical asset is acquired for nil or nominal consideration the fair value of the asset received is recognised as revenue. Assets vested in Council are recognised as revenue when control over the asset is obtained.

Borrowing costs

Borrowing costs (except borrowing costs incurred as a result of capital work) are recognised as an expense in the period in which they are incurred.

When the construction of assets are loan funded, all borrowing costs incurred as a result of the capital work are capitalised as part of the total cost of the asset up until the point where the asset enters service.

Grant expenditure

Non-discretionary grants are those grants that are awarded if the grant application meets the specified criteria. They are recognised as expenditure when an application that meets the specified criteria for the grant has been received.

Discretionary grants are those grants where Council has no obligation to award on receipt of the grant application and are recognised as expenditure when a successful applicant has been notified of Council's decision.

Income tax

Income tax expense in relation to the surplus or deficit for the period comprises current tax and deferred tax.

Current tax is the amount of income tax payable based on the taxable profit for the current year, plus any adjustments to income tax payable in respect of prior years. Current tax is calculated using rates that have been enacted or substantially enacted by balance date.

Deferred tax is the amount of income tax payable or recoverable in future periods in respect of temporary differences and unused tax losses.

Temporary differences are differences between the carrying amount of assets and liabilities in the financial statements and the corresponding tax basis used in the computation of taxable profit.

Deferred tax liabilities are generally recognised for all taxable temporary differences. Deferred tax assets are recognised to the extent that it is probable that taxable profits will be available against which the deductible temporary differences or tax losses can be utilised.

Deferred tax is not recognised if the temporary difference arises from the initial recognition of goodwill or from the initial recognition of an asset and liability in a transaction that is not a business combination, and at the time of the transaction, affects neither accounting profit nor taxable profit.

Deferred tax is recognised on taxable temporary differences arising on investments in subsidiaries and associates, and interests in joint ventures, except where Council can control the reversal of the temporary difference and it is probable that the temporary difference will not reverse in the foreseeable future.

Deferred tax is calculated at the tax rates that are expected to apply in the period when the liability is settled or the asset is realised, using tax rates that have been enacted or substantially enacted by balance date.

Current tax and deferred tax is charged or credited to the Prospective Statement of Comprehensive Revenue and Expenses, except when it relates to items charged or credited directly to equity, in which case the tax is dealt within equity.

Leases

Operating leases

An operating lease is a lease that does not transfer substantially all the risks and rewards incidental to ownership of an asset.

Lease payments under an operating lease are recognised as an expense on a straight-line basis over the lease term.

Finance leases

A finance lease is a lease that transfers to the lessee substantially all the risks and rewards incidental to ownership of an asset, whether or not title is eventually transferred.

At the commencement of the lease term, the Council recognises finance leases as assets and liabilities in the Prospective Statement of Financial Position at the lower of the fair value of the leased item or the present value of the minimum lease payments.

The amount recognised as an asset is depreciated over its useful life.

Trade and other receivables

Trade and other receivables are recognised at fair value and subsequently measured at amortised cost using the effective interest method, less any allowance for uncollectible amounts.

A provision for impairment of receivables (doubtful debts) is established when there is objective evidence that the Council will not be able to collect all amounts due according to the original terms of the receivables. The amount of the provision is the difference between the asset's carrying amount and the present value of estimated future cash flows, discounted using the effective interest method. Non-current receivables are recognised at the present value of their expected future cash flows, discounted at the current market rate of return for a similar asset.

Inventories

Inventories are recognised at the lower of cost and net realisable value. Net realisable value is the estimated selling price in the ordinary course of business, less the estimated costs of completion and selling expenses. The cost of inventories is based on the first-in first-out (FIFO) principle and includes expenditure in acquiring the inventories and bringing them to their existing location and condition.

Financial assets

Council classifies its financial assets in the following two categories:

- available-for-sale financial assets
- loans and receivables.

The classification depends on the purpose for which the assets are held. Management determines the classification of its investments at initial recognition and re-evaluates the designation at every reporting date.

Financial assets and liabilities are initially measured at fair value plus transaction costs unless they are carried at fair value through the Prospective Statement of Comprehensive Revenue and Expenses in which case the transaction costs are recognised in the Prospective Statement of Comprehensive Revenue and Expenses.

Purchases and sales of investments are recognised on trade-date, the date on which the Council commits to purchase or sell the asset.

The fair value of financial instruments traded in active markets is based on quoted market prices at the balance sheet date. The quoted market price is the current bid price. The fair value of financial instruments not traded in an active market is determined using valuation techniques. Council uses a variety of methods and makes assumptions that are based on market conditions existing at each balance date.

Quoted market prices or dealer quotes for similar instruments are used for long-term debt instruments held. Other techniques, such as estimated discounted cash flows are used to determine fair value for the remaining financial instruments.

Derecognition of financial assets

Financial assets are derecognised when the rights to receive cash flows from the financial assets have expired or have been transferred and the Council has transferred substantially all the risks and rewards of ownership.

Council presently has the following categories of financial assets:

a. Loans and receivables

Loans and receivables are non-derivative financial assets with fixed or determinable payments that are not quoted in an active market. Council's general and community loans are designated as loans and receivables. They are recognised initially at fair value, and subsequently carried at amortised cost less impairment losses.

Loans to community organisations made by Council at nil, or below-market interest rates are initially recognised at the present value of their expected future cash flows, discounted at the current market rate of return for a similar asset/investment. They are subsequently measured at amortised cost using the effective interest method.

The difference between the face value and present value of the expected future cash flows of the loan is recognised in the Prospective Statement of Comprehensive Revenue and Expenses as a grant. Loans to other parties at market rates are measured at amortised cost using the effective interest method. Non-current loans are discounted at the current market rate of return for a similar asset.

b. Available-for-sale financial assets

Available-for-sale financial assets are non-derivatives that are either designated in this category or not classified in any of the other categories.

The Council's investments in equity securities are classified as available for sale and are stated at fair value. Gains and losses are recognised directly in equity except for impairment losses, which are recognised in the Prospective Statement of Comprehensive Revenue and Expenses.

In the event of impairment any cumulative losses previously recognised in equity will be removed and recognised in the Prospective Statement of Comprehensive Revenue and Expenses even though the asset has not been derecognised.

Impairment of financial assets

At each balance sheet date Council assesses whether there is any objective evidence that a financial asset or group of financial assets is impaired. Any impairment losses are recognised in the Prospective Statement of Comprehensive Revenue and Expenses.

Accounting for derivative financial instruments and hedging activities

Council uses derivative financial instruments such as interest rate swaps ("hedges") and forward rate agreements to manage its cash flow and interest rate risk. In accordance with its treasury policy, the Council does not hold or issue derivative financial instruments for trading purposes.

Derivatives are initially recognised at fair value on the date a derivative contract is entered into and are subsequently re-measured at their fair value at each balance date.

Council does not satisfy all the conditions for hedge accounting and therefore all gains or losses in fair value of instruments used to manage cash flow and interest rate risk are recognised through the Prospective Statement of Comprehensive Revenue and Expenses.

Financial liabilities - borrowings

Borrowings are initially recognised at their fair value. After initial recognition, all borrowings are measured at amortised cost using the effective interest method.

Non-current assets held for sale

Non-current assets held for sale are classified as held for sale if their carrying amount will be recovered principally through a sale transaction, not through continuing use. Assets held for sale are measured at the lower of their carrying amount and fair value less costs to sell.

Any impairment losses for write-downs of assets held for sale are recognised in the Prospective Statement of Comprehensive Revenue and Expenses.

Any increases in fair value (less costs to sell) are recognised up to the level of any impairment losses that have been previously recognised.

Non-current assets (including those that are part of a disposal group) are not depreciated or amortised while they are classified as held for sale. Interest and other expenses attributable to the liabilities of a disposal group classified as held for sale continue to be recognised.

Property, plant and equipment

Property, plant and equipment consists of:

Operational assets

These include land, buildings, improvements, library books, wharves, floating plant, plant equipment, and motor vehicles.

Infrastructural assets

Infrastructural assets are the fixed utility systems owned by Council and comprise the sewer, water, storm water, roading, flood control and the waste disposal infrastructures.

Each asset type includes all items that are required for the network to function, for example, sewer reticulation piping and sewer pump stations.

Biological assets

Forestry Assets

Forestry assets consist of the Council's forestry holdings. Forestry assets are valued on the basis of fair value less estimated point of sale costs. Fair value is determined based on the present value of expected net cash flows discounted at a current market determined pre-tax rate. Forestry assets are revalued annually. Valuation movements pass through surplus/(deficit). The costs to maintain the forestry assets are included in surplus/(deficit).

Council has transferred forestry rights in respect to relating to land to Juken New Zealand Limited. The transfer relates to one harvest cycle. Under the agreement Council has contributed land and is entitled to a percentage of stumpage. All costs of development are borne by Juken New Zealand Limited. The value of the land (excluding the trees) and Council's right to a share of the stumpage is reflected in the Statement of Financial Position.

Council has committed to reverting 70% of the current net stocked area of exotic planting to native.

Intangible assets

Intangible assets predominately comprise computer software and carbon credits.

Software acquisition and development

Acquired computer software licenses are capitalised on the basis of the costs incurred to acquire and bring to use the specific software.

Costs associated with maintaining computer software are recognised as an expense when incurred. Costs that are directly associated with the development of software for internal use or with the acquisition of software licences by Council, are recognised as an intangible asset.

Amortisation

The carrying value of an intangible asset with a finite life is amortised on a straight line basis over its useful life.

Amortisation begins when the asset is available for use and ceases at the date that the asset is derecognised. The amortisation is charged to the Prospective Statement of Comprehensive Revenue and Expenses on a straight line basis over the useful life of the asset.

Typically, the estimated useful lives of these assets are as follows:

- computer software three to six years.

Emissions trading scheme

The Groups forestry holdings incorporates forestry assets held by Council.

Gisborne Holdings Limited (GHL) has voluntarily entered the New Zealand Emissions Trading Scheme (ETS) in respect of 1,224.2 hectares of forest land located in the Tauwhareparae area. This entitles GHL to receive emissions units (units) for carbon stored in the specified area from a 1 January 2008 baseline.

Council's forestry holdings separate from the subsidiaries holdings, consisting of small woodlots and a further area held by the Pamoa Forest Joint Venture. These forestry blocks were registered with ETS in November 2011. This entitles the Council to receive emission units (units) for carbon stored in the specified area from 1 January 2008 baseline.

Units received are recognised at fair value on the date they are received and subsequently measured at cost subject to impairment. While there are no specific conditions attached to units received, should carbon stored in the specified area fall below the amount compensated for, a portion of the units received must be returned.

Units received are recorded on the Prospective Statement of Financial Position as an intangible asset until it is clear that they will not be required to meet future emissions obligations. The value of units is then recognised in the Prospective Statement of Comprehensive Income.

Where there is an obligation to return units this liability is recognised on the Prospective Statement of Financial Position, measured with reference to the carrying value of units on hand. Where there is insufficient units on hand to meet the emissions obligation, this is measured by reference to the current market value for units held.

Property, plant and equipment valuation

Council has elected to use the Public Benefit Entities exemption to revalue property, plant and equipment on an asset class basis. The results of revaluing are credited or debited to an asset revaluation reserve for that class of asset. Where this results in a debit balance in the asset revaluation reserve, this balance is expensed in the Prospective Statement of Comprehensive Revenue and Expenses. Any subsequent increase on revaluation that off-sets a previous decrease in value recognised in the Prospective Statement of Comprehensive Revenue and Expenses will be recognised first in the Prospective Statement of Comprehensive Revenue and Expenses up to the amount previously expensed, and then credited to the revaluation reserve for that class of asset.

Additions

Additions between valuations are recorded at cost, except for vested assets. Certain infrastructural assets and land have been vested in Council as part of the subdivision consent process. Vested assets are recognised as revenue when control over the asset is obtained. Vested assets are valued at fair value when received.

Disposals

Gains and losses on disposals are determined by comparing the proceeds with the carrying amount of the asset. Gains and losses on disposals are included in the Prospective Statement of Comprehensive Revenue and Expenses.

When revalued assets are sold, the amounts included in asset revaluation reserves in respect of those assets are transferred to retained earnings.

Subsequent costs

Costs incurred subsequent to the initial acquisition are capitalised only when it is probable that future economic benefits or service potential associated with the item will flow to Council and the cost of the item can be reliably measured.

Operational assets valuations

All Operational assets are carried at cost less accumulated depreciation and impairment losses except for:

- operational land
- operational land is valued at fair value and is not depreciated
- operational buildings.

Operational buildings are revalued to optimised depreciated replacement cost and depreciated between valuations. These assets are independently revalued every 3 years, or more frequently when there are indications that the values may have changed substantially from carrying value.

Library books - general collection

All new and replacement books are capitalised in the year they are purchased and subsequently depreciated based on useful lives. The valuations are performed by the Head Librarian and are not subject to independent review because there are readily available market prices to determine fair value.

Library books permanent collection

The permanent collection is carried at deemed cost.

Infrastructure assets valuations

Infrastructural assets

Infrastructural assets are initially recorded at depreciated replacement cost. Infrastructure assets other than roading are independently valued every 3 years at depreciated replacement costs, unless conditions indicate that carrying value is materially different to fair value, in which case assets are revalued more frequently.

Roading assets

Roading assets are independently revalued annually.

Airport assets

Airport assets include land, buildings, runway aprons, roading and below ground infrastructure. Airport assets are independently valued every 3 years or more frequently when there are indicators that the fair values may have changed substantially from carrying value.

Depreciation

Depreciation is provided on a straight-line basis on all fixed assets other than land and land under roads.

The depreciation rates used will write off the cost (or valuation) of the assets to their estimated residual values over their useful lives. The useful lives and associated depreciation rates of major classes of assets have been estimated as follows:

Infrastructure assets

Roads	
Pavement Surface (seal)	5 - 20 years
Pavement Surface (unsealed) - Wearing Course	5 years
Pavement Layers (basecourse)	40 - 100 years
Formation	(not depreciated)
Culverts	70 years
Footpaths	20 - 75 years
Surface Water Channels	75 years
Signs	12 years
Street Lights	15 - 25 years
Bridges	25 - 80 years
Retaining Structures	80 years
Traffic Signals	15 years
Parking Meters	15 years
Railings	10 - 15 years
Safety Projects	10 - 13 years
Water reticulation	
Pipes	30 - 165 years
Valves, Hydrants	25 years
Pump Stations	15 - 100 years
Dams	400 years
Structures	16 - 200 years
Sewage reticulation	
Pipes	60 - 100 years
Pump Station	15 - 100 years
Manholes	100 years
Treatment Plant	15 - 50 years
Laterals	100 years
Stormwater systems	
Pipes	62 - 100 years
In-drain Structures	25 - 100 years
Flood Control Systems	25 - 100 years
Solid Waste	4 - 25 years
Operational assets	
Land	(not depreciated)
Buildings/Land Improvements	3 - 100 years
Plant/Machinery/Motor Vehicles	2 - 20 years
Office Equipment/Furniture	3 - 50 years
Other Equipment	3 - 25 years
Library Books	1 - 50 years
Wharves	50 years
Floating Plant	25 years
Leased Assets	3 - 8 years

Assets under construction

Assets under construction are valued at cost but they are not depreciated. The total cost of a project is transferred to freehold buildings, plant and equipment or infrastructural assets on its completion and then depreciated.

Impairment of non-financial assets

Assets that have a finite useful life are reviewed for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable.

If the recoverable amount of a non-financial asset is less than its carrying amount, the item is written down to its recoverable amount. The write down of an item recorded at cost is recognised as an expense in the Prospective Statement of Comprehensive Income. When a re-valued item is written down to recoverable amount, the write down is recognised as a downward revaluation to the extent of the corresponding revaluation reserve and any balance recognised in the Prospective Statement of Comprehensive Revenue and Expenses.

The carrying amount of a non-financial asset that has previously been written down to a recoverable amount is increased to its current recoverable amount if there has been a change in the estimates used to determine the amount of the write down. The increased carrying amount of the item will not exceed the carrying amount that would have been determined if the write down to recoverable amount had not occurred.

Trade and other payables

Trade and other payables are non-interest bearing and are normally settled on 30-day terms. Therefore, the carrying value of trade and other payables used in the Prospective Statement of Financial Position approximates their fair value.

Financial liabilities: borrowings

Borrowings are initially recognised at their fair value. After initial recognition, all borrowings are measured at amortised cost using the effective interest method.

Employee entitlements

The provision for annual leave employee entitlement and other employee benefits expected to be settled within 12 months of balance date has been calculated on an actual entitlement basis at current rates of pay while the other provisions have been calculated on future rates of pay, discounted using an appropriate discount rate.

Provision for accumulated sick leave is made only to the extent that it is expected to be used in future periods. The expected usage is assessed using historical average rates of use.

Long service leave and retirement leave

For retiring leave and long-service leave not expected to be taken within 12 months of balance date, the liability is equal to the present value of the estimated future cash outflows, calculated on an actuarial basis, as a result of employee services provided at balance date.

Superannuation schemes

Defined benefit scheme

Council belongs to the Defined Benefit Plan Contributors Scheme (the scheme), which is managed by the Board of Trustees of the National Provident Fund. The scheme is a multi-employer defined benefit scheme.

Insufficient information is available to use defined benefit accounting, as it is not possible to determine from the terms of the scheme, the extent to which the surplus/deficit will affect future contributions by individual employers, as there is no prescribed basis for allocation. The scheme is therefore accounted for as a defined contribution scheme.

Provisions

Provisions are recognised for future expenditure of uncertain amount or timing when the Council has a present obligation (legal or constructive) as a result of a past event, and it is probable that an outflow of resources embodying economic benefits will be required to settle the obligation and a reasonable estimate can be made of the amount of the obligation.

If the time value of money is material, provisions are determined by discounting the expected future cash flows at a rate that reflects current market assessments of the time value of money and, where appropriate, the risks specific to the liability.

Where the Group expects some or all of a provision to be reimbursed, for example under an insurance contract, the reimbursement is recognised as a separate asset but only when the reimbursement is virtually certain. The expense relating to any provision is presented in the Prospective Statement of Comprehensive Revenue and Expenses net of any reimbursement.

Public equity

This represents the ratepayer's net ownership of Council. It is made up of the following components:

- Accumulated funds and retained earnings
- Special funds and reserves
- Asset revaluation reserves.

Accumulated funds

Comprise accumulated surpluses over the years.

Special funds and reserves

Reserves are a component of public equity and represent a particular use to which parts of equity have been assigned. Reserves may be legally restricted or created by Council.

Special funds are recorded at cost plus accumulated interest. These funds are restricted in nature and can only be used for the special purpose for which they were set up.

Also included are reserves restricted by Council decision. These funds are subject to specific conditions accepted as binding by Council which may not be revised by Council without reference to a third party or the Courts.

Asset revaluation reserve

Comprise accumulated revaluation increments or decrements.

Detail on the movement of reserves held by Council (with exception of revaluation reserve) can be found in Note 12.

Prospective statement of cash flows

Cash flows from operating activities are presented using the direct method.

Definitions of terms used in the Prospective Statement of Cash Flows:

- **operating activities** - These activities include all transactions and events that are not investing or financing activities
- **investing activities** - These comprise those activities relating to the acquisition, holding and disposal of fixed assets and investments. Investments can include securities not falling within the definition of cash
- **financing activities** - These are activities which result in changes in the size and composition of the capital structure of Council; inclusive of both equity and debt not falling within the definition of cash.

Changes to accounting policies

There has been no changes in accounting policies during the Annual Plan. All accounting policies have been applied on a consistent basis throughout the years presented.

Critical accounting estimates and assumptions

In preparing these prospective financial statements Council has made estimates and assumptions concerning the future. These estimates and assumptions may differ from the subsequent actual results. Estimates and judgments are continually evaluated and are based on historical experience and other factors, including expectations of future events that are believed to be reasonable under the circumstances. The estimates and assumptions that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities within the next financial year are discussed below.

Landfill post closure costs

Paōkahu

As former operator of the Paōkahu landfill site, Council has an obligation to ensure the ongoing maintenance and monitoring services at this landfill site after closure.

A landfill after care provision has been recognised as a liability in the Prospective Statement of Financial Position. Provision is made for the present value of post closure costs expected to be incurred in restoring the area to its former status. The calculated cost is based on estimates of future site maintenance, supervision and monitoring costs. The estimated length of time needed for post closure care for the Paōkahu site is 35 years from 31 December 2002.

The calculations assume no change in the legislative requirements or technological changes for closure and post closure treatment.

Waiapū

As operator of the Waiapū landfill site, Council has an obligation to ensure the ongoing maintenance and monitoring services at this landfill site after closure.

A landfill after care provision has been recognised as a liability in the Prospective Statement of Financial Position.

Provision is made for the present value of post closure costs expected to be incurred in restoring the area to its former status. The calculated cost is based on estimates of future site maintenance, supervision and monitoring costs. The estimated length of time needed for post closure care for the Waiapū site is 35 years from 30 June 2025.

Infrastructural assets

There are a number of assumptions and estimates used when performing the depreciated replacement cost valuations in respect of infrastructural assets. These include:

- The physical deterioration and condition of asset, for example, Council could be carrying an asset at an amount that does not reflect its actual condition. This is particularly so for those assets which are not visible, for example storm water, wastewater and water supply pipes that are underground. This risk is minimised by Council performing a combination of physical inspections and condition-modeling assessments of underground assets.
- Estimating any obsolescence or surplus capacity of an asset.
- Estimates are made when determining the remaining useful lives over which the asset will be depreciated. These estimates can be impacted by the local conditions, for example, weather patterns and traffic growth.
- If useful lives do not reflect the actual consumption of the benefits of the asset, then Council could be over or under-estimating the annual depreciation charge recognised as an expense in the Prospective Statement of Comprehensive Revenue and Expenses. To minimise this risk, Council's infrastructural asset's useful lives have been determined with reference to the NZ Infrastructural Asset Valuation and Depreciation Guidelines published by the National Asset Management Steering Group, and have been adjusted for local conditions based on past experience.
- Asset inspections, deterioration and condition modelling are also carried out regularly as part of Council's asset management planning activities, which provides Council with further assurance over its useful life estimates.

Experienced independent valuers perform Council's infrastructural asset revaluations.

GST

The financial statements have been prepared exclusive of GST with the exception of receivables and payables, which are stated with GST included.

Budget figures

The budget figures are those approved by Council and published in the 2024-2027 3YP and this Annual Plan.

The Annual Plan 2025/26 figures have been produced in accordance with the requirements of the Public Benefit Entity (PBE) accounting standards.

Cost allocation

Expenditure has been reported by the nature of the expense.

Capital management

Council's capital is its equity (or ratepayers' funds) which comprises accumulated funds and reserves. Equity is represented by net assets.

The Local Government Act 2002 (the Act) requires Council to manage its revenues, expenses, assets, liabilities, investments and general financial dealings prudently and in a manner that promotes the current and future interests of the community. Ratepayers' funds are largely managed as a by-product of managing revenues, expenses, assets, liabilities, investments and general financial dealings.

The objective of managing these items is to achieve inter generational equity, which is a principle promoted in the Act and applied by Council. Inter generational equity requires today's rate payers to meet the costs of utilising the Council's assets and not expecting them to meet the full cost of long-term assets that will benefit ratepayers in future generations. Additionally, Council has in place asset management plans for major classes of assets detailing renewal and maintenance programmes, to ensure that ratepayers in future generations are not required to meet the costs of deferred renewals and maintenance.

The Act requires Council to make adequate and effective provision in its Annual Plan to meet the expenditure needs identified by those plans. The Act sets out the factors that the Council is required to consider when determining the most appropriate sources of funding for each of its activities. The sources and levels of funding are set out in the funding and financial policies in the Council's 3YP.

Note 2: Prospective summary cost of services by activity

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Expenses		
2,153	Commercial Operations	2,264	2,286
14,889	Environmental Services & Protection	15,271	15,411
5,149	Land, Rivers & Coastal	5,097	5,061
24,856	Liveable Communities	25,417	26,020
30,610	Regional Leadership & Support Services	29,697	31,491
49,646	Roading	49,352	49,960
24,588	Solid Waste	6,024	11,445
4,588	Urban Stormwater	4,028	4,583
12,967	Wastewater	13,566	14,360
9,473	Water Supply	9,865	9,560
178,919	**Total Expenses**	**160,581**	**170,178**
	Revenue From Exchange Transactions		
1,793	Commercial Operations	1,829	1,852
6,569	Environmental Services & Protection	6,767	6,714
292	Land, Rivers & Coastal	298	241
3,508	Liveable Communities	3,581	3,586
1,236	Regional Leadership & Support Services	4,048	1,748
150	Roading	154	154
349	Solid Waste	377	277
536	Wastewater	549	842
4,141	Water Supply	4,244	3,935
18,574	**Total Revenue From Exchange Transactions**	**21,848**	**19,350**
	Revenue From Non-Exchange Transactions		
835	Environmental Services & Protection	1,333	1,333
912	Land, Rivers & Coastal	688	688
835	Liveable Communities	769	920
3,469	Regional Leadership & Support Services	2,924	2,946
24,251	Roading	22,810	23,811
19,000	Solid Waste[1]	0	5,400
49,716	**Total Revenue From Non-Exchange Transactions**	**28,525**	**35,098**
110,630		**110,207**	**115,730**

[1]The difference to Year 2, relates to the timing adjustment for Large Woody Debris project, this project is 100% externally funded.

Note 3: Rates revenue

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
87,974	**Rates Revenue**	**96,708**	**96,951**
	Rates revenue consists of:		
8,798	General Rates	10,763	10,761
21,385	Uniform Annual General Charge	24,632	24,834
54,141	Targeted Rates	57,572	57,791
3,651	Metered Water Rates	3,742	3,565
87,974	**Rates Revenue**	**96,708**	**96,951**
	Less		
2,200	Remissions	2,251	2,047
85,774	**Net Rates Revenue**	**94,457**	**94,904**

Forecast rating base information

	Rating Units	Total Capital Value $000s	Total Land Value $000s
Rateable Units	22464	20,606	11,920
Non Rateable Units	1462	410	252
Total	**23,926**	**21,016**	**12,171**

Note 4: Revenue from grants and subsidies

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Revenue from Grants and Subsidies		
88,250	Central Government Grants & Other Grants and Subsidies[1]	64,517	77,687
66,413	NZ Transport Agency Roading Subsidies[2]	65,514	70,769
154,663	**Total Revenue from Grants and Subsidies**	**130,031**	**148,456**

[1]Central Government Grants/Other - mostly relates to Central Government grants for the recovery and reinstatement of damaged infrastructure post cyclone Gabrielle.

[2]NZ Transport Agency Waka Kotahi - Roading subsidies - the increase is due to the provision of emergency reinstatement works after Cyclone Gabrielle.

Note 5: Revenue from operating activities

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Revenue from Operating Activities		
1,863	Development Contributions	1,878	1,878
650	Rates Penalties	650	650
15,456	Activity Revenue	15,925	15,903
0	Dividends	2,300	0
365	Petroleum Tax	365	365
18,334	**Total Revenue from Operating Activities**	**21,118**	**18,796**

Note 6: Revenue from other gains/(losses)

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Revenue from Other Gains		
350	Gain / (Loss) on Disposal of Property, Plant and Equipment	850	850
350	**Total Revenue from Other Gains**	**850**	**850**

Note 7: Employee benefit expense

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Employee Benefit Expense		
45,205	Salary and Wages[1]	45,880	48,147
1,188	Defined Contribution Plans Expense	1,212	1,307
(9,254)	Less Recharged to Other Expense Categories	(9,365)	(11,084)
37,139	**Total Employee Benefit Expense**	**37,727**	**38,370**

[1]Most of the difference against Year 2 relates to resourcing for the recovery program and the timing of projects, these costs are funded by external grants.

Note 8: Depreciation and amortisation expense

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Depreciation and Amortisation Expense		
786	Commercial Operations	870	870
61	Environmental Services & Protection	60	60
197	Land, Rivers & Coastal	216	216
3,735	Liveable Communities	4,149	4,149
1,783	Regional Leadership & Support Services	1,906	1,906
15,598	Roading	16,334	15,694
490	Solid Waste	501	501
1,537	Urban Stormwater	1,602	1,602
3,667	Wastewater	3,767	4,265
3,470	Water Supply	3,595	3,595
31,324	**Total Depreciation and Amortisation Expense**	**32,999**	**32,857**
31,324	Total Depreciation	32,999	32,857
31,324		**32,999**	**32,857**

Note 9: Expenditure on operating activities

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Expenditure on Operating Activities		
2,786	Administration Expenses	2,892	2,901
270	Audit Fees - Financial Reporting	305	305
0	Audit Fees - Other	0	0
2,518	Consultants and Professional Services	2,588	2,608
975	Elected Members and Director's Fees	996	996
258	Indirect Employment Costs	262	227
989	Grants and Donations	1,002	1,001
2,016	Insurance Costs	2,217	2,217
2,114	Rental and Operating Leases	2,160	2,113
15,756	Repairs and Maintenance	16,393	16,374
1,700	Bad Debts Written Off - Rates	1,740	1,547
(84)	Bad Debts Written Off - Other	(90)	(92)
172	Change to Impairment of Receivables	179	179
174	IRD Compliance Costs	178	178
2,400	Litter Bins and City Cleaning	2,479	2,479
9,849	Emergency Works	10,173	10,173
61,778	Other Operating Expenditure1	38,328	47,666
103,671	**Total Expenditure on Operating Activities**	**81,801**	**90,873**

[1] **Other operating expenditure - includes items such as electricity, operational contracts, treatment plants, pump stations, internal interest costs, vegetation planting contracts, facilities contracts. The main difference against Year 2 relates to changes in special operational projects, driven mostly by timing adjustments. Many are externally funded and result in limited direct impact on ratepayers.**

Note 10: Finance costs

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Finance Costs		
5,435	Interest on Debentures and Interest Rate Swaps	5,435	7,316
1,290	Interest on Bank Borrowings and Commercial Paper	2,559	702
60	Line Fee	60	60
6,786	**Total Finance Costs**	**8,054**	**8,078**

Note 11: Development contributions revenue

Year 3 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Development Contributions Revenue		
66	Reserves & Open Spaces	66	66
440	Roading	440	440
182	Water Supply	182	182
850	Wastewater	850	850
325	Stormwater	340	340
1,863	**Total Development Contributions Revenue**	**1,878**	**1,878**

Note 12: Movements in reserves

	Opening Balance 1 July 2025 $000s	Transfers to Reserves $000s	Transfers from Reserves $000s	Closing Balance 30 June 2026 $000s
Special Funds and Other Reserves				
Waipaoa River Flood Control Scheme	822	16	0	839
Civil Defence Disaster Relief	397	7	98	306
Capital Development Fund	1,597	31	0	1,629
Quarry Rehab	1,289	25	0	1,314
Olympic Pool Development	33	1	0	33
Reserves Contributions	441	817	0	1,258
Land Transport - Urban Development Contributions	697	458	17	1,138
Water Supply - Urban Development Contributions	290	186	393	82
Wastewater - Urban Development Contributions	2,394	890	1,490	1,794
Stormwater - Urban Development Contributions	(286)	337	118	(67)
Reserves - District Development Contributions	356	74	0	430
HMNZ Blackpool Scholarship Fund	7	0	0	7
GHL Forestry Reserve	(2,223)	155	2,300	(4,368)
Pamoa Restoration Reserve	3,234	52	390	2,895
Land Subdivision	387	8	0	395
Organisation Development Reserve	3,817	0	1,579	2,238
Depreciation	31,420	32,907	41,919	22,408
Total Special Funds and Other Reserves	**44,671**	**35,963**	**48,304**	**32,330**

Note 13: Reconciliation of funding impact statement with prospective statement of comprehensive revenue and expenses

Year 1 2025		Year 2 2026	AP 2026
$000s		$000s	$000s
	RECONCILIATION OF REVENUE		
	Sources of operating funding		
152,263	Total operating funding (A) as per Funding Impact Statement	142,489	146,984
	Add Sources of capital funding		
106,846	Subsidies and grants for capital expenditure	103,489	115,341
1,863	Development and financial contributions	1,878	1,878
350	Profit / (Loss) on Sale of Assets	850	850
0	Lump sum contributions	0	0
261,322		248,706	265,054
261,322	**As per Prospective Statement of Comprehensive Income - Total Operating Income**	**248,706**	**265,054**
	RECONCILIATION OF EXPENDITURE		
	Applications of operating funding		
147,595	Total applications of operating funding (B) as per Funding Impact Statement	127,582	137,322
31,324	Add depreciation and amortisation expense	32,999	32,857
178,919		160,581	170,178
178,919	**As per Prospective Statement of Comprehensive Income - Total Operating Expenditure**	**160,581**	**170,178**
	RECONCILIATION OF TOTAL COMPREHENSIVE INCOME		
106,846	Add subsidies and grants for capital expenditure	103,489	115,341
4,668	Surplus/(deficit) of operating funding (A-B)	14,908	9,663
350	Add Subvention Payment	350	350
350	Add Profit / (Loss) on Sale of Assets	850	850
1,863	Add development and financial contributions	1,878	1,878
(31,324)	Add depreciation and amortisation expense	(32,999)	(32,857)
48,350	Add gains/(loss) of property revaluation	68,751	68,751
131,103		157,227	163,977
131,103	**As per Prospective Statement of Comprehensive Income - Total Comprehensive Income**	**157,227**	**163,977**

Note 14: Capital expenditure

Description	Level Of Service	Year 2 2026 $000s	AP 2026 $000s	Variance
Commercial Operations				
Commercial Property - Staff Housing Upgrades	MAINTAIN	55	117	(62)
Community Housing - Upgrades	MAINTAIN	225	359	(134)
Commercial Property - Office Furniture	MAINTAIN	-	45	(45)
Total		**280**	**521**	**(241)**
Land, Rivers and Coastal				
Flood resilience - Cat 2	INCREASE	14,219	6,003	8,216
Flood Scheme Renewals	MAINTAIN	225	225	-
Waipaoa River Flood Control Scheme Resilience Improvements	INCREASE / MAINTAIN	3,369	3,369	-
Waipaoa River Flood Ctl Scheme - Cat 2	INCREASE	7,592	6,722	870
Total		**25,405**	**16,319**	**9,086**
Liveable Communities				
Amenities	MAINTAIN	389	536	(147)
Aquatic Facilities Renewals	MAINTAIN	25	25	-
CBD Revitalisation	INCREASE / MAINTAIN	1,500	1,719	(219)
Cemeteries Renewals	INCREASE / MAINTAIN	73	73	-
Jetties and Boat Ramps	MAINTAIN	65	65	-
Kiwa pools - Outdoor Pool	INCREASE / MAINTAIN	3,000	3,000	-
Land Remediation (asbestos contamination on Reserve land)	MAINTAIN	200	365	(165)
Land Stability Projects	MAINTAIN	250	437	(187)
Library Renewals	MAINTAIN	237	237	-
Museum Renewals	MAINTAIN	-	194	(194)
New urban cemetery	INCREASE	-	113	(113)
Parks - Kopututea Private Reserve - Co-Governance	MAINTAIN	15	15	-
Parks & Reserves	MAINTAIN	852	1,115	(263)
Public Art	MAINTAIN	60	30	30
Signage	MAINTAIN	30	30	-
Sportsground Facilities - Indoor Stadium	INCREASE	500	500	-
Sportsground Facilities Upgrades and Renewals	MAINTAIN	150	150	-
Street Trees Planting	INCREASE / MAINTAIN	85	85	-
Waihirere Domain Development	INCREASE / MAINTAIN	11	11	-
Waingake Restoration (Pamoa)	INCREASE	1,902	1,952	(50)
WMT - Capital Upgrades	MAINTAIN	25	25	-
Total		**9,369**	**10,677**	**(1,308)**

Description	Level Of Service	Year 2 2026 $000s	AP 2026 $000s	Variance
Regional Leadership and Support				
Air Quality And Noise Monitoring Equipment	MAINTAIN	-	-	-
Archive Upgrades	MAINTAIN	400	420	(20)
Bore Drilling and Renewals	INCREASE / MAINTAIN	-	198	(198)
Business Analytics	MAINTAIN	45	45	-
Civil Defence Upgrades	INCREASE	-	210	(210)
Digitisation of records- capex	INCREASE	600	600	-
Existing Core Hardware & Software Renewal	MAINTAIN	800	1,175	(375)
Freshwater Improvement Fund	INCREASE / MAINTAIN	879	1,220	(341)
Orthophoto Regeneration - Aerial Photography	MAINTAIN	40	40	-
Renewals	MAINTAIN	56	56	-
Resilience Upgrades	INCREASE / MAINTAIN	50	150	(100)
Software Renewals & Updates	INCREASE	10	60	(50)
Telemetry And Hydrological Equipment	MAINTAIN	95	95	-
Vehicle & Minor Plant Renewals	MAINTAIN	428	428	-
Total		**3,401**	**4,695**	**(1,294)**
Roading				
CBD Revitalisation	INCREASE / MAINTAIN	350	450	(100)
Community connectivity	INCREASE	850	850	-
Emergency Works	MAINTAIN	35,000	-	35,000
Footpath Replacements - Funded	MAINTAIN	63	174	(112)
Gisborne City Carpark Facility	MAINTAIN	21	21	-
Minor Improvements Projects	MAINTAIN	1,136	1,136	-
Regional Transport Projects - recovery	INCREASE	30,000	74,340	(44,340)
Resilience Improvement	INCREASE / MAINTAIN	797	1,072	(276)
Roading Renewals	MAINTAIN	14,369	18,247	(3,877)
Taruheru Subdivision Road Links (Cameron Road and others)	GROWTH	53	53	-
Total		**82,639**	**96,343**	**(13,704)**
Solid Waste				
Heritage Landfill Remediation	MAINTAIN	4,180	6,730	(2,550)
Landfill Capital Works	INCREASE	1,500	1,500	-
Paokahu Closed Landfill	MAINTAIN	17	52	(35)
Resource Recovery centre	INCREASE	2,000	1,363	637
Solid Waste Renewals	MAINTAIN	144	144	-
Transfer Stations	MAINTAIN	-	728	(728)
Waiapu Landfill - Stage 3	MAINTAIN	-	336	(336)
Waste Resilience	INCREASE / MAINTAIN	-	2,488	(2,488)
Total		**7,842**	**13,342**	**(5,500)**

Description	Level Of Service	Year 2 2026 $000s	AP 2026 $000s	Variance
Stormwater				
Integrated Catchment Plan	GROWTH / INCREASE / MAINTAIN	112	112	-
Stormwater Renewals & Upgrades	GROWTH / INCREASE / MAINTAIN	2,261	3,927	(1,666)
Stormwater resilience	INCREASE / MAINTAIN	750	750	-
Total		**3,123**	**4,789**	**(1,666)**
Townships				
Township upgrades	INCREASE / MAINTAIN	1,006	1,675	(669)
Total		**1,006**	**1,675**	**(669)**
Wastewater				
Mortuary Waste Field	INCREASE	-	133	(133)
Te Karaka Wastewater Land Disposal	MAINTAIN	620	864	(244)
Wastewater renewals and Urban upgrades	GROWTH / INCREASE / MAINTAIN	5,842	5,992	(150)
Wastewater Sensor Network	INCREASE	150	150	-
Wastewater Treatment Plant Further Treatment	MAINTAIN	-	366	(366)
Total		**6,612**	**7,505**	**(893)**
Water Supply				
Dams Resilience	MAINTAIN	800	1,239	(439)
Rural Reticulation Renewal	MAINTAIN	11	11	-
Sang Dam Slump Remedial Works	INCREASE / MAINTAIN	92	145	(53)
Taruheru Block Water Extension	GROWTH	707	707	-
Waipaoa Treatment Plan Infiltration Galery	INCREASE / MAINTAIN	-	170	(170)
Water supply renewals and upgrades	MAINTAIN	2,583	3,054	(472)
Water supply resilience	INCREASE / MAINTAIN	1,500	2,020	(520)
Total		**5,692**	**7,346**	**(1,654)**
Grand Total		**145,370**	**163,212**	**(17,842)**

The increases in capital expenditure programme against Year 2 are due mostly to the inclusion of carryovers. The adjustments ensure continued delivery while reflecting realistic timefames for project completion.

Te pūrongo ahumoni me ngā taumata matawhāiti
Financial reporting and prudence benchmarks

The purpose of this statement is to disclose Council's planned financial performance in relation to various benchmarks to enable the assessment of whether the group is prudently managing its revenues, expenses, assets, liabilities, and general financial dealings.

Council is required to include this statement in its Annual Plan in accordance with the Local Government (Financial Reporting and Prudence) Regulations 2014 (the regulations). Refer to the regulations for more information, including definitions of some of the terms used in this statement.

Benchmark

Benchmark	Limit	Planned	Met
Rates affordability benchmarks:			
- quantified limit on rates income (per 3YP)	94,611	93387	Yes
- quantified limit on rates increase (per 3YP)[1]	11.4%	9.95%	Yes
Debt affordability benchmark			
- quantified limit on borrowing	<175%	150%	Yes
Balanced budget benchmark >100%[2]	100%	154%	Yes
Essential services benchmark >100%[3]	100%	231%	Yes
Debt servicing benchmark <10% (borrowing costs/revenue)	10%	5.3%	Yes

[1] **Quantified limit on rates increase is 11.4% plus growth.**

[2] **Higher balanced budget benchmark is due to higher revenue than operational expenditure. This is due to the capital grants from central government for the reinstatement of damaged infrastructure resulting from Cyclone Gabrielle that impacted our region in February 2023. Capital grants goes towards reducing our need to borrow, and supports the capital expenditure program.**

[3] **Higher essential services benchmark resulting from increased capital costs to reinstate the damaged infrastructure resulting from Cyclone Gabrielle in February 2023. This is reflected in the increased capital to depreciation results.**

Notes

Rates affordability benchmark

- For this benchmark, Council's planned rates income for the year is compared with a quantified limit on rates contained in the financial strategy included in the Council's 3YP; and
- The Council's planned rates increases for the year are compared with a quantified limit on rates increases for the year contained in the financial strategy included in the Council's 3YP.

Council meets the rates affordability benchmark if

- Its planned rates income for the year equals or is less than each quantified limit on rates; and
- Its planned rates increases for the year equals or are less than each quantified limit on rates increases.

Debt affordability benchmark

- For this benchmark, the Council's planned borrowing is compared with a quantified limit on borrowing contained in the financial strategy included in the Council's 3YP.
- The Council meets the debt affordability benchmark if its planned borrowing is within each quantified limit on borrowing.

Balanced budget benchmark

- For this benchmark, the Council's planned revenue (excluding development contributions, vested assets, financial contributions, gains on derivative financial instruments, and revaluations of property, plant or equipment) is presented as a proportion of its planned operating expenses (excluding losses on derivative financial instruments and revaluations of property, plant, or equipment).
- The Council meets the balanced budget benchmark if its revenue equals or is greater than its operating expenses.

Essential services benchmark

- For this benchmark, the Council's planned capital expenditure on network services is presented as a proportion of expected depreciation on network services.
- The Council meets the essential services benchmark if its planned capital expenditure on network services equals or is greater than expected depreciation on network services.

Debt servicing benchmark

- For this benchmark, the Council's planned borrowing costs are represented as a proportion of planned revenue (excluding development contributions, vested assets, financial contributions, gains on derivative financial instruments, and revaluations of property, plant or equipment).
- Because Statistics New Zealand projects that the Council's population will grow slower than the national population growth rate, it meets the debt servicing benchmark if its planned borrowing costs are less than 10% of it planned revenue.

Ngā whakamārama hiranga
Significant assumptions

The following section details the assumptions Council has made in preparing this Annual Plan. These assumptions are necessary as they ensure that readers are aware of the basis for the estimates and forecast. The Annual Plan provides forecast financial information in accordance with New Zealand Financial Reporting Standard 42 (FRS42), Prospective Financial Statements. Actual results are likely to vary from the information presented and the variations maybe material.

Significant forecasting assumptions and risks

Schedule 10 (Section 11) of the Local Government Act 2002 contains provisions relating to 'significant forecasting assumptions'. The Act requires that Council identifies the significant forecasting assumptions and risks underlying the financial estimates. Where there is a high level of uncertainty, Council is required to state the reason for that level of uncertainty and provide an estimate of the potential effects on the financial assumptions.

General

It is assumed there will be no changes in the nature of the Gisborne District Council's business.

Interest rates

The interest rate on Council external debt is approximately 3.9% in this Annual Plan. Council covers its interest rate exposure using interest rate swaps. The interest rates are based on estimates of the 90-day bank bill rate and include bank margins and the effect of continuing use of interest rate swaps.

Inflation

The forecast financial information includes provision for inflation. Council has used forecasts of price level changes prepared by Business and Economic Research Limited (BERL) to calculate the inflation rate for each year of the 3YP. Council has left the inflation at levels used in the 2024-2027 3YP. Council has not included any inflation on Roading operation costs for the 2025/26 financial year. This is based on firm indications from National Roading bodies.

Renewability of funding

Bank facilities are arranged with multiple banks and structured to ensure there is a range of maturity dates. Bank facilities are reviewed annually. The Annual Plan assumes that the necessary level of funding will continue to be available through a mixture of bank facilities and debentures.

Forecast returns on investment and strategic assets

Council maintains a range of commercial and strategic investments. Council has used forecast the return for significant investments and business units. Council is currently reviewing all its investments and strategic assets to ensure it is receiving an adequate rate of return. The Annual Plan does not currently include any significant strategic or investment asset disposals.

External funding

Included in the forecast financial statements are a number of operational and capital projects that are assumed to be either significantly or 100% funded by another agency or grant. There are also a number of major projects to be funded by a combination of Council and external funding.

Council has $163m planned for capital projects in the 2025/26 Annual Plan (after project prioritisation). Of this, $117.8m is budgeted to be funded from grants, subsidies or donations. There is a risk that sources of funds for some capital projects may not eventuate. It is assumed that if the external funds budgeted are not available then the projects will be reviewed and the availability of other funding sources will be assessed.

Depreciation

All assets, excluding those listed below, are assumed to be replaced at the end of their useful life. The following assets are assumed not to be replaced at the end of their useful life:

- Tolaga Bay Wharf
- Pātūtahi Hall.

Council does not fund depreciation on these assets.

Council does not fully fund the depreciation on its roading assets in the Forecast Financial Statements. It is assumed that a set proportion of the Land Transport capital expenditure will continue to be funded through Waka Kotahi financial assistance subsidies. It is therefore considered appropriate to only collect rates revenue on the portion of roading depreciation funded from Council reserves.

Council does not fund depreciation on the Airport assets as it is assumed that the Council lease of the Airport assets and operations to East land Infrastructure Ltd will result in the assets being returned to Council at the end of the lease in the same condition as when the lease began on 1 April 2005.

Council funds depreciation costs for revalued Three water assets to the extent that was provided within the 3YP and to extent of meeting its renewals.

Useful lives of assets are as recorded in Asset Management Plans or based upon professional advice. There is a risk that some assets may wear out and fail sooner or later than calculated. There is no certainty that asset components will last exactly their design lives. However, replacement is budgeted at the expected end of useful life and earlier replacement will result in a loss on disposal of any residual value.

Earlier replacement may result in deferring other discretionary capital projects in order to remain within the total Annual Plan capital budget and Council's borrowing limits as set out in the Council Liability Management Policy.

The depreciation rates used for planned asset acquisition are in line with current policies.

Depreciation on planned asset acquisitions

The depreciation rates used for planned asset acquisitions are in line with current policies.

Asset sales

The forecast financial information does not make any provision for income from the sale of Council assets.

Resource consents

All of Council's works projects require resource consents to be granted before works can commence. It has been assumed that resource consents can be obtained for all capital works, and that obtaining those resource consents will not significantly impact on the timing of capital works shown in the Annual Plan.

It is also assumed that the currency and conditions of existing resource consents held by Council will not be altered significantly during the term of the Annual Plan.

Revaluation of assets

The forecast financial information includes an annual estimate to reflect the change in asset valuations and depreciation. The effect of the revaluations, is a best estimate based on historical asset values, forecast capital expenditure, the BERL inflation indices and recent revaluation information.

The most recent revaluation of Council's assets were Land, Buildings & Gisborne Airport landside/airside 30 June 2022; Roading infrastructure, utilities and flood assets are revalued annually. It is assumed revaluations will result in an increase in the asset values, revaluation, reserves and the depreciation expense.

Emissions trading scheme

Council has made no provisions for the effects of the Emissions Trading Scheme in this Annual Plan. The effects of the scheme are difficult to predict. It is anticipated that any increase in costs will be mostly offset by increased efficiency gains.

Revenue and financing mechanisms

The following information is presented solely and for the purpose of clause 20 of Schedule 10 of the Local Government Act 2002 and the Local Government (Financial Reporting and Prudence) Regulation 2014 with additional information provided to assist ratepayers in understanding the rates for the financial year commencing 1 July 2025 and ending 30 June 2026.

These statements are not NZ GAAP compliant. The information presented is incomplete, (in particular it does not include depreciation and internal overheads).

This statement should not be relied upon for any other purpose than compliance with the local Government (Financial Reporting and Prudence) Regulation 2014.

We have provided a reconciliation between Council's Prospective Statement of Comprehensive Revenue and Expenses and Councils Funding Impact Statement in Note 13.

In addition to rating income, Council has a number of other sources of revenue including:

- **subsidies and grants -** From government and non-government organisations to fund maintenance or capital projects
- **fees and charges -** Council charges for services provided, for example building consents and dog licences
- **interest received and dividends income -** From funds invested or Council investments
- **capital rates -** Rates used to repay Loans and Capital Expenditure, for example solid waste loan
- **development contributions -** Money received to fund capital expenditure for new development
- **asset sales -** Money received from the sale of assets
- **reserves -** Money set aside to fund expenditure for a specific purpose. For further details of Council's revenue funding mechanisms, please refer to the Revenue and Financing Policy in 2024-2027 3YP.

Funding impact statement

This statement sets out the information required by Schedule 10 of the Local Government Act 2002, together with additional information provided to assist ratepayers in understanding the impact of the Annual Plan.

Year 1 2025 $000s		Year 2 2026 $000s	AP 2026 $000s
	Sources of operating funding		
30,833	General rates, uniform annual general charges, rates penalties	36,044	34,575
57,791	Targeted rates	61,314	63,026
47,818	Subsidies and grants for operating purposes	26,542	33,115
13,129	Fees and charges	13,488	13,597
0	Interest and Dividends from Investments	2,300	0
2,693	Local authorities fuel Tax, fines, infringement fees and other receipts	2,802	2,671
152,263	**Total Operating Funding (A)**	**142,489**	**146,984**
	Applications of operating funding		
140,825	Payments to staff and suppliers	119,543	129,259
6,771	Finance costs	8,039	8,063
0	Other operating funding applications	0	0
147,595	**Total applications of operating funding (B)**	**127,582**	**137,322**
4,668	**Surplus/(deficit) of operating funding (A-B)**	**14,908**	**9,663**
	Sources of capital funding		
106,846	Subsidies and grants for capital expenditure	103,489	115,341
1,863	Development and financial contributions	1,878	1,878
22,349	Increase/(decrease) in debt	11,939	12,982
350	Gross proceeds from sale of assets	850	850
0	Lump sum contributions	0	0
131,408	**Total sources of capital funding (C)**	**118,156**	**131,052**
	Applications of capital funding		
	Capital expenditure		
971	- to meet additional demand	2,164	2,164
59,038	- to improve level of service	46,668	53,742
100,023	- to replace existing assets	96,537	107,306
(23,955)	Increase/(decrease) in reserves	(12,306)	(22,497)
0	Increase/(decrease) of investments	0	0
136,077	**Total applications of capital funding (D)**	**133,064**	**140,714**
(4,668)	**Surplus/(deficit) of capital funding (C-D)**	**(14,908)**	**(9,663)**
0	**Funding balance ((A-B)+(C-D))**	**0**	**0**

Tauāki Whakakohuki Pūtea Rēti
Rates funding impact statement

Rating information

This year Council will collect $107.4m including GST $93.4m excluding GST.

Rates base information

The Revenue and Financing Policy within the 2024-2027 Three Year Plan outlines the choices Council has made in deciding the appropriate sources for funding its operating and capital expenditure. One of these sources are rates.

There are three broad categories of rates:

1 A general rate under Section 13 of the Local Government (Rating) Act 2002 (LGRA). These are set on all rateable land in the district, at a set rate in the dollar of the rateable value of land. The Council sets a uniform general rate based upon the capital value of the land.

2 A Uniform Annual General Charge (UAGC) under Section 15 of the LGRA for all rateable land within the district. This may be set per "rating unit" or per "Separately Used or Inhabited Part of a rating unit" (SUIP). The Council sets its UAGC per SUIP.

3 Targeted rates under Section 16 and 19 of the LGRA. Targeted rates may be set on all rateable land within the district or on certain identified categories of land and are used to fund identified activities or groups of activities.

Under Section 18 of the LGRA, targeted rates may be calculated based upon different factors of liability. These are set out under Schedule 3 and include:

- capital value
- land value
- number of SUIPs
- number of water closets and urinals (pans).

Differentials and factors of liability

The general rate and targeted rates may be set differentially, with different categories of land attracting a different level of rate. The matters that may be used to define different categories of land are set out in Schedule 2 of the LGRA, and include:

- the use of the land
- the area of the land
- the provision or availability to the land of a service provided by, or on behalf of, the Council
- where the land is situated.

The Council uses different categories of rateable land to set rates differentially. These include categories of property use, Differential Rating Areas (DRAs) and drainage scheme areas.

Rating definitions

Inner zone

The inner zone is the land area in DRA1, DRA1A and DRA2 as provided in the map at the end of this section.

Outer zone

The outer zone is the land area in DRA3, DRA4 DRA5 as provided in the map at the end of this section.

Residential, lifestyle and other sector

This is a general rating category. It includes residential, lifestyle, arable, utilities network and other properties units, as well as any other properties that do not fall into the horticulture, pastoral, commercial, industrial and forestry (exotic) categories. native forests and vacant forest land are rated in this category. A horticultural or pastoral property that is less than 5ha is rated in this category. There is a weighting of 1.0 for subsidised, and flood damage and emergency reinstatement roading rates.

Horticulture sector

Properties used for horticulture that are 5ha or greater in area. There is a weighting of 1.5 for subsidised, and flood damage and emergency reinstatement roading rates.

Pastoral sector

Properties that have a pastoral use and are 5ha or greater in area. There is a weighting of 1.5 for subsidised, and flood damage and emergency reinstatement roading rates. Where 20ha or more of the property is planted in exotic forestry, the area will be rated with the forestry weighting of 13.75. That area will also contribute to the 70% forestry share for the recovery woody debris rate.

Forestry sector

Properties that are planted in exotic forestry. There is a weighting of 13.75 for subsidised, and flood damage and emergency reinstatement roading rates and the recovery woody debris rate. The forestry differential weighting is based on industry specific forecast forestry maintenance costs, updated with AP 2024/25 planned roading expenditure.

Where 20ha or more of the property is used for pasture, the area will be rated with the pastoral weighting of 1.5 for subsidised, and flood damage and emergency reinstatement roading rates. That area will also contribute to the 30% pastoral share for the recovery woody debris rate.

Properties that are native forests or vacant forestry land are included for rating in the residential, lifestyle and other general category. There is a weighting of 1.0 for subsidised, and flood damage and emergency reinstatement roading rates.

Commercial and industrial sector

Properties that have a commercial, industrial or utilities use other than where it is a utilities network. There is a weighting of 2.0 for subsidised, and flood damage and emergency reinstatement roading rates.

Rates as the Council sets them:

Targeted rates

- Rates which can fund a particular activity or group of activities and can apply to certain areas, categories or to certain ratepayers.
- The matters and categories used to define categories of rateable land and calculate liability for targeted rates are set out in the Local Government (Rating) Act 2002 Schedule 2 and Schedule 3.

Aquatic and recreation facilities rate - The cost of maintaining the Kiwa Pool complex and our recreational facilities is based on the properties capital value. Properties in the inner zone contribute at a weighting of 1.0 and the outer zone contribute less with a weighting of 0.3.

Animal control rate - The cost of minimising danger, distress and nuisance caused by stray dogs and controlling stock on roads. This is a uniform targeted rate on residential properties throughout the district.

Building services rate - The cost of providing advice to the public on regulatory requirements with the Building Act and cost of resolving complaints about building related issues including stormwater on private property based on a properties capital value. Residential and lifestyle properties in Gisborne City and Tūranganui-a-Kiwa/Poverty Bay contribute 85%. The remaining 15% is paid by rural properties.

Business area patrols in CBD rate - The cost of providing security in the CBD and operating CCTV security cameras for crime prevention as set out on the map at the end of this section. This is based on capital value in the CBD.

Commercial recycling rate - A targeted rate on non-residential properties within Gisborne City on each separately used or inhabited part of a property which elect to receive the recycling collection service.

Cyclone recovery rate - woody debris -A targeted rate to cover maintenance and preemptive work to protect Council assets. The targeted rate share is apportioned on capital value between the forestry sector (70%) and the pastoral sector (15%). Where 20ha or more of the property is planted in forestry, that portion will be rated as forestry. Where 20ha or more of the property is pastoral, that portion will be rated as pastoral. The remaining 15% public good component is collected from the UAGC.

Drainage rates - The cost of providing land drainage in the designated areas of benefit. There are two groups - direct beneficiaries and contributors. Both rates are based on the area of land receiving the benefit. Maps of the drainage areas are at the end of this section.

Economic development and tourism rate - The costs of preparing for and supporting economic and tourism activity throughout the district. This rate is payable by all industrial and commercial properties over the whole district based on capital value.

Flood control schemes rate - This is the cost of operating flood protection works. General rates fund 60% and the balance is targeted collection from those who receive benefit from the scheme in the city and Tūranganui-a-Kiwa/Poverty Bay. Maps of the flood control schemes are available at the end of this section.

- Waipaoa there are six classes of the scheme from A-F.
- Te Karaka – the targeted rates are split between residential and non-residential properties.

Noise control rate - This is the cost of responding to noise complaints. This is uniform targeted rate to residential properties in Gisborne City, Makaraka, Wainui and lifestyle properties ine Tūranganui-a-Kiwa/Poverty Bay.

Non-subsidised road rate - This is the cost of non-subsidised road works in the district. This is a differential targeted rate on the inner zone and outer zone based on capital value.

Passenger transport rate - This is a uniform targeted rate for providing a subsidised passenger transport service payable on residential properties per separately used or inhabited part of a property in Gisborne City.

Parks and reserves rate - The cost of maintaining all the parks, reserves, playing fields, beach access points. This is a fixed amount per rating unit. The inner zone contributes 85% of costs and Outer Zone 15%.

Plant and animal pests rate - To keep nuisance pests and noxious plants under control. All properties contribute, but farms pay a larger contribution. The inner zone contributes 20% and the outer zone contributes 80%. This is rated on land value.

Resource consents rate - The focus is to allocate the use of natural resources to consent holders and to protect the quality of the natural and physical environment and to provide assistance and clarity to the public. This is rated on land value.

Roading flood damage and emergency and subsidised local roads rate - Roading maintenance and repair costs are partly fund by NZTA Waka Kotahi. The rate targeted portion is based on capital value and is split into differential rating groups that are weighted as follows: residential, lifestyle and other properties 1.0; horticulture and pastoral farming 1.5; industrial and commercial 2.0; forestry 13.75. The remaining portion is collected as part of the UAGC

Subsidised roading rate - residential lifestyle and other properties - This is a general sector that includes residential, lifestyle, arable, utilities network and other properties that do not fall into the horticulture, pastoral, commercial, industrial and forestry sectors. A horticultural or pastoral property that is less than 5 ha is rated in this sector. This is rated on capital value.

Subsidised roading rate - horticulture properties - Have horticulture use and are 5ha or greater in area. This is rated on capital value.

Subsidised roading rate - pastoral properties - Have pastoral use and are 5ha or greater in area. Where 20ha or more of the property is planted in forestry, that portion will be rated with the weighting for forestry roading rates. This is rated on capital value.

Subsidised roading rate - forestry exotic properties - Have a forestry use. Where 20ha or more of the property is pastoral, that portion will be rated with the weighting for pastoral roading rates.This is rated on capital value.

Subsidised roading rate - commercial and industrial properties - Have a commercial and industrial and utilities use other than where it is a utilities network.

Flood damage and emergency works rate - This rate covers approximately 25% of cost of repairs to roading network from an adverse event. The remaining balance is funded by a NZTA Waka Kotahi subsidy. Properties are rated on capital value using the weightings of 1.0 for residential properties, 1.5 for horticulture and pastoral properties, 2.0 for commercial and industrial properties and 13.75 for forestry properties. Where 20ha or more of the property is either pastoral or forestry, that portion will be rated with the corresponding weighting (pastoral 1.5, forestry 13.75). This is rated on capital value.

Rural transfer stations rate - Partially covers the cost of operating eight transfer stations at Tolaga Bay, Tokomaru Bay, Te Puia Springs, Tikitiki, Waiapū, Te Karaka, Whatatūtū and Matawai. This includes the cost of cartage to Waiapū Landfill or Gisborne City. Residential properties within a 15km radius of a rural transfer station contribute to this rate per separately used or inhabited part of a property eg if a property has multiple dwellings, the rate will be charged per dwelling. Refuse stickers are issued to use when taking refuse to a transfer station. Ruatōria township have both kerbside collection and the use of the transfer station. A charge is payable for each service.

Soil conservation rate - Advocacy and land use – This rate is concerned with erosion, land stabilisation and the effective use of land and the advice, communication and enforcement of this legislation. The soil conservation rates are split between DRA1, DRA1A and DRA2 -40%, DRA3 and DRAS4 30%, and DRA5 30%. This is based on land value.

Stormwater and drains rate - This is for the cost of stormwater reticulation to dispose of rainwater and maintain assets in Gisborne City and rural townships. Funded by a charge per separately used or inhabited part payable by residents living in Gisborne City, Wainui, Okitu and rural towns including Pātūtahi and Manūtukē. The basis for stormwater and drains on commercial properties is capital value.

Theatres rate - This is for the cost of maintaining theatres in the district. Some costs are part funded by fees and charges and part funded by a targeted rate on capital value in the inner zone and the outer zone.

Water conservation rate - This is the cost of monitoring the quality and volume of natural water, and ensuring that we are using these water resources wisely and is based on land value.

Waiapū River erosion control scheme rate

Covers the operating costs and loan repayments of protection works on the river. This activity is partially (60%) funded by the general rate with the balance split between:

- direct beneficiaries in Ruatōria township and around the river pay 60% of the cost of the activity balance on capital value
- indirect beneficiaries inside the catchment area pay 15% of the cost of the activity balance on capital value
- contributors at the edges of the catchment pay 15% of the activity balance based on rate on the dollar per hectare.

Wastewater rate - 10% of costs are funded in the general rate with the balance paid by a **pan charge rate** to connected users.

Wastewater (pan charge) rate - A usage charge based on the number of toilet pans and urinals connected. A residential dwelling pays only one pan charge, no matter how many toilet pans are installed. All other properties pay one pan charge for each toilet pan or urinal installed and connected. this includes but is not limited to commercial properties, schools and hospitals.

Waste management charge rate - Solid waste/household refuse collection including the cost of recycling where the service is provided throughout the district. This is a uniform amount for each separately used or inhabited part of a property.

Water rate

- **Uniform water charge** is the cost of delivering drinking water where the service is provided, payable per separately used or inhabited part of a property, for example if there are three flats on the property there will be three water charges.
- **Availability charge -** the charge if you are in an area where water service is supplied, but the property is not connected.
- **Fixed water by meter rate** per cubic metre to properties identified as an extra-ordinary use and some rural domestic users as defined in the Water Supply Bylaw 2015. Metered domestic users receive a free of charge allowance of 300 cubic metres per annum.

Lump sum contributions will not be invited in respect of the targeted rates.

General rates

A general rate in accordance with the Local Government (Rating) Act 2002 13(2)(a) based on the capital value of each rating unit in the district, on a uniform basis. The general rate is used to fund Council activities that are deemed to generally benefit all ratepayers in Te Tairāwhiti.

The general rate funds rivers control, storm water, treasury, economic development, animal and plant pests, strategic planning and engagement, coastal erosion management scheme maintenance, waste minimisation, solid waste legacy and aftercare provision, water and wastewater.

Uniform Annual General Charges (UAGC)

A fixed amount charged to each separately used or inhabited part of a rating unit.

The UAGC for 2025-2026 is $1,235.38 inclusive of GST

Activities funded by UAGC 2025/26

- Cemeteries
- Libraries
- Subsidised local roads
- Civil Defence
- Litter bins and cleaning public areas
- Cyclone recovery - general and woody debris
- Strategic planning and customer engagement
- District civil and corporate expenses
- Managing solid waste and transfer stations
- Tairāwhiti Museum
- Economic development and tourism
- Mayor and councillor representation costs
- Environmental and public health protection
- Public conveniences- cleaning and maintaining

Definition of a Separately Used or Inhabited Part of a rating unit (SUIP)

A SUIP includes any portion inhabited or used by the owner/a person other than the owner, and who has the right to use or inhabit that portion by virtue of a tenancy, lease, licence, or other agreement.

This definition includes separately used parts, whether or not actually occupied at any particular time, which are provided by the owner for rental (or other form of occupation) on an occasional or long-term basis by someone other than the owner.

Interpretation rules

Each separate shop or business activity on a rating unit is a separate use, for which a separate UAGC is payable. (See guidance note 1.)

Each dwelling, flat, or additional rentable unit (attached or not attached) on a residential or rural property which is let for a substantial part of the year to persons other than immediate family members is a separately inhabited part of a property, and separate UAGCs are payable.(See guidance note 2.)

a. Each residential rating unit which has, in addition to a family dwelling unit, one or more non-residential uses (ie home occupation units) will be charged an extra UAGC for each additional use. (See guidance note 3.)

b. Each non-residential activity which has, in addition to its business or commercial function, co-sited residential units which are not a prerequisite part of the business or commercial function, will pay additional UAGCs for each residential unit. (See guidance note 4.)

c. Individually tenanted flats, including retirement units, apartments and town houses (attached or not attached) or multiple dwellings on Māori freehold land are separately inhabited parts, and will each pay a separate UAGC. (See guidance note 5.)

d. Each title on a multiple-managed forestry holding (that is, where the forest is broken into several individual small titles) is a separately used part except when one or more titles are adjacent and under the same ownership, in which case the rules of contiguity apply.

e. Each block of land including rural land for which a separate title has been issued is liable to pay a UAGC, even if that land is vacant. Note: for the purpose of this definition, vacant land and vacant premises offered or intended for use or habitation by a person other than the owner and usually used as such are defined as 'used'.

f. Two or more adjacent blocks of vacant land are not eligible for remission under "Contiguity" (S.20 of LG(R)A02) because they are not "used for the same purpose" (i.e. they are not used at all).

g. Each dwelling, flat, or additional rentable unit (attached or not attached) on a pastoral, horticultural or forestry property which is let for a substantial part of the year to persons other than immediate family members is a separately inhabited part of a property, and separate UAGCs are payable.

h. For the avoidance of doubt, a rating unit that has a single use or occupation is treated as having one separately used or inhabited part.

i. A substantial part of the year is considered to be three months or more (this total period may be fragmented, and may occur at any part of the rating year).

Guidance notes

The following notes are not rules, but are intended to aid officers in the interpretation of the rules and apply to both urban and rural land.

1. Commercial properties

- A single building on one title with 24 separate shops would pay 24 UAGCs.
- A motel with an attached dwelling would pay only one UAGC, because the attached dwelling is essential to the running of the motel.(See rule d above).
- A motel with an attached restaurant which is available to the wider public has two separately used parts, and would pay two UAGCs. Likewise, a motel with an attached conference facility would pay an additional UAGC.
- A business which makes part of its income through the leasing of part of its space to semi-passive uses such as billboards, or money machines, is not regarded as having a separately used or inhabited part, and would not be charged a separate UAGC.
- For the avoidance of doubt, an apartment block, in which each apartment is on a separately owned title, is merely a series of co-sited rating units, and each will pay a UAGC.
- If, however, in the above example a management company leases the individual titles for 10 years or more, and those leases are registered on the titles, and the leases stipulate that the management company is responsible for paying the rates, and if the management company then operates the apartments as a single business operation, that business operation may be considered for a remission under Council's remission policies and have all but one UAGC remitted.
- An apartment block with a separate laundry, or restaurant, which are available to the general population as a separate business enterprise, would pay an additional UAGC for each of these functions as separately used parts.

2. Residential properties

- The rule will apply to properties identified as "flats" on the valuation record, administered by Council's valuer. Sleep-outs and granny flats will generally be identified as "sleep-out" on the valuation record and will not normally qualify for additional UAGCs.
- If a property is identified on the valuation record as having flats, but these in fact are used only for family members or for others for very short periods, then the additional UAGCs may be remitted on Council receiving.
- Proof of their use, including a signed declaration from the property owner (see remission policies). A property owner who actively advertises the flats for accommodation will not qualify for the remission.
- A property such as a large house which is identified as being split into, for example, three internal flats at the time the valuation records were established, but which is not actually used as such, will need to apply for remission under Council's remission policy. (Note: This property should be referred to Council's valuer for correction on the next valuation cycle).

3. Residential with non-residential part

- A residence with a separately accessible "office" such as may be used for surveyor, architect, or medical services, will pay an additional UAGC for the office, because it is a separately used part which generates additional use of roads, services, planning resources, and democratic processes.
- A residence with a "home occupation" (commonly called a "hobby business") will not generally be charged a separate UAGC unless the intensity of operation is high. For example, a resident who occasionally manufactures boat trailers in his garage on the weekends would not incur an additional UAGC, but someone who works for most of the week panel beating or painting, particularly if the activity is accompanied by advertising, clearly has a separately used or inhabited part of the rating unit, and would incur an additional UAGC.
- A residential property, part of which is used continually for storage of large industrial machinery, has a separately used part, and would incur an additional UAGC.

4. Non-residential activity with co-sited dwelling

- A fish and chip shop, with a flat above which can be accessed without passing through the shop, does have a separately used part, and would normally incur an additional UAGC charge.
- A dairy which has an integral dwelling attached, would not incur an additional UAGC, because the home is an integral part of the operation of the dairy.
- A boarding house containing a caretaker's apartment and several separately let rooms (with or without facilities) all within the structure of the one building, is a single (commercial) use and would not incur an additional UAGC.(The same applies to home-stays and bed and breakfast homes).
- Certain government agencies, churches, marae, and the like are automatically rate exempt (except for service charges such as water and wastewater) but if these organisations undertake accommodation or business activities which are not related to their core function, they may be charged rates and additional UAGCs for each separately used or inhabited part of the rating unit.

5. Individually tenanted flats

- Each flat, apartment, or retirement or disability home, and each property under a "licence to occupy", is a separately used or inhabited part of a rating unit, no matter how many people may be living in the unit, and each does pay an additional UAGC charge.
- If, because of construction work, poor condition, public health, or specific conditions pertaining to the property owner, one or more flats cannot be let on the open market, then the unit may be granted a remission under Council's remission policy. (A specific condition pertaining to the property owner might include the use of one of the units for a live-in caregiver).

(Note: This property should be referred to Council's Valuer for correction on the next valuation cycle).

Council rates

The rates will be set by Council for the financial year commencing 1 July 2025 and ending 30 June 2026. All financial statements are excluding GST, except rates information which must be stated including GST. **All figures in the rates funding impact statement include GST.**

Council's Revenue and Financing Policy must set out how Council intends to use the available funding sources to fund its activities having undertaken a funding needs analysis using the criteria set out in s101(3) of the Local Government Act. The Revenue and Financing Policy (RFP) is in the 2024-2027 Three Year Plan (3YP). This policy determines when debt and rates will be used as a funding source. This includes targeted rates for the cost of an activity or service that should be paid for by particular groups or ratepayers who benefit from the activity or service. The Revenue and Financing Policy can be found on our website.

The 2024-2027 3YP revised rates in light of what needed to be updated (roading differential weightings) changes where the rate was inconsistent with other rates (soil conservation) or new changes (recovery rate).

Individual ratepayers could pay more or less depending on:

- the capital value of the property
- increases in some fixed service related targeted rates that apply to some properties
- eligibility for rate remissions

Rates information 2026

The rates will be set by Council for the financial year commencing 1 July 2025 to 30 June 2026. This year Council will collect $107.4m including GST or $93.4m plus GST (all financial statements are excluding GST, except rates information which must be stated including GST) All figures in the Rates Funding Impact Statement include GST. This is an increase of 9.95% (excluding growth) in overall rates revenue over the 2024/25 rates.

Penalties

Under Section 57 of the Local Government (Rating) Act 2002, any portion of the rates invoices not paid by the due date will incur a 10% penalty.

Rate Instalment Dates	Rates Due Date	Date Penalty is to be added	Penalty amount
Invoiced quarterly			
Instalment 1	20 August 2025	26 August 2025	10%
Instalment 2	20 November 2025	26 November 2025	10%
Instalment 3	20 February 2026	26 February 2026	10%
Instalment 4	20 May 2026	26 May 2026	10%

Due dates for water charges

Water meters are read on a monthly, quarterly, or six-monthly cycle and are payable on the month following the issue of the invoice as set out below. There is a free 300 cubic metre domestic allowance on rural domestic supplies each year.

Penalties on water charges

Under Sections 57 & 58 of the Local Government (Rating)Act 2002, any portion of the water rates invoices not paid by the due date will incur a 10% penalty on the following dates.

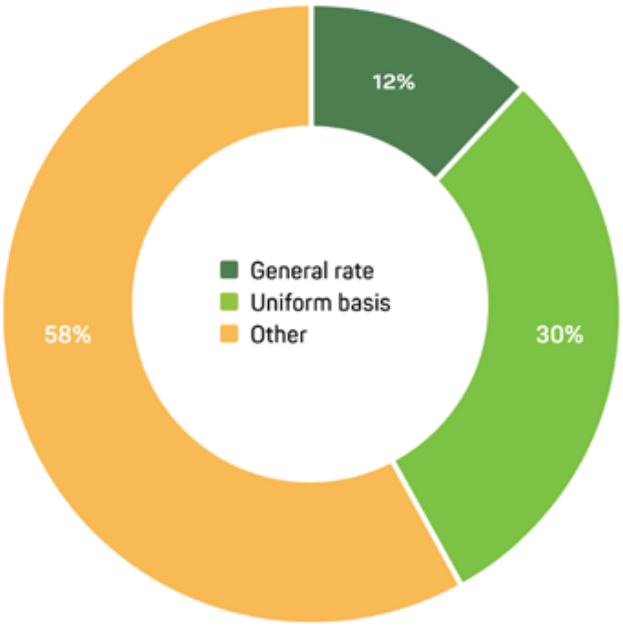
Month of invoice	Due date	Date penalty added
Invoiced annually		
June-2025	21 July 2025	25 July 2025
Invoiced six-monthly		
June-2025	21 July 2025	25 July 2025
December-2025	20 January 2026	27 January 2026
Invoiced quarterly		
June-2025	21 July 2025	25 July 2025
September-2025	20 October 2025	24 October 2025
December-2025	20 January 2026	27 January 2026
March-2026	20 April 2026	24 April 2026
Invoiced monthly		
June-2025	21 July 2025	25 July 2025
July-2025	20 August 2025	26 August 2025
August-2025	22 September 2025	26 September 2025
September-2025	20 October 2025	24 October 2025
October-2025	20 November 2025	26 November 2025
November-2025	22 December 2025	5 January 2026
December-2025	20 January 2026	27 January 2026
January-2026	20 February 2026	26 February 2026
February-2026	20 March 2026	26 March 2026
March-2026	20 April 2026	24 April 2026
April-2026	20 May 2026	26 May 2026
May-2026	22 June 2026	26 June 2026

Cap on certain rates

The total of uniform or fixed charges that Council can rate cannot exceed 30% of the total rates collected. This is referred to as the uniform cap. The uniform cap for 2025/26 is 29.2%. If the 30% cap is in threat of being exceeded Council may move the uniform rates to the general rate based on capital value for these activities:

- planning and performance, and strategic planning and engagement (Funding Stream FS-019)
- economic development (funding stream FS-020)
- civic and corporate expenses of the district (FS-049)

Council's rates for 2025/26



Allocation of payments

Any payments received will be applied to the oldest outstanding rates before being applied to the current rates. All payments are allocated to the oldest debt first. In a situation where the instalment amount is paid but the amount is allocated to an older debt, a 10% penalty is added to any amount of the instalment still outstanding.

Rate changes for 2025/26

The Revenue and Financing Policy is part of the 2024-2027 Three Year Plan (3YP). This policy determines when debt and rates will be used as a funding source and can be found on our website.This year Council will collect $107.4m in rates, or $93.4m excluding GST. This is an increase of 9.95% (*excluding growth) in overall rate revenue over the 2024/25 rates. Individual ratepayers could pay more or less depending on

- The capital value of their property
- Increases in some fixed service-related targeted rates that apply to some properties
- Eligibility for rate remissions

For more details refer to 'What does this mean for our ratepayers' section on page 31.

Rate examples 2025/26

Rates Examples for 2025-2026 Including GST	Capital Value	2024/25 GDC rates	2025/26 GDC rates proposed	$ change	% change
City -Residential Low Value	312,000	3,576	3,951	375	10.5%
City -Residential Mid Value	573,000	3,927	4,341	414	10.5%
City -Residential High Value	1,242,000	4,949	5,471	523	10.6%
Rural Town - TeKaraka/Whatatutu	319,000	2,898	3,163	265	9.1%
Rural Town - Other	200,000	2,102	2,329	227	10.8%
Commercial - with more than 10 Toilet Pans	1,370,000	28,421	31,887	3,466	12.2%
Commercial -	542,000	4,926	5,448	521	10.6%
Industrial	960,000	5,311	5,850	540	10.2%
Rural- Lifestyle	1,633,000	4,046	4,490	444	11.0%
Rural Horticulture- with G3 Kiwifruit*	22,350,000	38,159	42,058	3,900	10.2%
Rural Horticulture - Other	1,250,000	5,820	6,367	548	9.4%
Rural Pastoral-Large Farm	27,612,000	67,561	74,048	6,487	9.6%
Rural Pastoral-Medium Farm	3,055,000	7,362	8,068	706	9.6%
Forestry High Value	9,420,000	78,146	83,771	4,352	5.5%
Forestry	1,359,000	11,943	12,668	725	6.1%

* Does not include Permanent Crop Remission

Rates funding impact statement

Rates Funding Source	Categories of Rateable Land	Category (Sch 2) s14, 17 Local Govt (Rating) Act 2002	Factors (Sch 3) Local Govt (Rating) Act 2002	Factor used	Revenue sought 2025/2026 (Includes GST) $
General Rate	Capital value on all Rateable land.			Capital Value	**12,375,535**
Uniform Annual General Charge		All Rateable land under section 15 Local Government Act 2002		Separately Used or Inhabited Part of a Rating Unit (SUIP)	**28,559,543**
Targeted Rates					
Environmental Services & Protection					
Animal Control	A uniform targeted rate on Residential properties: DRA1, DRA1A and Residential Rural Townships in DRA3, DRA4 and DRA5.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	641,669
Building Services	Differential targeted rate on Inner Zone 85% of Revenue Sought.	6	2	Capital Value	847,959
	Differential targeted rate on Outer Zone 15% of Revenue Sought.	6	2	Capital Value	149,640
Noise Control	A uniform targeted rate on Inner Zone. DRA1, DRA1A, DRA2	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	61,962
Resource Consents And Planning	A uniform targeted rate on all rateable land.	6	3	Land Value	4,968,161
Land, Rivers & Coastal					
Land Drainage - Contributors	Drainage Rate - Contributors. Eastern Hill Catchment 8 and Western Hill Catchment F. See map of scheme area at end of this section.	5&6	5	Per hectare	16,845
Land Drainage - Direct Beneficiaries	Drainage Rate - Direct Beneficiaries, per Drainage Scheme maps at end of this section. 1. Ormond 2. Eastern Taruheru 3. Western Taruheru 4. Willows 5. Waikanae Creek 6. City/Wainui 7. Taruheru, Classes A-D 8. Waipaoa 9. Patutahi 10. Ngatapa 11. Manutuke 12. Muriwai.	5&6	5	Per hectare	709,276

Rates Funding Source	Categories of Rateable Land	Category (Sch 2) s14, 17 Local Govt (Rating) Act 2002	Factors (Sch 3) Local Govt (Rating) Act 2002	Factor used	Revenue sought 2025/2026 (Includes GST) $
Te Karaka Flood Control	A differentiated targeted rate on Non Residential properties based on Capital Value.	5 & 6	2	Capital Value	6,763
	A differentiated targeted rate on Residential properties based on Capital Value.	5 & 6	2	Capital Value	30,093
Waiapu River Erosion Protection Scheme	Direct Beneficiaries within the defined area on Capital Value. See map at end of this section	5	2	Capital Value	20,235
	Indirect Beneficiaries within the defined area on Capital Value.	5	2	Capital Value	4,871
	Contributors within the defined area per hectare.	5	6	Per hectare	4,871
Waipaoa River Flood Control Scheme	Waipaoa River Flood Control Scheme classes A - F.	5 & 6	2	Capital Value	534,439
Liveable Communities					
Aquatic And Recreation Facilities	Differential targeted rate on Inner Zone 1.0 weighting.	6	2	Capital Value	2,099,224
	Differential targeted rate on Outer Zone 0.3 weighting.	6	2	Capital Value	266,854
Parks And Reserves	Differential targeted rate on Inner Zone 85% of revenue sought.	6		Per Rating Unit	6,699,786
	Differential targeted rate on Outer Zone 15% of revenue sought.	6		Per Rating Unit	1,182,315
Animal and Plant Pests	A differential targeted rate on Inner Zone (20%).	6	3	Land Value	142,254
	A differential targeted rate on Outer Zone (80%).	6	3	Land Value	569,020
Soil Conservation-Advocacy And Land Use	A differential targeted rate on Inner Zone 40%(Up to 70%).	6	3	Land Value	965,596
	A differential targeted rate on DRA3 & DRA4 (30%).	6	3	Land Value	724,198
	A differential targeted rate on DRA5 (30%).	6	3	Land Value	724,198
Theatres	Differential targeted rate on Inner Zone 1.0 weighting.	6	2	Capital Value	878,652
	Differential targeted rate on Outer Zone 0.3 weighting.	6	2	Capital Value	111,697
Water Conservation	Differential targeted rate on Inner Zone 70% of revenue sought.	6	3	Land Value	1,939,158
	Differential targeted rate on Outer Zone 30% of revenue sought.	6	3	Land Value	831,068
Regional Leadership & Support Services					
Business Area Patrols	Commercial Properties within the CBD Area: Non-residential properties on both sides of the roads	1,2 & 6	2	Capital Value	127,804

Rates Funding Source	Categories of Rateable Land	Category (Sch 2) s14, 17 Local Govt (Rating) Act 2002	Factors (Sch 3) Local Govt (Rating) Act 2002	Factor used	Revenue sought 2025/2026 (Includes GST) $
	bounded by Carnarvon Street, Childers Road, Reads Quay and Palmerston Road and all roads inside this area and also that part of Grey Street as far as the skateboard park and Customhouse Street as far as the Waikanae Cut. See map at end of this section.				
Economic Development and Tourism	All Industrial, Commercial retail and Accommodation Properties.	1 & 2	2	Capital Value	509,896
Cyclone Gabrielle Recovery	Recovery Woody Debris Pastoral 15%	1 & 2	2	Capital Value	153,377
	Forestry 70%.	1 & 2	2	Capital Value	715,758
Roads & Footpaths					
Flood Damage And Emergency Works	Residential, Lifestyle and Other, weighting of 1.0.	1 & 2	2	Capital Value	275,601
	Industrial and Commercial weighting of 2.0.	1 & 2	2	Capital Value	81,911
	Horticulture and Pastoral, weighting of 1.5.	1 & 2	2	Capital Value	206,150
	Forestry, weighting of 13.75	1 & 2	2	Capital Value	217,896
Non-Subsidised Local Roading	Differential targeted rate on Outer Zone 50% of Revenue Sought.	6	2	Capital Value	63,829
	Differential targeted rate on Inner Zone 50% of Revenue Sought.	6	2	Capital Value	63,828
Passenger Transport	DRA1 Residential.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	534,735
Subsidised Local Roads	Residential, Lifestyle and Other, weighting of 1.0.	1 & 2	2	Capital Value	4,439,536
	Industrial and Commercial weighting of 2.0.	1 & 2	2	Capital Value	1,319,467
	Horticulture and Pastoral, weighting of 1.5.	1 & 2	2	Capital Value	3,320,784
	Forestry weighting of 13.75	1 & 2	2	Capital Value	3,510,007
Solid Waste					
Commercial Recycling Charge	Within scheme recycling collection area, being non-residential area within the CBD who have elected to receive the service.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	1,496
Uniform Waste Management Gisborne District	Within scheme refuse collection areas - Residential properties in Gisborne City and environs and Ruatoria. See map at end of this section.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	2,204,850

Rates Funding Source	Categories of Rateable Land	Category (Sch 2) s14, 17 Local Govt (Rating) Act 2002	Factors (Sch 3) Local Govt (Rating) Act 2002	Factor used	Revenue sought 2025/2026 (Includes GST) $
	Within scheme refuse collection areas - Residential properties in Gisborne City and environs and Ruatoria.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	36,064
Rural Transfer Stations	Within 15km radius scheme area as defined on a map.	5 & 6	7	Separately Used or Inhabited Part of a Rating Unit	546,384
Urban Stormwater					
Stormwater	A differential targeted rate. DRA1 and DRA1A all Commercial and Industrial properties.	6	2	Capital Value	593,114
	A differential targeted rate. All Rural Towns in DRA3,DRA4 and DRA5 and also Manutuke and Patutahi.	6	7	Separately Used or Inhabitated Part of a rating unit	177,160
	A differential targeted rate. DRA1 and DRA1A Residential properties including Sponge Bay, Wainui, Okitu.	6	7	Separately Used or Inhabitated Part of a rating Unit	3,183,815
Wastewater					
Wastewater	Gisborne City Wastewater charge per water closet or urinal connection.	5 & 6	12	Per water closet or urinal	13,724,670
	Te Karaka Wastewater charge per water closet or urinal. See map at end of this section.	5 & 6	12	Per water closet or urinal	103,797
Water Supply					
Water - Availability	Within scheme areas, where service can be supplied but is not supplied (being a rating unit within 100 metres of any part of the water supply network).	5 & 6	7	Separately Used or Inhabited Part of a rating unit	77,954
Water - Connection	Within scheme areas where the service is supplied and connected.	5 & 6	7	Separately Used or Inhabited Part of a rating unit	5,138,734
Subtotal					**107,394,499**
Metered Water Rates 1	Extraordinary and Rural Domestic users		8		4,099,750
Subtotal					**111,494,249**
Rates Penalties					650,000
Net Rates Revenue					**112,144,249**

Rates Funding Source	Categories of Rateable Land	Category (Sch 2) s14, 17 Local Govt (Rating) Act 2002	Factors (Sch 3) Local Govt (Rating) Act 2002	Factor used	Revenue sought 2025/2026 (Includes GST) $
OTHER FUNDING SOURCES					
Grants and Subsidies					170,724,767
Development and Financial Contributions					2,159,700
Other Revenue					19,685,759
Dividends and Interest					0
TOTAL FUNDING					**304,714,474**

[1] Water by meter has 300 cubic meter no charge domestic allowance on rural residential and lifestyle properties.

Rating definitions

Note: Differential Rating Areas (DRAs) such as DRA1, DRA2, DRA3, DRA4 and DRA5 and Inner and Outer zones are categorised based upon location under the Local Government (Rating) Act 2002 schedule 2 and are shown on the map on the next page.

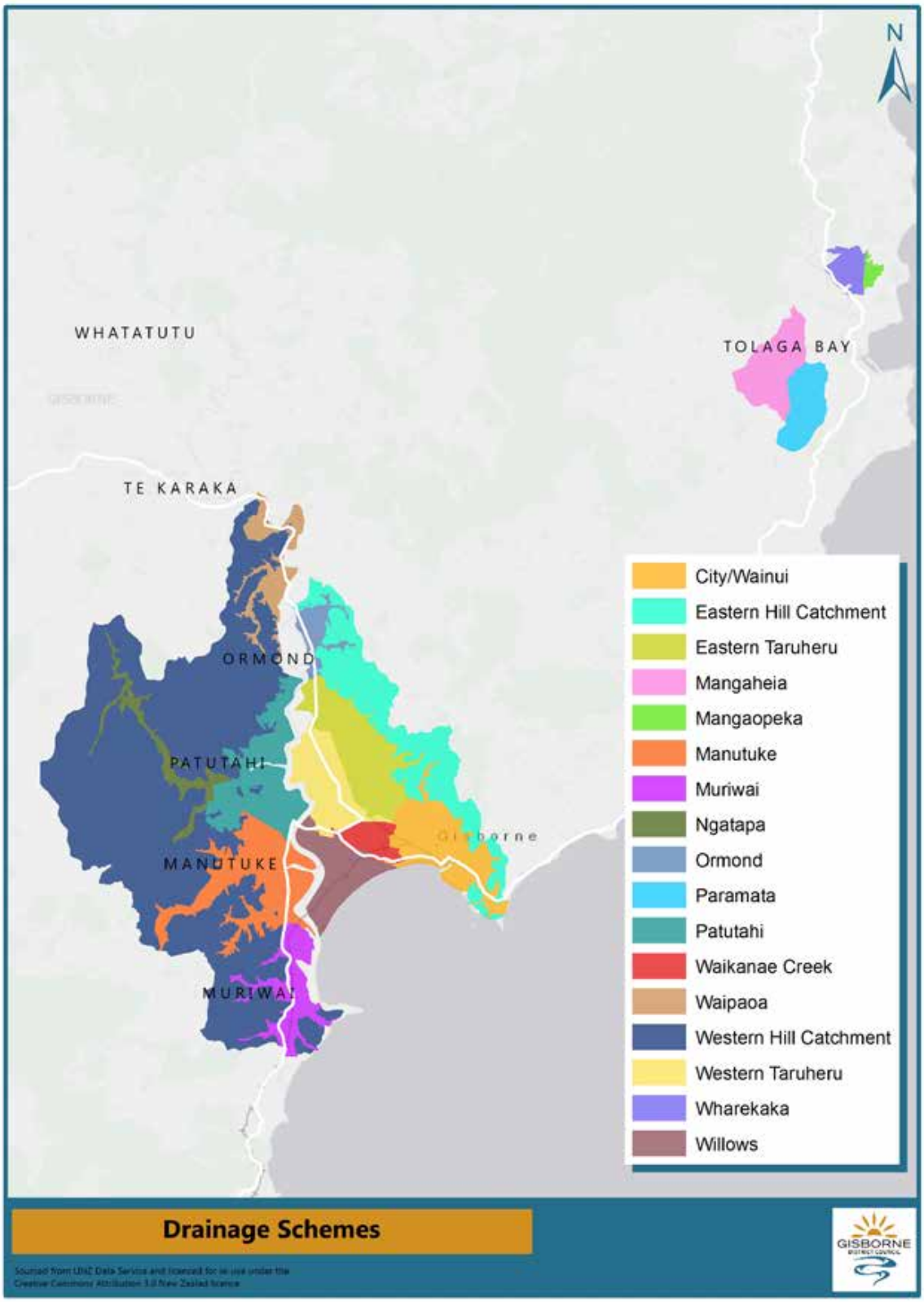
Short title	Differential Rating Areas (DRA) covered	Sub types
Inner Zone	**The total land area of DRA1, DRA1A and DRA2.**	**Urban and rural properties**
See map of Differential Rating areas at the end of this section		
DRA1	Former Gisborne City Council boundaries, excluding Rural Farm Land.	Residential, commercial, industrial and other
DRA1A	All Rural Farm Land within the previous Gisborne City Boundaries and the area surrounding the City, including Wainui and Mākaraka.	Residential, other rural, commercial and industrial
DRA2	Tūranganui-a-Kiwa/Poverty Bay Flats including fringe hill properties; Muriwai, Ormond, Waihīrere, Waerenga-a-hika, Bushmere, Manutūkē and Pātūtahi.	Residential, rural, all other properties
Outer Zone	**The total land area of DRA3, DRA4 and DRA5.**	**All other properties**
DRA3	The area within reasonable and currently exercised commuting distance to Gisborne, including part Waerenga-o-kuri and Ngatapa, Whatatūtū and Te Karaka.	Rural and all other properties and rural townships
DRA4	The inland rural areas beyond DRA3, up to the boundary of DRA5 Tolaga Bay, Matawai, Tiniroto and Otoko.	Rural and all other properties and rural townships
DRA5	The whole of the East Cape area from a line running inland from a point in the vicinity of Rural and all other properties and Mangatuna north of Tolaga Bay Township, to the tip of the East Coast. Hicks Bay, Te Araroa, Tikitiki, Ruatōria, Waipiro Bay, Te Puia Springs and Tokomaru Bay.	Rural and all other properties and rural townships

Rates funding impact statement maps

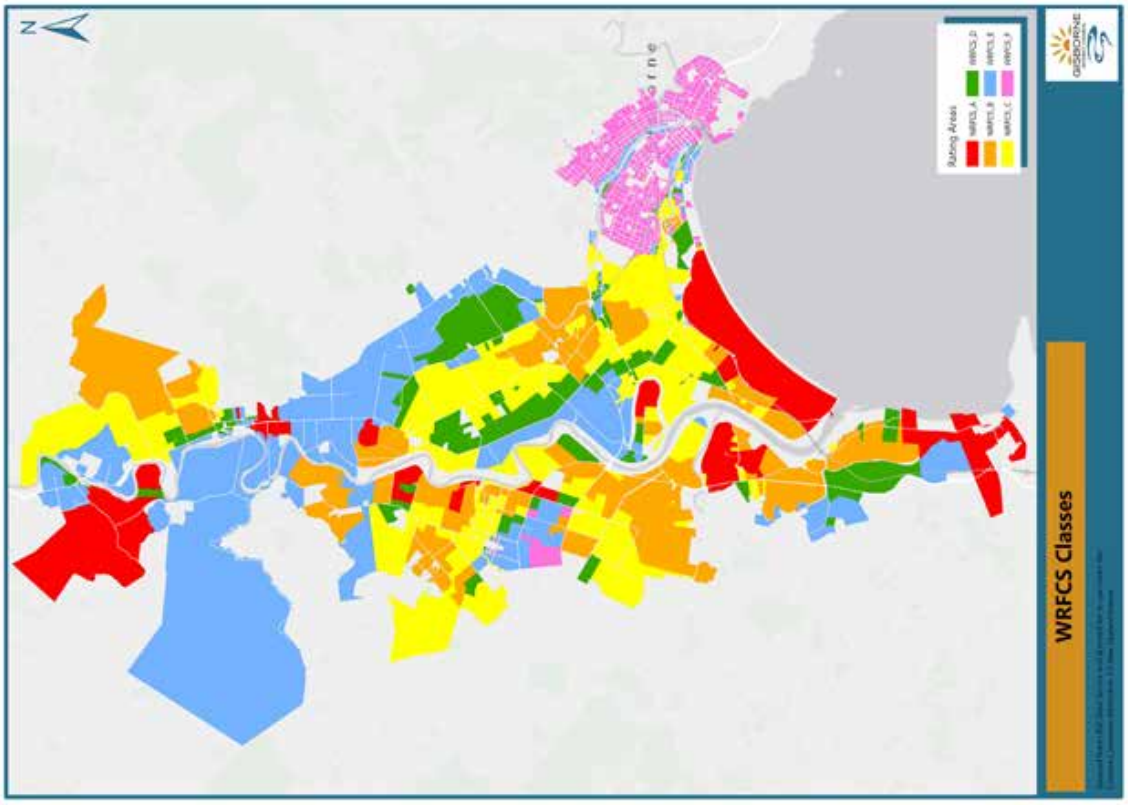
These maps display the differential rating areas in the district, and targeted rating zones for certain rates as set out in the in the Rates Funding Impact Statement.

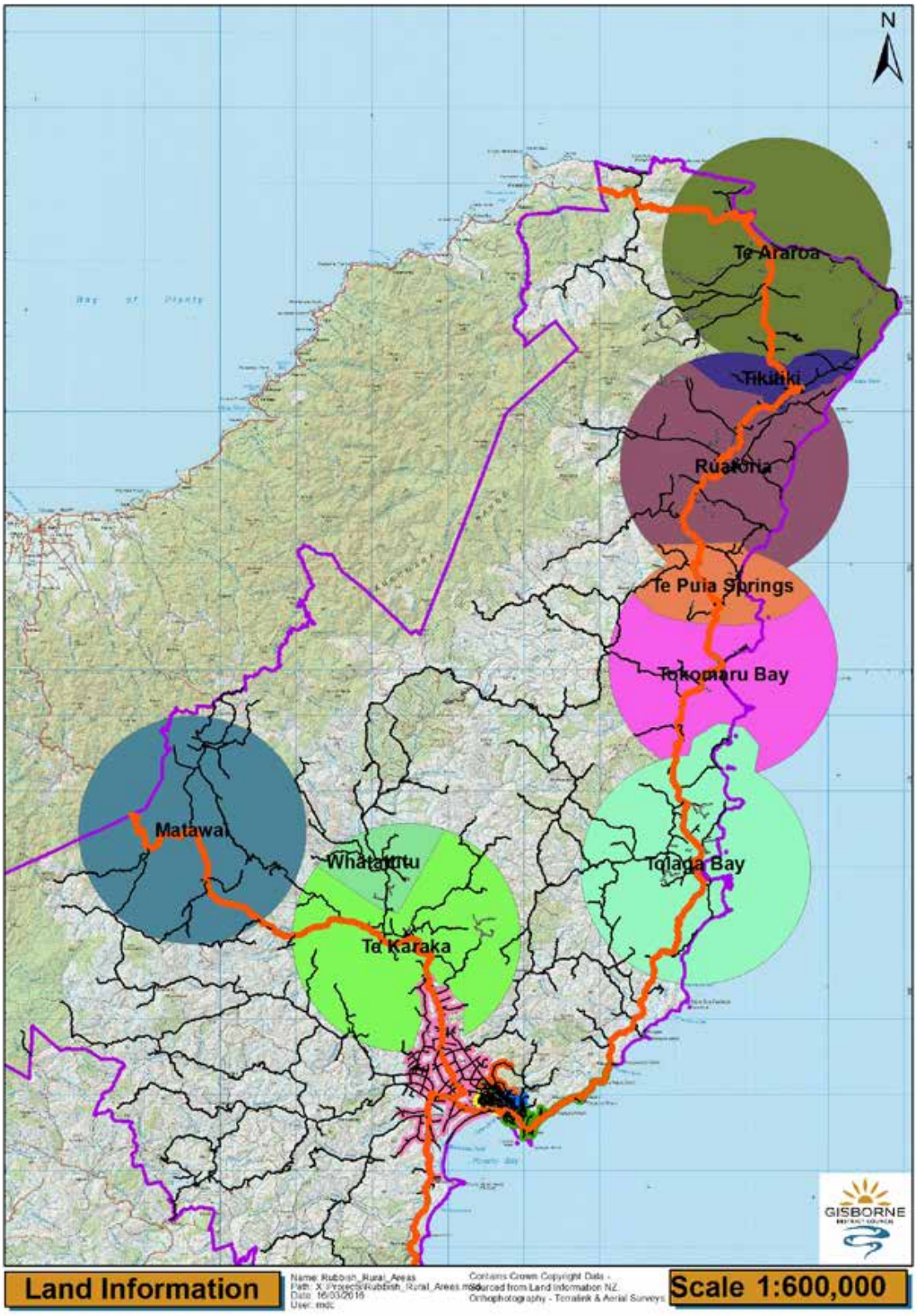
Map showing the area in each differential rating area

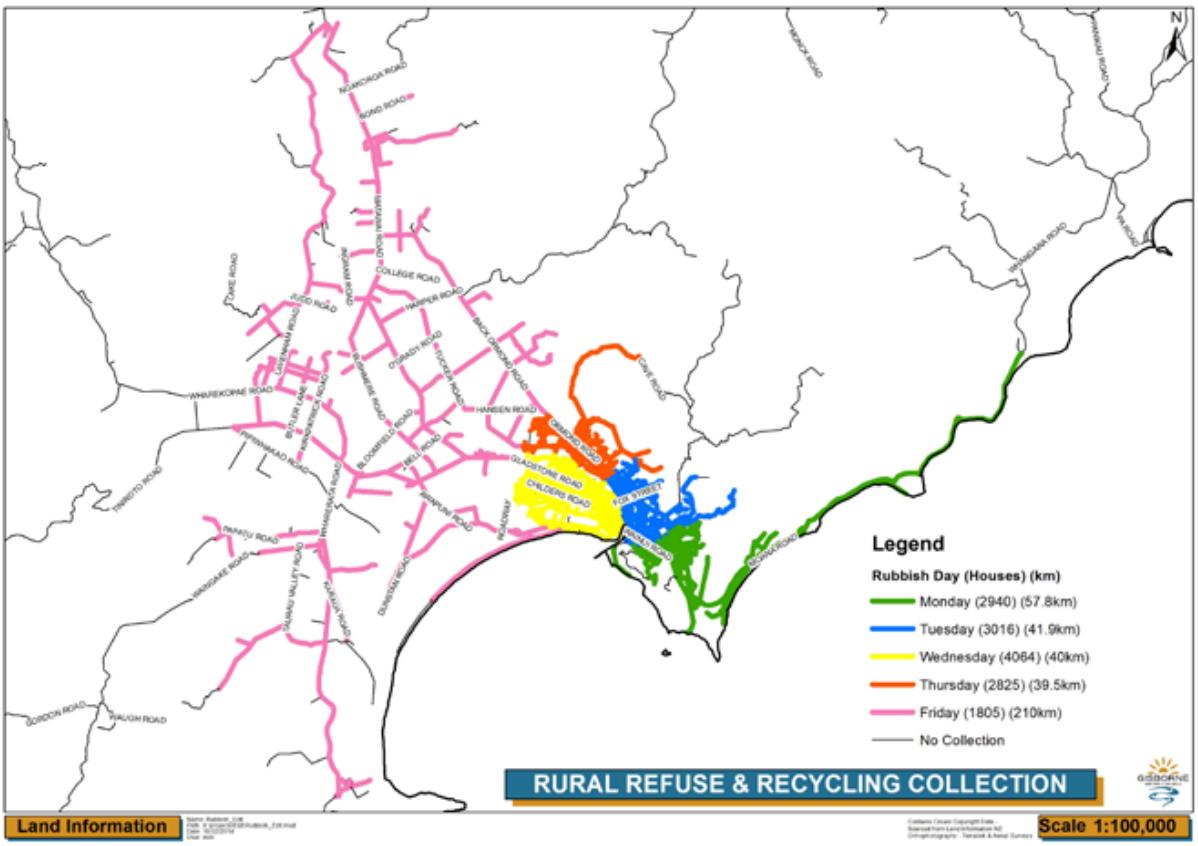
Maps of targeted rating zones

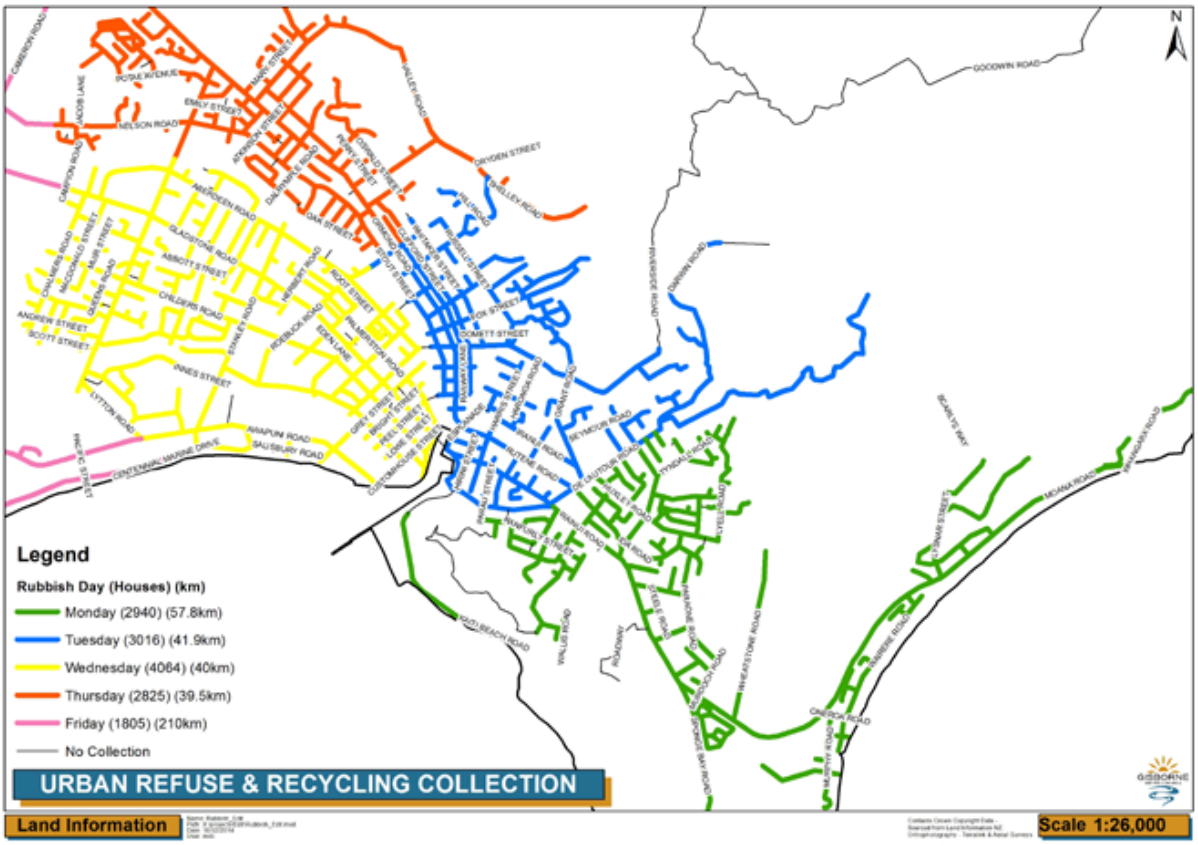


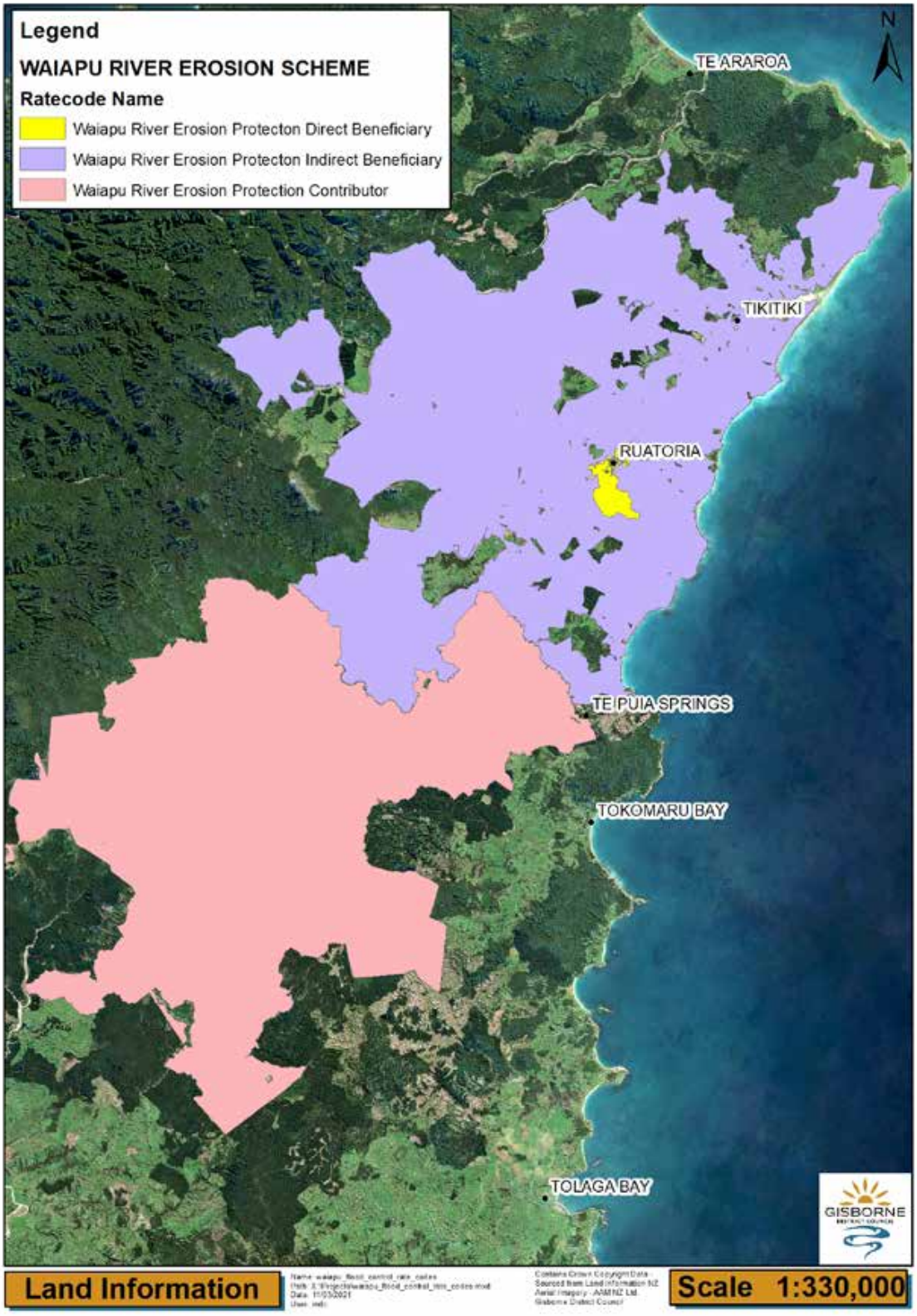

Business Area Patrol
Business Area Patrols
Stanley St
Maclean St
Fitzherbert St
Vogel St
Rawson St
Marine Dr
Esplanade
Rakaiatane Rd
Whitaker St
Clifford St
Railway Ln
Tuke St
Berry St
Albert St
Coleman St
Palmerston Rd
Root St
Williams St
Roebuck Rd
Leith St
Gladstone Rd
Durham St
Eden Ln
Childers Rd
Waitangi St
Gray St
Kenepuru
Pier St
Thorndon Quay
Customhouse Quay
Lower Hutt

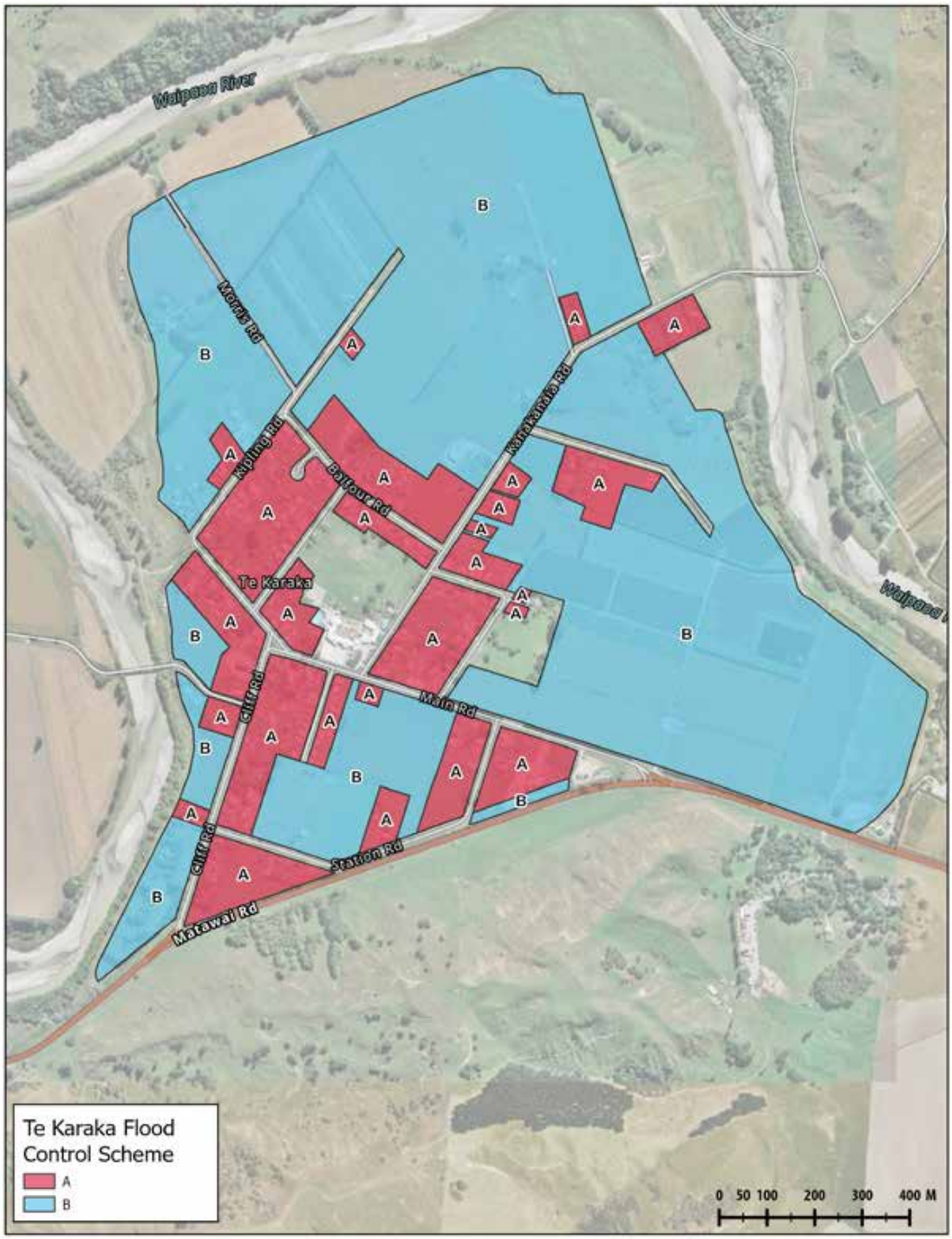

WRFCS Classes
Rating Areas


N
Te Araroa
Tikitiki
Ruatoria
Te Puia Springs
Tokomaru Bay
Tolaga Bay
Matawai
Whatatutu
Te Karaka
GISBORNE
Land Information
Scale 1:600,000


N
Legend
Rubbish Day (Houses) (km)
Monday (2940) (57.8km)
Tuesday (3016) (41.9km)
Wednesday (4064) (40km)
Thursday (2825) (39.5km)
Friday (1805) (210km)
No Collection
RURAL REFUSE & RECYCLING COLLECTION
Land Information
Scale 1:100,000


N
Legend
Rubbish Day (Houses) (km)
Monday (2940) (57.8km)
Tuesday (3016) (41.9km)
Wednesday (4064) (40km)
Thursday (2825) (39.5km)
Friday (1805) (210km)
No Collection
URBAN REFUSE & RECYCLING COLLECTION
Land Information
Scale 1:26,000


Legend
WAIAPU RIVER EROSION SCHEME
Ratecode Name
Waiapu River Erosion Protecton Direct Beneficiary
Waiapu River Erosion Protecton Indirect Beneficiary
Waiapu River Erosion Protection Contributor
N
TE ARAROA
TIKITIKI
RUATORIA
TE PUIA SPRINGS
TOKOMARU BAY
TOLAGA BAY
GISBORNE
Land Information
Scale 1:330,000

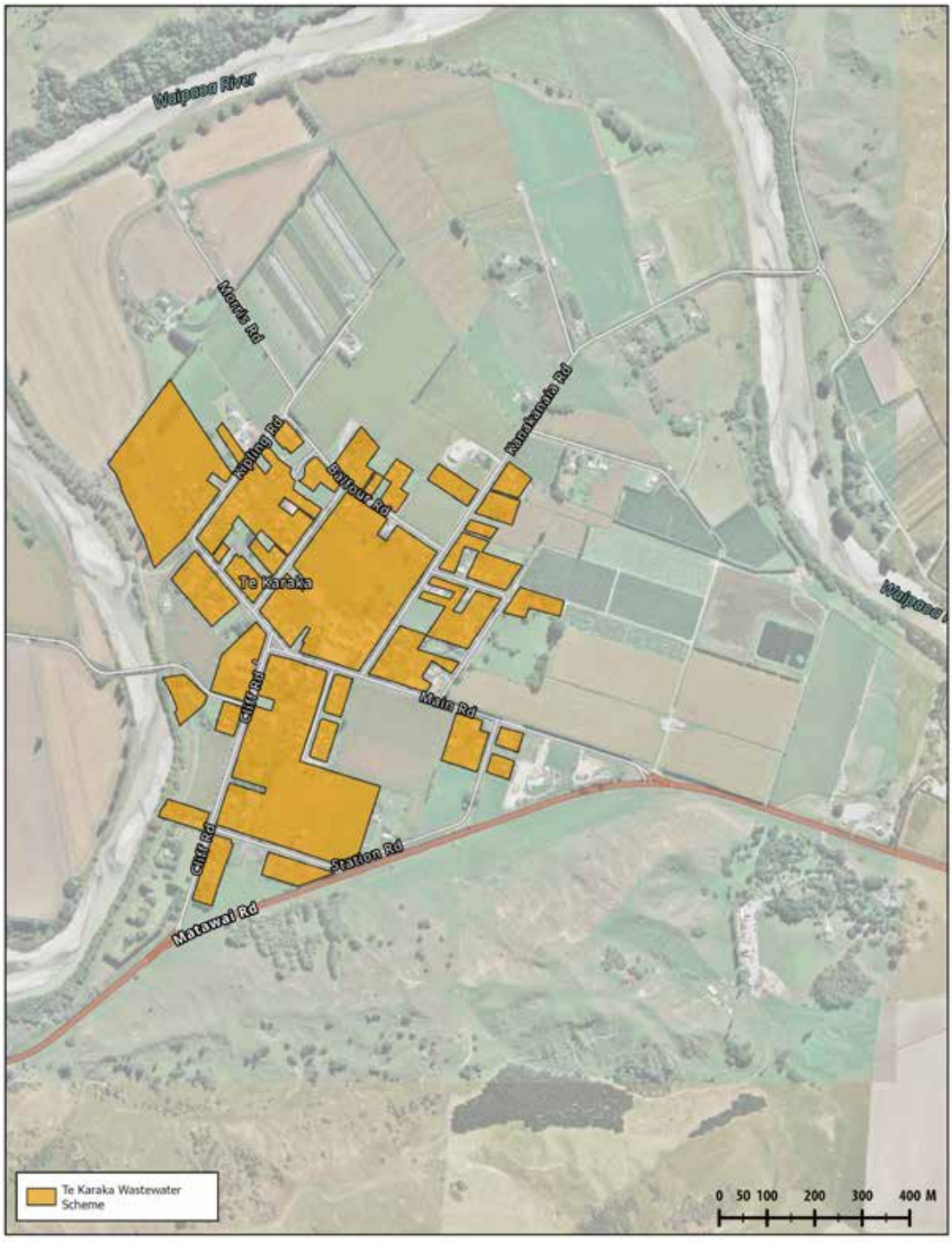


GISBORNE DISTRICT COUNCIL

Te Karaka Flood Control Scheme | Scale: 1:10,000

N

Name: Waipaoa Flood Control Scheme Date: 11/03/2024 User: aldi
Path: X:\ArcPro Projects\rating_schemes\rating_schemes.aprx
Eagle Technology, LINZ, StatsNZ, NIWA, Natural Earth, © OpenStreetMap Contributors., Eagle Technology, Land Information New Zealand, GEBCO,



GISBORNE DISTRICT COUNCIL

Te Karaka Wastewater Scheme | Scale: 1:10,000

N

Name: Te Karaka Wastewater Scheme Date: 11/03/2024 User: old
Path: X:\ArcPro Projects\rating_schemes\rating_schemes.aprx
Eagle Technology, LINZ, StatsNZ, NIWA, Natural Earth, © OpenStreetMap Contributors., Eagle Technology, Land Information New Zealand, GEBCO,

GISBORNE DISTRICT COUNCIL

Gisborne City Wastewater | Scale: 1:29,000

N


70
Oaitu
70
Oaitu

He whakamarāma anō
Additional information

Contents

Tō tātau Kaunihera
Our Council

Functions

The Gisborne District Council is one of six unitary authorities (also called unitary councils) in New Zealand.

We have the combined functions, duties and powers of a territorial council and a regional council as outlined below:

Biosecurity
Including control of regional plant and animal pests.

Civil defence
Including natural disasters, marine oil spills.

Regional land transport
Including planning and contracting of passenger services.

Resource management
Including quality of water, soil, coastal planning.

River management
Including flood control and mitigation of erosion.

Community wellbeing and development
Including advocacy, funding, partnerships and long term planning.

Environmental health and safety
Including building control and environmental health matters

Infrastructure
Including roading and transport, sewerage, water/stormwater.

Recreation and culture
Including parks, aquatics and community facilities

Resource management
Including land-use planning and development control

Responsibilities

Council has two key responsibilities outlined under Section 10 of the LGA, which are:

- to enable democratic decision-making and action by and on behalf of communities
- to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

Councils are responsible for providing good quality local infrastructure, local public services and performance of regulatory functions. The four wellbeings also recognise the major role councils play in enhancing community wellbeing and supporting overall quality of life.

Council leadership

Mayor

Rehette Stoltz - Mayor
mayor@gdc.govt.nz
(06) 868 5382 | 021 279 7948

General Ward

Josh Wharehinga - Deputy Mayor
josh.wharehinga@gdc.govt.nz
027 512 5195

Colin Alder
colin.alder@gdc.govt.nz
021 149 0729

Larry Foster
larry.foster@gdc.govt.nz
027 450 8814

Rob Telfer
rob.telfer@gdc.govt.nz
(06) 868 1535 | 027 294 5961

Andy Cranston
andy.cranston@gdc.govt.nz
(06) 868 1160 | 027 273 3192

Debbie Gregory
debbie.gregory@gdc.govt.nz
027 319 4300

Teddy Thompson
teddy.thompson@gdc.govt.nz
027 583 3391

Māori Ward

Rhonda Tibble
rhonda.tibble@gdc.govt.nz
021 924 782

Aubrey Ria
aubrey.ria@gdc.govt.nz
022 413 7821

Nick Tupara
nick.tupara@gdc.govt.nz
022 019 2705

Ani Pahuru-Huriwai
ani.pahuru-huriwai@gdc.govt.nz
(06) 868 4186 | 021 885 602

Rawinia Parata
rawinia.parata@gdc.govt.nz
021 351 075

Te anga ā-mahi
Organisation structure

Council has one appointed employee, the Chief Executive, who is responsible for implementing and managing Council's policies and objectives within the budgetary constraints established by the Council.

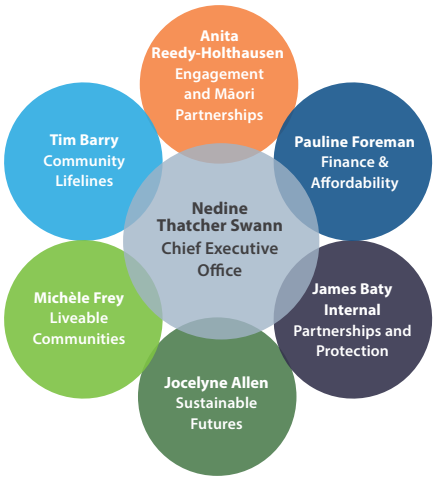
Chief Executive

The Chief Executive (CE), Nedine Thatcher Swann, is supported by five directors and a Chief Financial Officer (CFO), who together make up Council's management team. They oversee a wide range of activities that contribute to the social, cultural, environmental, and economic wellbeing of our communities.

Nedine Thatcher Swann
(06) 869 2414
ceo@gdc.govt.nz

Our hub structure

Council's management team leads 508 staff across six hubs and the Office of the Chief Executive. Together, these teams carry out the day-to-day operations of our activities and provide strategic advice to the Council.



Emergency Management
Recovery

Our management team

Chief Financial Officer Finance and Affordability

Pauline Foreman
(06) 869 2899
pauline.foreman@gdc.govt.nz

- Finance
- Revenue
- Planning and Performance
- Internal Audit
- Risk Management
- Funding
- Asset Vehicle and Plant
- Commercial

Director Community Lifelines

Tim Barry
(06) 869 2356
tim.barry@gdc.govt.nz

- Roads and footpaths
- Drainwise
- Drinking Water
- Flood Protection
- Journeys Infrastructure
- Operations
- Stormwater
- Wastewater
- Recovery (Infrastructure)

Director Internal Partnerships and Protection

James Baty
(06) 869 2881
james.baty@gdc.govt.nz

- People and Capability - HR, Health and Safety
- Legal Services
- Information Services - Information Technology, Information Management, Land Information, Business Solutions and Business Analytics
- Compliance, Monitoring and Enforcement
- Harbour Master

Director Engagement and Māori Partnerships

Anita Reedy-Holthausen
(06) 869 2647
anita.reedy-holthausen@gdc.govt.nz

- Recovery
- Te Kai Arataki Tuia Whakapakari
- Customer Service
- Communication and Engagement
- Culture and Development
- Townships
- Democracy and Support Services

Director Liveable Communities

Michèle Frey
(06) 863 0652
michele.frey@gdc.govt.nz

- Liveable Spaces (Aquatic Services, Amenity and Horticulture, Cemeteries)
- Community Assets and Resources
- Community Projects
- Catchments and Biosecurity
- Cultural Activities (Library and Theatres)
- Regional Biodiversity

Director Sustainable Futures

Jocelyne Allen
(06) 869 2720
joanna.noble@gdc.govt.nz

- Strategic Planning
- Environmental Monitoring and Science
- Resource Consents
- Building Services
- TRMP

Names and titles are correct as at time of production.

Ngā whakapotonga
Abbreviations

AP	Annual Plan
AR	Annual Report
AUD	Alternate Use Disposal
BAU	Business as Usual
BoPLASS LTD	A company owned by the Bay of Plenty Regional Council, Rotorua District Council, Western Bay of Plenty District Council, Kawerau District Council, Tauranga City Council, Opotiki District Council, Whakatane District Council, Taupo District Council and Gisborne District Council.
GDC	Gisborne District Council
CCC	Code Compliance Certificate
CBD	Central Business District
CDEM	Civil Defence and Emergency Management
CLS	Cook Landing Site
CME	Compliance Monitoring and Enforcement
CCTO	Council-Controlled Trading Organisations
COR	Central Organising Rōpū (Leadership Team/ Directors)
DIA	Department of Internal Affairs
DRT	Disaster Relief Trust
ECC	Emergency Coordination Centre
ECFP	Erosion Control Funding Programme
ETS	Emissions Trading Scheme
FEP	Farm Environmental Plans
FOSAL	Future of Severely Affected Land
GDP	Gross Domestic Product
GHL	Gisborne Holdings Limited
GIS	Geographic Information System
IFRS	International Financial Reporting Standard
IPAS	Inflation Protected Annuity
IPSAS	International Public Sector Accounting Standards
JMA	Joint Management Agreement
KPI	Key Performance Indicators
LAWA	Land, Air, Water Aotearoa
LGA	Local Government Act
LGFA	Local Government Funding Agency
LGNZ	Local Government New Zealand
LIM	Land Information Memorandum
LLB	Local Leadership Body
LoS	Level of Service
LTP	2021–2031 Long Term Plan
MBIE	Ministry of Business, Innovation and Employment
MCI	Macroinvertebrate Community Index
MFE	Ministry for the Environment
MPI	Ministry for Primary Industries
MOU	Memorandum of Understanding
MRF	Mayoral Relief Fund
NAASRA	National Association of Australian State Road Authorities
NES	National Environmental Standards
NPS	National Planning Standards
NES-PF	National Environmental Standard for Plantation Forestry
NPS – FW	National Policy Statement for Freshwater
NZIER	New Zealand Institute for Economic Research
NZTA	New Zealand Transport Agency
OPC	Olympic Pool Complex
PBE	Public Benefit Entity
QMS	Quality Management System
RfS	Request for Service
RLTP	Regional Land Transport Plan
RMA	Resource Management Act
RPMP	Regional Pest Management Plan
RSS	Resident Satisfaction Survey
SOE	State of Environment
SOI	Statement of Intent
SWERL	Severe Weather Event Emergency Legislation Act
TEMO	Tairāwhiti Emergency Management Office
TRMP	Tairāwhiti Resource Management Plan
TRONPnui	Te Rūnanganui o Ngāti Porou
UCP	Urban Cycleways Programme
WMC	Wastewater Management Committee
WMMP	Waste Management and Minimisation Plan
WWTP	Wastewater Treatment Plant
3YP	2024-2027 Three Year Plan

TE WHAKARAUORATANGA O TŌ TĀTAU ROHE MŌ ĀPŌPŌ

HEALING OUR REGION FOR OUR FUTURE

0800 653 800
service@gdc.govt.nz
www.gdc.govt.nz
@GisborneDC
15 Fitzherbert Street,
Gisborne 4010, New Zealand

Te Kaunihera o Te Tairāwhiti
GISBORNE DISTRICT COUNCIL

2024-2027 Three Year Plan
Content correct as of 26 June 2025

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-132

Title:	**25-132 Setting of Rates, Due Dates and Penalties for 2025/26**
Section:	Finance & Affordability
Prepared by:	Fiona Scragg - Revenue Team Leader
Meeting Date:	26 June 2025

Legal: Yes	Financial: Yes	Significance: **High**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to set the rates, due dates, and penalties for the 2025/26 financial year after the 2025/26 Annual Plan has been approved.

SUMMARY - HE WHAKARĀPOPOTOTANGA

Report **25-111**, being the 2025/26 Annual Plan adopting report, asks Council to adopt the 2025/26 Annual Plan. After the AP is adopted, Council must then set the rates for 2025/26 under Section 23 of the Local Government (Rating) Act 2002.

The rates requirement for 2025/26 is $107.4m (including GST) or $93.4m (excluding GST). This report recommends that the Council set the rates as below for the 2025/26 financial year. All amounts are exclusive of GST.

Different categories of rateable land are used to set some targeted rates and to set rates differentially. These include categories of property use, rating areas and drainage scheme areas. These categories are defined in the 2025/26 Annual Plan Funding Impact Statement, as is the Council's definition of a "separately used or inhabited part of a rating unit".

The decisions or matters in this report are considered to be of **High** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Having adopted the 2025/26 Annual Plan report 25-111) including the 2025/26 Funding Impact Statement, Council resolves under section 23 of the Local Government (Rating) Act 2002 to set the following rates for the year commencing 1 July 2025 and concluding 30 June 2026:

General Rate-

1.1 A uniform general rate of $0.00054177 (exclusive of GST) per dollar of capital value, set on all rateable land in the district.

Uniform Annual General Charge

1.2 A uniform annual general charge of $1074.24000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on all rateable land in the district.

Animal Control Targeted Rate

1.3 A uniform targeted rate for animal control of $36.03000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on Residential land in areas DRA1 and DRA1A and Residential Rural Townships in areas DRA3, DRA4 and DRA5.

Building Services Targeted Rate

1.4 A targeted rate for building services set on all rateable land in the district and differentiated as follows:

1.4.1 Inner Zone: A rate of $0.00005285 (exclusive of GST) per dollar of capital value on rateable land.

1.4.2 Outer Zone: A rate of $0.00002201 (exclusive of GST) per dollar of capital value on rateable land.

Noise Control Targeted Rate

1.5 A uniform targeted rate for noise control of $3.48000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on Residential land in the Inner Zone (DRA1, DRA1A and DRA2).

Resource Consents and Planning Targeted Rate

1.6 A uniform targeted rate for resource consents and planning of $0.00036922 (exclusive of GST) per dollar of land value, set on all rateable land in the district.

Land Drainage (Contributors) Targeted Rate

1.7 A uniform targeted rate for land drainage of $0.55626109 (exclusive of GST) per hectare, set on all rateable land in the following Drainage Scheme Areas.

- **Eastern Hill Catchment 8**
- **Western Hill Catchment F**

Land Drainage (Direct Beneficiaries) Targeted Rate

1.8 A uniform targeted rate for land drainage of $28.73910793 (exclusive of GST) per hectare, set on all rateable rating units in the following Drainage Scheme Areas as set out in the Annual Plan 2025/26 Funding Impact Statement for:

Ormond, Eastern Taruheru, Western Taruheru, Willows, Waikanae Creek, City/Wainui, Taruheru Classes A-D, Waipaoa, Patutahi, Ngatapa, Manutuke, Muriwai.

Te Karaka Flood Control Targeted Rate

1.9 A targeted rate for Te Karaka Flood control set on all rateable land in the Te Karaka Flood Control Non-Residential and Residential Areas as set out in the Annual Plan 2025/26 Funding Impact Statement, differentiated as follows:

1.9.1 Non-residential: A rate of $0.00039785 (exclusive of GST) per dollar of capital value on rateable land in the Te Karaka Flood Control Non-Residential Area.

1.9.2 Residential: A rate of $0.00048087 (exclusive of GST) per dollar of capital value on rateable land in the Te Karaka Flood Control Residential Area.

Waiapu River Erosion Protection Scheme Targeted Rate

1.10 A targeted rate for the Waiapu River Protection Scheme set on all rateable land in the Waiapu River Erosion Protection Scheme Area as set out in the Annual Plan 2025/26 Funding Impact Statement and differentiated as follows:

1.10.1 Contributors: A rate of $0.05762097 (exclusive of GST) per hectare on rateable land in the Contributors Area.

1.10.2 Direct Beneficiaries: A rate of $0.00028329 (exclusive of GST) per dollar of capital value on rateable land in the Direct Beneficiaries Area.

1.10.3 Indirect Beneficiaries: A rate of $0.00001061 (exclusive of GST) per dollar of capital value on rateable land in the Indirect Beneficiaries Area.

Waipaoa River Flood Control Scheme Targeted Rate

1.11 A uniform targeted rate for the Waipaoa River Flood Control Scheme of $0.00005225 (exclusive of GST) per dollar of capital value, set on all rateable land in the Waipaoa River Flood Control Scheme Area Classes A-F as set out in the Annual Plan 2025/26 Funding Impact Statement.

Aquatic and Recreation Facilities Targeted Rate

1.12 A targeted rate for aquatic and recreation facilities set on all rateable land in the district and differentiated as follows:

1.12.1 Inner Zone: A rate of $0.00013084 (exclusive of GST) per dollar of capital value on rateable land.

1.12.2 Outer Zone: A rate of $0.00003925 exclusive of GST) per dollar of capital value on rateable land.

Parks and Reserves Targeted Rate

1.13 A targeted rate for parks and reserves set on all rateable land in the district and differentiated as follows:

1.13.1 Inner Zone: A rate of $379.76000000 (exclusive of GST) per rating unit.

1.13.2 Outer Zone: A rate of $202.64000000 (exclusive of GST) per rating unit.

Animal and Plant Pests Targeted Rate

1.14 A targeted rate for animal and plant pest control set on all rateable land in the district and differentiated as follows:

1.14.1 Inner Zone: A rate of $0.00001801 (exclusive of GST) per dollar of land value on rateable land.

1.14.2 Outer Zone: A rate of $0.00010247 (exclusive of GST) per dollar of land value on rateable land.

Soil Conservation, Advocacy and Land Use Targeted Rate

1.15 A targeted rate for soil conservation, advocacy and land use, set on all rateable land the following differential categories:

1.15.1 Inner Zone: A rate of $0.00012218 (exclusive of GST) per dollar of land value on rateable land.

1.15.2 DRA3 and 4: A rate of $0.00016514 (exclusive of GST) per dollar of land value on rateable land.

1.15.3 DRA5: A rate of $0.00062034 (exclusive of GST) per dollar of land value on rateable land.

Theatres Targeted Rate

1.16 A targeted rate for theatres set on all rateable land in the district and differentiated as follows:

1.16.1 Inner Zone: A rate of $0.00005477 (exclusive of GST) per dollar of capital value on rateable land.

1.16.2 Outer Zone: A rate of $0.00001643 (exclusive of GST) per dollar of capital value on rateable land.

Water Conservation Targeted Rate

1.17 A targeted rate for water conservation set on all rateable land in the district and differentiated as follows:

1.17.1 Inner Zone: A rate of $0.00024552 (exclusive of GST) per dollar of land value on rateable land.

1.17.2 Outer Zone: A rate of $0.00014967 (exclusive of GST) per dollar of land value on rateable land.

Business Area Patrol Targeted Rate

1.18 A uniform targeted rate for monitoring the Central Business District Area of $0.00031078 (exclusive of GST) per dollar of capital value on all commercial land within the Central Business District area and as set out in the Annual Plan 2025/26 Funding Impact Statement.

Economic Development and Tourism targeted rate

1.19 A uniform targeted rate for economic development and tourism of $0.00025608 (exclusive of GST) per dollar of capital value on all Industrial, Commercial, Retail and Accommodation land as set out in the Annual Plan 2025/26 Funding Impact Statement.

Cyclone Gabrielle Recovery Targeted Rate

1.20 A targeted rate for Cyclone Gabrielle Recovery for woody debris to cover maintenance and pre-emptive work to protect Council assets including our bridges and protection of water supply assets; and our beach fronts.

1.20.1 Pastoral: A rate of $0.00003190 (exclusive of GST) per dollar of capital value on all Pastoral land over 5 hectares, and on forestry properties with 20 hectares or more of pastoral land.

1.20.2 Forestry: A rate of $0.00092902 (exclusive of GST) per dollar of capital value on all Forestry land and on Pastoral properties with 20 hectares or more of forestry.

Flood Damage and Emergency Works Targeted Rate

1.21 A targeted rate for flood damage and emergency reinstatement, set on all rateable land in the following differential categories:

1.21.1 Residential, Lifestyle and other: A rate of $0.00002057 (exclusive of GST) per dollar of capital value on the following:

- **Residential, Lifestyle, Arable and other land.**
- **Horticulture and Pastoral land with land area less than 5 hectares.**

1.21.2 Industrial and Commercial: A rate of $0.00004114 (exclusive of GST) per dollar of capital value on all Industrial and Commercial land.

1.21.3 Horticultural and Pastoral: A rate of $0.00003085 (exclusive of GST) per dollar of capital value on all Horticulture and Pastoral land over 5 hectares, and on forestry properties with 20 hectares or more of pastoral land.

1.21.4 Forestry: A rate of $0.00028282 (exclusive of GST) per dollar of capital value on all Forestry land and on Pastoral properties with 20 hectares or more of forestry.

Non-subsidised Local Roads Targeted Rate

1.22 A targeted rate for local roading set on all rateable land in the district and differentiated as follows:

1.22.1 Outer Zone: A rate of $0.00000939 (exclusive of GST) per dollar of capital value on rateable land.

1.22.2 Inner Zone: A rate of $0.00000398 (exclusive of GST) per dollar of capital value on rateable land.

Passenger Transport Targeted Rate

1.23 A targeted rate for passenger transport of $37.57000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on Residential land in area DRA1.

Subsidised Local Roading Targeted Rate

1.24 A targeted rate for local roading, set on all rateable land in the following differential categories:

1.24.1 Residential, Lifestyle and other: A rate of $ 0.00033133 (exclusive of GST) per dollar of capital value on the following:

- **Residential, Lifestyle, Arable and other land.**
- **Horticulture and Pastoral land with land area less than 5 hectares.**

1.24.2 Industrial and Commercial: A rate of $ 0.00066266 (exclusive of GST) per dollar of capital value on all Industrial and Commercial land.

1.24.3 Horticultural and Pastoral Farming: A rate of $0.00049700 (exclusive of GST) per dollar of capital value on all Horticulture and Pastoral land over 5 hectares, and on forestry properties with 20 hectares or more of pastoral land.

1.24.4 Forestry: A rate of $0.00455581 (exclusive of GST) per dollar of capital value on all Forestry Exotic land and on Pastoral land with 20 hectares or more of forestry.

Commercial Recycling Targeted Rate

1.25 A targeted rate for commercial recycling of $65.05000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on participating non-residential land within the CBD who have elected to receive the service.

Uniform Waste Management Targeted Rate

1.26 A uniform targeted rate for waste management for refuse and recycling of $130.12000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on all rateable land in the district for which the service is provided, area as defined in the Annual Plan 2025/26.

Rural Transfer Station Targeted Rate

1.27 A uniform targeted rate of $202.35000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on all rateable land within a defined 15km radius scheme area of a Rural Transfer Station, as identified in the Annual Plan 2025/26 Funding Impact Statement.

Stormwater Targeted Rate

1.28 A targeted rate for stormwater, set on all rateable land in the following differential categories:

1.28.1 Commercial and Industrial land in DRA1 and DRA1A: A rate of $0.00037957 (exclusive of GST) per dollar of capital value.

1.28.2 All Rural Townships in DRA3, DRA4 and DRA5 and also Manutuke and Patutahi: A rate of $82.44000000 (exclusive of GST) per separately used or inhabited part of a rating unit.

1.28.3 DRA1 and DRA1A: A rate of $209.19000000 (exclusive of GST) per separately used or inhabited part of a rating unit on all Residential land.

Wastewater Targeted Rate

1.29 A targeted rate for wastewater, set on all connected rating units in the following differential categories:

1.29.1 Gisborne City: A rate of $741.27000000 (exclusive of GST) per pan (water closet or urinal) on all land in the Gisborne City area connected to the wastewater system as identified in the Annual Plan 2025/26 Funding Impact Statement.

1.29.2 Te Karaka: A rate of $472.55000000 (exclusive of GST) per pan (water closet or urinal) on land in the Te Karaka area connected to the wastewater system as identified in the Annual Plan 2025/26 Funding Impact Statement.

Water (Availability) Targeted Rate

1.30 A fixed targeted rate for water supply of $159.12000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on all rateable land that is not connected to the water supply, but for which connection is available. Connection is deemed available where a rating unit is situated within 100 metres of any part of the water supply network.

Water (Connection) Targeted Rate

1.31 A fixed targeted rate for water supply of $318.24000000 (exclusive of GST) per separately used or inhabited part of a rating unit, set on all rateable land that is connected to the water supply.

Water (Metered) Targeted Rate

1.32 A targeted rate for water supply as defined in the Water Supply Bylaw 2015 for connected rating units and differentiated as follows:

1.32.1 A rate of $2.10000000 (exclusive of GST) per cubic metre of water supplied for identified extraordinary users.

1.32.2 A rate of $2.10000000 (exclusive of GST) per cubic metre of water supplied for identified extraordinary domestic users for water supplied above 300 cubic metres.

2. Resolves under section 24 of the Local Government (Rating) Act 2002 that all rates (excluding the Water (Metered) Targeted Rate) be payable in four equal instalments, with each instalment due on the rates due date stated in the Table 1.

3. Resolves under sections 57 and 58 of the Local Government (Rating) Act 2002 to authorise the addition of a penalty of 10% of the amount of any rates (excluding the Water (Metered) Targeted Rate) unpaid after the rates due date, with the penalty to be added on the Penalty Date stated in Table 1 below:

Table 1 for Rates Penalty dates

Rate Instalment Dates	Rates Due Date	Date Penalty is to be added	Penalty amount
Invoiced quarterly			
Instalment 1	20 August 2025	26 August 2025	10%
Instalment 2	20 November 2025	26 November 2025	10%
Instalment 3	20 February 2026	26 February 2026	10%
Instalment 4	20 May 2026	26 May 2026	10%

4. **Resolves under sections 24 of the Local Government (Rating) Act 2002 that the Water (Metered) Targeted Rate be payable on the rates due date stated in Table 2.**

5. **Resolves under 57 and 58 of the Local Government (Rating) Act 2002 to set the following due dates for the payment of the Water (Metered) Targeted Rate, and to add a penalty of 10% of the amount remaining unpaid after the due date. The penalty will be added on the Penalty Date in Table 2 below.**

Table 2 Water Penalty dates

Month of invoice	Due date	Date penalty added
Invoiced annually		
Jun-25	21 July 2025	25 July 2025
Invoiced six-monthly		
Jun-25	21 July 2025	25 July 2025
Dec-25	20 January 2026	27 January 2026
Invoiced quarterly		
Jun-25	21 July 2025	25 July 2025
Sep-25	20 October 2025	24 October 2025
Dec-25	20 January 2026	27 January 2026
Mar-26	20 April 2026	24 April 2026
Invoiced monthly		
Jun-25	21 July 2025	25 July 2025
Jul-25	20 August 2025	26 August 2025
Aug-25	22 September 2025	26 September 2025
Sep-25	20 October 2025	24 October 2025
Oct-25	20 November 2025	26 November 2025
Nov-25	22 December 2025	5 January 2026
Dec-25	20 January 2026	27 January 2026
Jan-26	20 February 2026	26 February 2026
Feb-26	20 March 2026	26 March 2026
Mar-26	20 April 2026	24 April 2026
Apr-26	20 May 2026	26 May 2026
May-26	22 June 2026	26 June 2026

Authorised by:

Pauline Foreman - Chief Financial Officer

Keywords: Rates, rate setting, penalties, Water meter, waste management, noise control, LGRA, 3YP, rates funding, charges

BACKGROUND - HE WHAKAMĀRAMA

1. After the 2025/26 Annual Plan (AP) is approved, and under Section 23 of the Local Government (Rating) Act 2002 (LGRA), Council must set the rates by Council resolution in accordance with the Council's AP and the Funding Impact Statement for 2025/26.

2. Total rates revenue is $93.4m plus GST or $107.4m including GST. This is an overall increase of 9.95% (excluding growth) over Year One of the 2024-2027 Three Year Plan which is within the rates revenue threshold set out in our Financial Strategy.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

3. The 2025/26 Rates Funding Impact Statement budget for the 2025/26 year is $107.4m (including GST) or $93.4m (excluding GST).

4. The schedule of rates charges, due dates and penalty dates is set out in the recommendation.

Key Rates Movements for 2025/26 Annual Plan

- Across the district, more than 80% of properties will see an increase of $400 or less. This is primarily within the city, where the cost of reticulated services—including wastewater, water, and stormwater—has risen by $125 plus GST.
- The Uniform Annual General Charge, which is distributed across the district, has increased by $143 (plus GST). This is primarily for the recovery rates in the uniform annual general charge. The total recovery portion is $156.09, an increase of $73.45 over last year. Other increases over last year included Managing Solid Waste and Transfer Stations increased $17.71, Roading $11.45, Strategic Planning and Customer Engagement $10.50, Election costs $9.40 and Civil defence $8.19.
- The general rate, based on capital value across the district, has increased due to rising costs associated with rivers and flood protection, waste management, election expenses, and strategic planning.
- In rural areas, increases in rates are primarily driven by subsidised roading, and Rural Transfer Station charges where that service is provided. For pastoral and forestry properties the recovery rate for woody debris,

LGRA Section 21 Cap

5. Section 21 of the LGRA sets a limit of 30% on the revenue sought by Council from targeted rates set on a uniform basis and the Uniform Annual General Charge (UAGC). This is referred to as the Section 21 cap.

6. The Section 21 cap for 2025/26 AP is 29.2% of the rates, including water by meter rates. The cap is made up of the UAGC being $24.8m plus GST and other fixed targeted rates of $3.5m plus GST.

Uniform Annual General Charge (UAGC)

7. The UAGC for 2025/26 is $1074.24 plus GST. The UAGC is a fixed charge on all Separately Used or Inhabited Parts of a rating unit in the district. The activities funded by the UAGC are set out in the 2025/26 AP Funding Impact Statement.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation
Overall Process: **Low** Significance
This Report: **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan
Overall Process: **Medium** Significance
This Report: **Medium** Significance

Inconsistency with Council's current strategy and policy
Overall Process: **Low** Significance
This Report: **Low** Significance

The effects on all or a large part of the Gisborne district
Overall Process: **High** Significance
This Report: **High** Significance

The effects on individuals or specific communities
Overall Process: **High** Significance
This Report: **Medium** Significance

The level or history of public interest in the matter or issue
Overall Process: **Medium** Significance
This Report: **Medium** Significance

8. The decisions or matters in this report are considered to be of **High** significance in accordance with Council's Significance and Engagement Policy.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

9. There are no significant changes to the 2025/26 rates setting that required additional Iwi/hapū engagement.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

10. The 2025/26 AP includes the Rates Funding Impact Statement which informs the community of the Rates Information for 2025/26.

11. Council's website includes a rates calculator for ratepayers to check their estimated rates for 2025/26.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

12. Climate change affects many local authority functions and responsibilities. The 3YP Revenue and Financing Policy puts Council in a position to respond to such changes. Some of the functions and responsibilities are funded from Council rates. There is a portion of rate funding for at-risk activities like water security, coastal communities, and natural ecosystems which is detailed in the 2025/26 Annual Plan Funding Impact Statement.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

13. The adoption of the 2025/26 AP budget enables Council to collect rates revenue to fund its operations as set out in the AP Funding Impact Statement and in the 3YP Revenue and Financing Policy.
14. The rates set are based on the budgets prepared for 2025/26 financial year are in line with our Financial Strategy.
15. Rates examples are included within the 2025/26 AP under the section Our Finances Rates Funding Impact Statement and rates information for 2025/26.

Legal

16. This rates resolution is made under the local Government Act 2002 and the Local Government (Rating) Act 2002. Section 23 of the Local Government Rating Act 2002 requires Council to set the rates by Council resolution after the Annual Plan 2025/26 has been adopted.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

17. The recommendation proposed is detailed in the AP Funding Impact Statement for 2025/26.
18. The recommendation is consistent with the Revenue and Financing Policy in the 2024-2027 3YP and AP 2025/26 Funding Impact Statement.
19. The decision is not expected to directly affect any of the community outcomes or strategic challenges.

RISKS - NGĀ TŪRARU

20. The risks associated with the setting of the rates for the 2025/26 year are around financial and legal risks. If we do not set the rates, then there is risk of Council not being able to meet its financial commitments.
21. There is a risk when setting rates, that they must be fully compliant with legislation, primarily the Local Government (Rating) Act 2002. However, the rates setting process have rigorous checks and balances for each stage of rates required for a new year, including legal review, and subsequent external audit, risks that rates are not set within legal requirements are minimal.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
26 June 2025	Council sets rates for 2025/26 after approval of the 2025/26 AP.	
July 2025	Send Ratepayers rate assessments and rates invoices for instalment one.	Due date for payment 20 August 2025.
October 2025	Send Ratepayers rate assessments and rates invoices for instalment two.	Due date for payment 20 November 2025.
January 2026	Send Ratepayers rate assessments and rates invoices for instalment three.	Due date for payment 20 February 2026.
April 2026	Send Ratepayers rate assessments and rates invoices for instalment four.	Due date for payment 20 May 2026.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-168

Title: **25-168 Strategic Network Resilience Programme Business Case Approval for Submission to New Zealand Transport Agency**

Section: Journeys Infrastructure

Prepared by: Tina Middlemiss - Senior Transport Planner

Meeting Date: Thursday 26 June 2025

Legal: No	Financial: No	Significance: **High**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to:

- Present technical work and conclusions from the **Strategic Roading Network Resilience Programme Business Case (PBC)**.
- Outline the **recommended preferred option** from the business case work.
- Request Council **endorsement** of the final draft PBC document, which will then be subject to peer review.

SUMMARY - HE WHAKARĀPOPOTOTANGA

The Strategic Roading Network Resilience Programme Business Case (PBC) provides a 30-year review of prioritised interventions - including maintenance, operation and renewal (MOR) - which will improve resilience of the region's local roading network (i.e. excluding State Highways). The programme is not a bid for funding, but rather a prioritisation and decision-making framework which will make best use of available resources.

The main problem addressed by the programme is a lack of roading infrastructure resilience, with large sums of money spent on emergency works to repair the network after significant damage. In essence too much money is going into emergency repairs after storms instead of being spent upfront to strengthen roads and our roads are wearing out faster than we can afford to fix them.

Four programme options have been shortlisted assessed for contribution to objectives and critical success factors. The preferred "Balanced Reach" programme focusses improving Levels of Service (LoS) on the most important roads and areas, where the most people live. Other areas will see more limited investment on key lifeline and economically important routes. Less important and well-used routes will see LoS, which could include reversion to unsealed or maintenance being withdrawn altogether.

The PBC is not a traditional business case that is submitted to NZTA for funding. Instead, it is a framework for further activity to identify and prioritise policy interventions, MOR business-as-usual investment and future capital works. This activity will take place through:

- A new Activity Management Plan (and supporting asset management strategy).
- The next Regional Land Transport Plan (due for completion in April 2027).
- The next Long Term Plan (starting from 01 July 2027).

Following Council endorsement of the final draft PBC document, it will be peer reviewed with comments provided back to the author. Once peer review comments have been addressed, the final PBC document will be submitted for Council approval at the August 2025 meeting.

The decisions or matters in this report are considered to be of **High** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. **Endorses the preferred option "Balanced Reach" programme outlined in the draft Programme Business Case (PBC) document.**
2. **Approves submission of the draft Programme Business Case (PBC) document for New Zealand Transport Agency (NZTA) peer review.**
3. **Notes that final approval of the Programme Business Case (PBC) document will be requested after New Zealand Transport Agency (NZTA) peer review at the 13 August Council meeting.**

Authorised by:

Jocelyne Allen - Director Sustainable Futures

Tim Barry - Director Lifelines

Keywords: resilience, local roads, network, programme business case, transport, long term plan, NZTA

BACKGROUND - HE WHAKAMĀRAMA

1. Following the North Island severe weather events in 2023, Council and the New Zealand Transport Agency (NZTA) have produced a Strategic Roading Network Resilience Programme Business Case (PBC). Whilst recovery work is ongoing, assessment of future investment options for medium to longer term roading network **resilience** will enable Council (supported by NZTA) to make evidence-based decisions around value for money and affordable Levels of Service (LoS), which are:

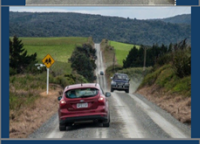
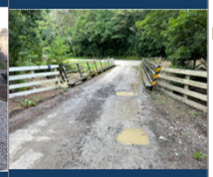
   "Broad statements that describe, from the customer and operator perspective, performance of the region's roading network. LoS determines an appropriate level of maintenance, operations and renewal (MOR) activity for the function and importance of a road in the overall network". (From the 2024-27 Gisborne District Council Regional Land Transport Plan)".

   (The Level of Service grades A – F are summarised on the following page item 6)

2. The scope of the PBC includes all local roads maintained by Council. State Highways 2 and 35 are excluded as they are directly managed by NZTA. The PBC draft document and executive summary is **Attachment 1 and 2**.
3. The PBC shows that making our transport network stronger and managing our road assets properly is a top priority in the 2024–2027 Regional Land Transport Plan. The current network isn't very resilient — we've seen this through the damage caused by severe storms over the past few years, as well as the wear and tear from heavy vehicles like logging trucks. On top of that, slower-moving impacts from climate change, like rising sea levels and coastal erosion, also need to be factored into future planning and investment.
4. Our roads are getting more vulnerable because we're facing big funding pressures. Right now, most of the money is being spent on fixing damage after emergencies, rather than investing in long-term maintenance and improvements. The PBC has tackled this by planning under the assumption that no extra funding will be available — only what's currently possible through the national transport programme, council rates, and user charges.
5. The PBC therefore outlines a technically-sound way to prioritise roading network maintenance, operations and renewal (MOR). This will help make tough but fair decisions about where to spend money and where not to.

6. Levels of Service A to F are summarised in Figure 1:

Figure 1: Levels of Service

Resilience LOS Factors						
		CUSTOMER		FORM & FUNCTION		
LOS Grade	Indicative Views	Availability (Service disruption)	Safety & Accessibility	Road Surface & Drainage	Structures	Asset Management Approach
A	 	Minimal disruption expected from unplanned events. Aim to open at least one lane within 24 hours of unplanned event. Notify public of estimated road closure timeframe within 2 hours.	Mostly forgiving roads and roadsides, accessible for all travel modes and vehicle types, with no significant safety hazards.	Two lane, full width sealed road surface, with generally straight alignment and well drained.	Bridges are two lane; accessible to HPMV and overweight / over dimension HCVs (up to 62 tonnes).	Proactive maintenance and renewal undertaken to ensure maximum asset life and resilience.
B	 	Minor disruption expected from unplanned events. Aim to open at least one lane within 1 to 3 days of unplanned event. Notify public of estimated road closure timeframe within 4 hours.	Road suitable for most drivers and all vehicle types, although may be more challenging for learner drivers. Road user safety guidance provided at high risk locations.	Two lane sealed road surface, with some lower standard sections that are narrower and winding. Generally well drained with limited risk of surface water.	Bridges may be one lane; accessible to all standard HCVs (up to 44 tonnes) and may be accessible to HPMVs (up to 52 tonnes).	Proactive maintenance and renewal to maintain safety and manage asset condition. Some non-hazardous road surface defects.
C	 	Moderate disruption expected from unplanned events. Aim to open at least one lane within 3 days to 2 weeks of unplanned event. Notify public of estimated road closure timeframe within 24 hours.	Road suitable for most moderately experienced drivers and most vehicle types. Lower speeds and greater driver vigilance required on some sections. Road user safety guidance provided at high risk locations.	Sealed or unsealed road surface, generally two way (with some narrower sections) or wide one lane road (> 6m). Adequate drainage in place, but surface water is possible during severe rainfall events.	Bridges may be one lane; standard HCV access (up to 44 tonnes).	More reactive maintenance where there are future planned renewals. Dust mitigation in place for unsealed roads. Non-hazardous road surface defects may be present for limited periods of time.
D	 	High disruption expected from unplanned events. Aim to open at least one lane within 2 weeks to 1 month of unplanned event. Notify public of estimated road closure timeframe within 3 days.	Road may be challenging for inexperienced drivers and inaccessible for some vehicle types (e.g. small 2WD or low riding vehicles), with variable conditions following disruptions and safety hazards present. Users require focus and awareness to travel safely. Route may be closed to HCVs during winter.	Typically unsealed road surface with winding geometry, generally one lane or narrow width (< 6m). Adequate drainage in place, but surface water is likely during heavy rainfall events.	Bridges are one lane; HCV weight restrictions apply.	Maintenance and renewal undertaken to achieve minimum standard at least cost. Dust management limited to times of very dry conditions. Temporary repairs may be used to reduce significant hazards. Non-hazardous road surface defects may be present for extended periods of time.
E	 	Very high disruption expected from unplanned events. Unplanned events may result in prolonged closure (e.g. months). Notify public of estimated road closure timeframe within 1 week.	Road conditions vary considerably following disruptions with significant safety hazards. Only suitable for experienced drivers and 4x4 vehicle types. Route unsuitable for Class 1 HCVs.	Unsealed road surface with winding geometry, one lane roads with narrow width (< 4m). Fit-for-purpose drainage in place, but low lying areas are likely to flood easily during heavy rainfall events.	One lane bridges with weight restrictions (max weight 4 tonnes) or low level ford crossings.	Predominantly reactive maintenance and renewal to achieve minimum standard at least cost. Dust management only in extreme cases. Temporary repairs used to reduce significant hazards.Non-hazardous road surface defects likely to be present for extended periods of time.
F	 	Severe disruption expected from unplanned events. Unplanned events may result it permanent closure. Notify public of estimated road closure timeframe within 1 week.	Not for general access, as noted by appropriate signage. Suitable for 4x4, ATV and horses only. No HCV access.	One lane farm track or paper road with winding geometry, narrow width (< 3m). Minimal proactive drainage.	Wet river ford crossings only.	No scheduled maintenance or renewal.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

Introduction

7. The PBC is divided into five cases:

   a. **Strategic:** what are the problems we are trying to solve, and why do they need to be solved now?

   b. **Economic:** what is the optimal value for money option that is best able to address these problems?

   c. **Financial:** what can we afford to invest in, and what can't we?

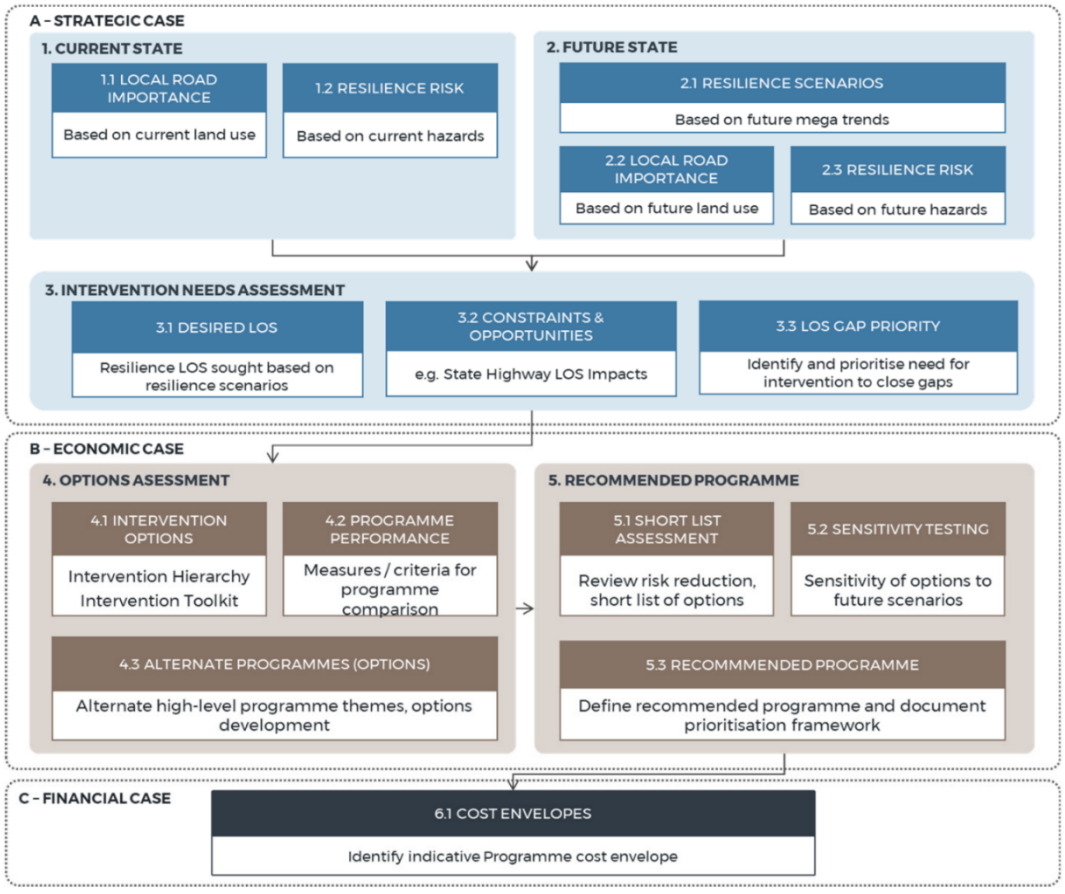
   d. **Commercial:** what is the best way to set up and manage contracts to support network resilience?

   e. **Management:** how can Council mobilise its resources to deliver efficiently and effectively?

8. Figure 2 below summarises the PBC methodology for the strategic, economic and financial cases.

Figure 2: PBC Methodology (Strategic, Economic and Financial Cases)

9. The three major cases are:



- **Strategic Case:** The current and future states use data from various sources to assess roading asset exposure, vulnerability and resilience risk which then establishes the need for intervention.

- **Economic Case:** Need for intervention then feeds into an options assessment and recommended programme, which is based on addressing the highest priority and value for money investments.
- **Financial Case:** The preferred programme is costed within a funding envelope that is affordable to NZTA and Council ratepayers.

10. The commercial and management cases, not shown on Figure 2, address how the programme can be implemented.

Natural Hazards

11. There are six natural hazards and likely impacts considered by the PBC:

Table 1: Hazards and Likely Impacts

Natural Hazard	Likely Impacts
Temperature increase (extreme hot days)	High temperatures causing deformation of bitumen based surfacing and increased dust for unsealed roads.
Increased precipitation and flooding events	Fluvial (river) and pluvial (surface) and groundwater flooding inundating roads and bridges.
Increased extreme rainfall and storm events	Ground saturation affecting slope stability causing landslide damage to roads and bridges.
Sea level rise and storm surge	Coastal flooding, storm surge, tidal shifts, and coastal erosion of roads and bridges.
Earthquake	Amplification and liquefaction damage to roads and bridges.
Tsunami	Tsunami / rogue wave along coastal areas damaging roads and bridges.

12. There are two roading asset types which have been investigated by the PBC:
    a. **Roads:** surfaces and pavements.
    b. **Structures:** bridges and large culverts.
13. Each of the five cases examines resilience risk to the local roading network and what can be done to address it.

Strategic Case

14. The basis of the Strategic Case are three problem and benefit statements, summarised in Table 2.

Table 2: Strategic Case Problem and Benefit Statements

Problem Statement (and weighting)	Benefit Statements
1. Risks to the transport network from severe weather events and climate change will reduce reliable access for communities and businesses, undermining Tairawhiti's economic performance and social cohesion. Weighting: 40%	1. Targeted transport asset investment will: a) Reduce vulnerability of the roading network to disruption. b) Enhance resilience of priority critical assets and roading routes. c) Enable social and economic lifeline transport routes to remain open.
2. Continued asset resilience under-investment results in transport routes which are unable to withstand traffic demand, leading to higher future maintenance costs. Weighting: 25%	2. Delivery of affordable resilient transport routes across the region through: a) Determining Levels of Service which are both good value for money and affordable. b) Improved long-term serviceability of essential transport routes and lifeline nodes for social and economic purposes. c) Investing more in proactive asset management rather than emergency after-event work.
3. Insufficient clarity of future land use changes and understanding of Level of Service (LoS) affordability to maintain road serviceability will hinder robust, prioritized transport resilience investment decision making. Weighting: 35%	3. Better value for money investment decision making which is based on: a) A robust understanding of social and economic value of transport routes. b) Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, appropriate to the LoS, at the right time. c) Maintaining appropriate LoS access through targeted resilience maintenance and renewals to minimise risk of road closure.

15. Evidence to support problem 1 is from a technical report and GIS tool which maps resilience risk - from the six hazards in Table 1 above - to each part of the local road network and assesses its importance based on lifeline, economic, social and cultural criteria. Resilience risk is defined as:

    Exposure of a roading asset to hazards + **Vulnerability** of that asset to hazards.

16. **Attachment 3** shows a map of estimated combined hazard resilience risk to the regional roading networks based on a business-as-usual scenario. Key conclusions are:

    - Resilience risk for Gisborne city, rural roads near the city and rural townships / communities is generally moderate to high. There are few road sections in these parts of the region that are considered to have extreme risk. This is because while these roads are exposed to natural hazards, they are well built so their vulnerability is reduced.
    - There is more variance in the resilience risk across the wider rural road network, with some places having extreme level and others low. This variance largely reflects differences in the vulnerability of local roads in the more rural parts of the region, which is a function of poorer asset construction and condition.
    - Many sections of rural road with extreme and high resilience risk are located in between lower risk sections. If these extreme and high-risk sections are impacted by severe weather events, natural disasters or longer-term climate change adverse consequences will also affect the lower risk sections – i.e. a much larger proportion of the total network. Resilience risk therefore needs to be considered at a network level and related to importance of individual routes.
    - The vast majority of the Gisborne city network is at least medium risk. Generally only sections of road located on higher ground are considered low risk, as they will not be impacted by a tsunami. River crossings and sections of road close to the coast and waterways are generally extreme or high risk, as well as areas west of the airport.

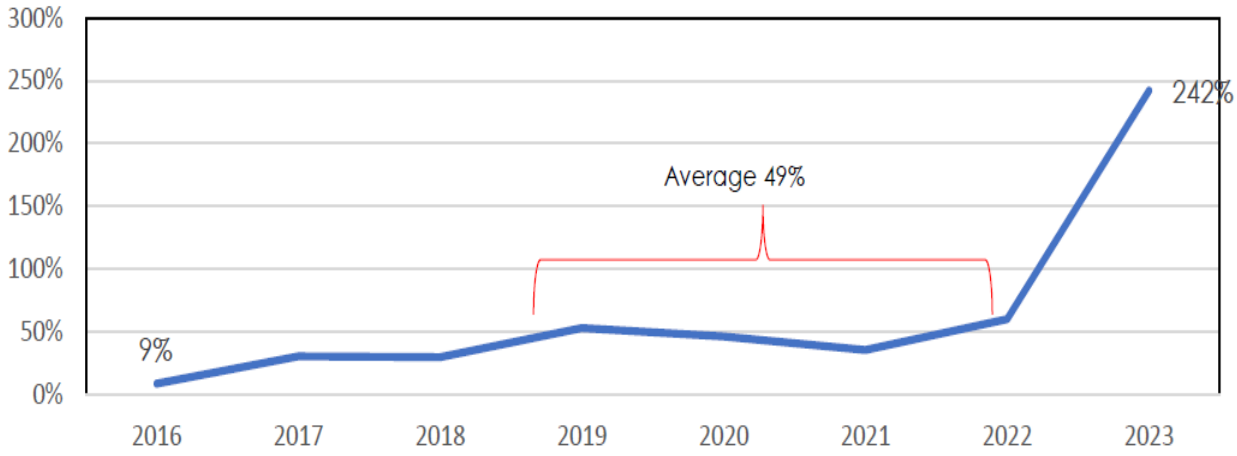
17. The adverse consequences of resilience risk can already be seen following the various severe weather events. The Council Land Transport Activity Management Plan (AMP) notes that:

    - There were 793 reported unplanned road closures in the Te Tairāwhiti region between November 2021 and July 2023.
    - Total closure time over the same period was 67,815 hours (an average of 153 hours per closure).

18. The long-term economic and social impacts of roading resilience include a potential lack of confidence in the future of the region as a desirable place to live, work and invest. Therefore, the PBC concludes that it is essential that problem 1 is addressed now.

19. The Council AMP provides evidence for Problem 2, which is that historically local roading budgets have been based on affordability to a small ratepayer base rather than asset condition and hence need. Previous National Land Transport Fund (NLTF) and Council budget increases have not therefore resulted in an increased or maintained Level of Service (LoS), especially with the several major climate events that severely damaged the network and higher construction costs that have reduced delivery of programmed activities. The consequence is that road maintenance has consistently been under-funded, and priority focus of the investment programme has been geared towards reactive rather than preventative work. The level of "emergency works" funding has been increasing significantly since 2016 when it was just 9% of the planned figure. Over the period 2019-22 this increased to 49%, and since Cyclone Gabrielle has skyrocketed, as shown in Figure 3.

Figure 3: Emergency Works Versus Planned Funding



20. A reduction in planned preventative maintenance has resulted in a significant backlog and created gaps in LoS – such as poor community access / safety outcomes, degraded asset condition, reduced ability to withstand storm damage, inability to meet lifecycle requirements of assets, and reducing overall network condition.

21. The problem of roading under-investment is compounded by very challenging terrain in Te Tairāwhiti region. The AMP notes that geological, geographical and topographical factors have created a transport system already at risk of poor road condition and route closures, even without the additional impact of severe weather and climate change identified by problem 1. There is also the added challenge of damage to roads resulting from heavy vehicles, especially logging trucks.

22. Problem 3 reflects the other two. Council has historically not had a need to take difficult decisions around where to prioritise MOR investment to deliver a realistic LoS to communities. Policy and planning documents have, to date, been based on an implicit assumption that, somehow or other, resources will be found to deliver an ideal future state where all objectives and community desires can be achieved in full.

23. Problems 1 and 2 show that this assumption is outdated, and there will never be enough funding to deliver high roading LoS (and hence unfettered accessibility) across the entire region. In some areas, land use changes – for example farming to forestry – are increasing demand on the network and maintenance requirements. In others, retirement of land will mean that may no longer value for money to maintain roads at all.

24. The risk is that, in the absence of an objective evidence-based MOR prioritisation methodology which focusses on route importance, scarce resources will be misallocated to routes which provide very marginal benefits. The corollary is that resilience of important routes which receive less than optimal MOR investment may be compromised, with disbenefits to a large number of people and businesses.

25. As a result of these three problems, the PBC has set the following investment objectives (with details to be established in the next phase of work):

    a. By [date] implement a risk-based prioritised programme of investment to achieve an agreed Level of Service which provides appropriate resilience for roads and bridges to impacts including land slips, flooding, extreme heat / wind and sea level rise.

    b. By [date] reduce the number and total duration of restricted access and road closures on designated lifeline transport routes from a baseline of [x hours] to [y hours].

    c. By [date] [x kilometres] of lifeline routes will have an established Level of Service (LoS) and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres].

    d. By [date] ensure availability of essential transport routes to lifeline nodes from a baseline of [x number] to [y number].

    e. By [date] we [x kilometres] of rural routes will have an established Level of Service and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres].

    f. By [date], the level of funding invested in emergency works will have declined from a baseline of [$xm] to [$ym]; and for proactive asset management will have increased from [$xm] to [$ym].

    g. By [date] establish and quantify a baseline social and economic value of [$xm] for the region's local transport routes.

    h. By [date] invested [$xm] in designated alternative options for high value transport routes from a baseline of [$ym].

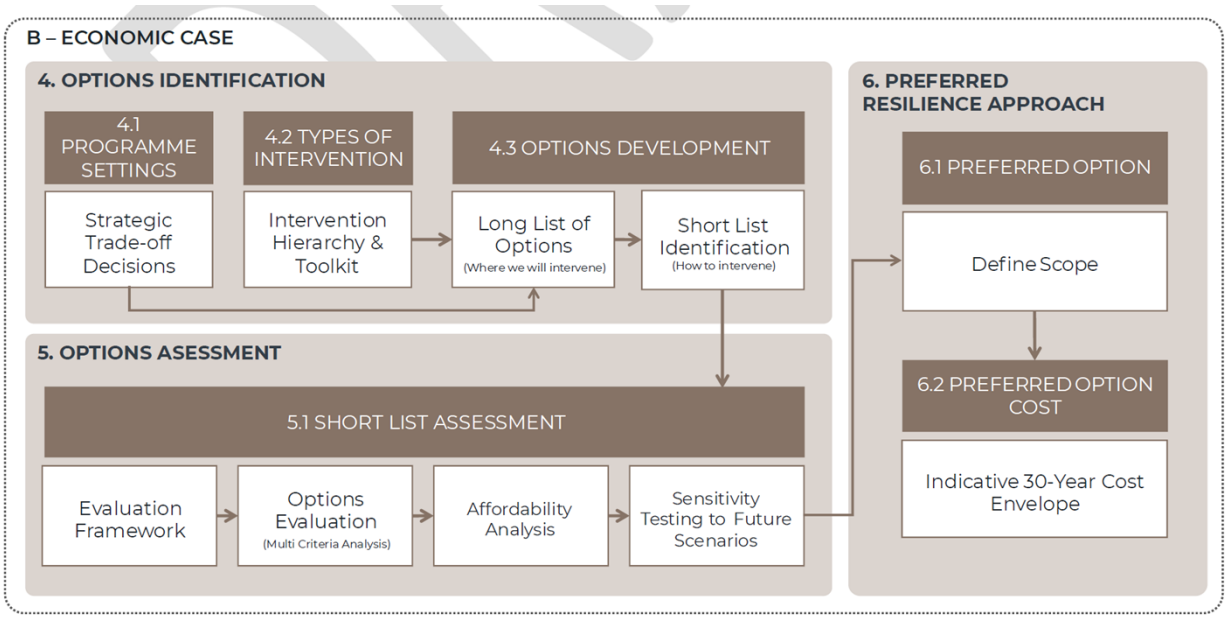
    i. By [date] increased the social and economic value of the region's local transport routes from [$xm] to [$ym].

    j. By [date] increased preparedness by enabling [x number] communities and businesses to have roading resilience plans in place to maintain functionality to an agreed Level of Service (which may be different to what is current) following a severe weather or other climate-related event.

Economic Case

26. The methodology for the economic case is summarised in Figure 4:

Figure 4: Economic Case Methodology



27. The programme settings represent strategic trade-off decisions that were discussed at a Councillor workshop on 07 May 2025.

Table 3: Programme Settings and Strategic Trade-off Decisions

Intervention Focus	Programme Setting	Trade-off Decision	Trade-off Options
Where to intervene	Network scope	Should the Council retain the entire existing network, or reduce the network length to exclude roads that get very little use?	• Retain existing network OR • Reduce network length (to 90% of existing length).
	Risk tolerance	Should the Council prioritise reducing risk for all climate and seismic hazards, or focus on flood and slope stability hazards (based on Council's knowledge of the communities' tolerance to these risks)?	• Focus on all climate and seismic hazards; OR • Focus on flooding and slope stability hazards.
	Intervention Priority	Should the Council prioritise intervention district-wide or focus intervention geographically?	• District wide Intervention; OR • Focused Intervention (more priority on central areas).

Intervention Focus	Programme Setting	Trade-off Decision	Trade-off Options
How to intervene	Risk reduction approach	Should the Council focus on reducing risk through reducing exposure to hazards, or through reducing the vulnerability of network infrastructure?	• Reduce exposure to hazards; OR • Reduce vulnerability of network infrastructure. • Reduce both exposure and vulnerability.
	Level of Service (LoS)	Should the Council prioritise achieving minimum level of service for more roads, or prioritise achieving target level of service but for fewer roads?	• Minimum LoS on more roads; OR • Target LoS on fewer roads.
	Network scope	Should the Council retain the entire existing network, or reduce the network length to exclude roads that get very little use?	• Retain existing network OR • Reduce network length (to 90% of existing length)

28. A long list of eight possible options was whittled down to four on the short list:

Table 4: Short List Options

Option	Description	Network Scope	Risk Tolerance	Intervention Priority	Risk Reduction Approach	Level of Service (LoS)
Status Quo	Reacting to keep roads functional on the existing network	Retain existing network	Flooding & slope stability hazards	Districtwide intervention	Reduce vulnerability	Target for urban roads
Resilient Communities	Prioritising resilience for social and cultural communities	Retain existing network	All climate & seismic hazards	Focused intervention	Reduce exposure	Target for roads with high social importance
Strategic Routes	Protecting economic access between key areas of land use and port / trade	Reduced network length (90% of existing)	Flooding & slope stability hazards	Districtwide intervention	Reduce vulnerability	Target for roads with high economic importance
Balanced Reach	A balanced prioritisation across social and economic factors	Reduced network length (90% of existing)	All climate & seismic hazards	Focused intervention	Reduce both exposure and vulnerability	Target for central area of district

29. More detailed descriptions of the four programmes are as follows:

Status Quo

- Focuses on current maintenance strategies to reduce vulnerability to flooding and slope instability.
- Reactionary to weather events, with limited funds for new or improved infrastructure after recovery and emergency works.
- Aim is to keep the full network operational at a minimum level of service.
- Unplanned retreat will be necessary on roads with high costs.

Resilient Communities

- Works to reduce exposure to all climate and seismic hazards.
- Prioritises roads with social or cultural importance, focusing investment in the central areas of the District (where most of the population live).
- Highest Importance roads elsewhere will be invested in, but other roads in these areas may not.
- Maximises the use of policy-led responses so that habitation and development is enabled in areas where hazards can be managed.
- Roads providing high importance access for communities will achieve target LoS.
- Where this cannot be achieved economically, retreat will be managed and supported.

Strategic Routes

- Withdraws all maintenance activity from the least important and lowest used 10% of length (around 200 kilometres).
- On the remaining 90% of the network, prioritises reducing vulnerability from flooding and slope instability of roads with economic importance.
- Road users will be able to rely on certain routes (those with highest economic importance) to be resilient and achieve target LoS.
- Routes are protected through engineered solutions and policy settings.
- Roads with lower importance and high vulnerability will be retreated from, with alternative access solutions considered if necessary.

Balanced Reach

- Seeks to balance social and economic importance in the District.
- Emphasises user-pays principles and strategic trade-offs to achieve a sustainable network.
- Investment reduces risk to all climate and seismic hazards by reducing exposure and vulnerability.
- Network length is reduced by 10% (around 200 kilometres) with investment focused in achieving target LoS only in central areas of the District.
- Elsewhere, the network may be able to accommodate minor disruptions only.

30. The four short list options have been evaluated according to the following criteria:

Table 5: Short List Evaluation Criteria

Criteria Type	Criteria	Key Questions
Investment objectives	Resilience	Are we spending on the right part of the network?
		How much are we reducing resilience risk?
	Level of Service	Are we meeting our target level of service?
		Are we meeting our minimum level of service?
		Are there roads where we will not meet minimum level of service?
		Can we feasibly carry out the investment approach within the 30-year timeframe?
Critical success factors	Feasibility	Can the investment approach be delivered within the 30-year timeframe?
	Achievability	Are we confident we will get the outcomes we want?
	Certainty	Are we spending on the right part of the network?

31. Using a Multi-Criteria Analysis (MCA) the short list option assessment is as follows:

Table 6: Short List Option Assessment

Description		Short List Programme Options			
		Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Investment Objectives Ranking	Resilience	4	1	3	2
	Leve of Service	4	2	3	1
Critical Success Factors Ranking	Feasibility	1	4	2	3
	Achievability	1	2	4	3
	Certainty	4	3	1	2
Summary		Lowest reduction in resilience risk of the four options, and only some of the network reaches target LoS. Scores best for feasibility and achievability, reflective that it is the status quo. Certainty scores low because option does not achieve the resilience outcomes needed.	Highest reduction of risk on the most important roads. Only a third of the network achieves target LoS but the majority of the network achieves minimum LoS. Feasibility and certainty score poorly as option focuses on system change, which may be outside current regulatory settings.	Some progress toward reducing resilience risk, but just a third of the network achieves target LoS and ~15% of the network does not reach minimum LoS. Feasibility and certainty score highly due to focus on BAU and targeted interventions. Poor achievability due to geographically dispersed investment.	Highest reduction of risk on the overall network. More than half of the network reaches target LoS, yet ~15% of the network does not reach minimum LoS in order to achieve resilience outcomes for the rest of the network. Scores in the middle for critical success factors, reflective of the balanced approach across intervention tiers.

32. **Balanced Reach** is the preferred and recommended option emerging from the Economic Case. Table 7 summarises the key features of the preferred programme:

Table 7: Preferred Programme

Lifecycle Approach	Key Programme Features
Planning	• Implementing changes from a systems perspective, particularly for roads with the highest risk and lowest overall importance. • These roads may be transitioned to user-paid maintenance, phased out through Dynamic Adaptive Pathways planning (i.e. retreat), or improved with funding from risk-based property ratings and development levies. • By altering how Council maintains these parts of the network, resources can be better allocated for the maintenance and improvement of the remining network.
Maintenance and Renewals	• Reducing resilience risk by focusing on maintenance of both sealed and unsealed roads in the central area of the District, as well as the most important roads in the northern and western areas. • Investing geographically where most of the population live allows Council to achieve the target LoS on these roads. • Unsealed roads of lower importance may have seasonal usage restrictions for heavy vehicles to prevent deterioration. • Sealed roads of lower importance will be considered for reverting to unsealed at the end of their economic life. • Resilience will be further supported by an increased focus on proactive drainage and bridge maintenance.
Capital improvements	• Structural improvements to bridges on roads with high importance that cross key rivers and waterways to maintain key access needs. • Bridges on the lowest importance roads may not be reinstated with a permanent like-for-like replacement following damage in an event. • When bridges on lowest importance roads reach the end of their economic life, they may not be replaced like-for-like and instead be replaced with low level crossings such as floodable fords. • Resilience will be further supported through green and blue infrastructure to improve storm water management, erosion and coastal protection.

33. The maps in **Attachment 4 show the change in resilience risk between the current investment approach and the preferred programme**.

- The estimated residual resilience risk of all roads is medium or low, except for roads of lowest importance.
- There are no roads with extreme estimated residual resilience risk in the central area of the District.
- Roads in the urban area of Gisborne and key communities have a relatively high LoS.
- Roads with lifeline importance have high LoS.
- Roads with lower importance have lower LoS.

34. Table 8 shows the change in resilience risk over the 30-year life of the programme. Apart from the lowest importance roads, the preferred programme would remove all high and extreme risks. A significant proportion (46%) of the medium risks (especially in the Gisborne city urban area) would be moved into minor.

Table 8: Change in Residual Resilience Risk After the Programme

Level of Road Importance	Length of Road Subject to Residual Resilience Risk [and Change from Existing] (Kilometres)			
	Minor	Medium	High	Extreme
1: Highest	31 [+26]	28 [-22]	0 [-3]	0 [no change]
2: High	251 [+122]	91 [-82]	0 [-35]	0 [-5]
3: Moderate	259 [+196]	81 [-128]	0 [-54]	0 [-14]
4: Low	189 [+98]	65 [-58]	0 [-34]	0 [-6]
5: Lowest	529 [+106]	180 [-86]	65 [-3]	32 [-16]

35. Benefits will be realised over the 30-year programme timeframe, and not immediately.

Financial Case

36. High-level programme costs have been produced for option comparison purposes and are expressed in 2025 prices. These figures represent a 30-year estimated cost including the base programme and unplanned emergency works (which are clearly subject to significant uncertainty and hence expressed as bounded ranges). As shown in Table 9, Balanced Reach is similar in cost to Status Quo when a lower bound of emergency works cost is included. Balanced Reach is lower cost than Status Quo with an upper bound emergency works estimate, demonstrating impact of increased proactive resilience investment.

Table 9: High-Level Programme 30-Year Comparative Cost Estimates

Description		Comparative 30-year Estimate in 2025 Prices ($m)			
		Status Quo	**Resilient Communities**	**Strategic Routes**	**Balanced Reach (Preferred Option)**
Proactive Investment	Base programme	656	945	944	776
Reactive Investment	Potential emergency works (lower bound)	164	109	148	81
	Potential emergency works (upper bound)	327	219	295	163
Total Investment	**Lower Bound**	**820**	**1,054**	**1,092**	**857**
	Upper Bound	**983**	**1,164**	**1,239**	**939**
Summary		Lowest proactive investment, but significantly higher potential for reactive investment, reducing the level of certainty of the estimated cost.	Higher cost interventions result in significantly larger proactive investment. Reduced potential reactive investment does not offset the higher proactive investment.	Higher cost interventions result in significantly higher proactive investment. Reduced potential reactive investment does not offset the higher proactive investment.	Second lowest proactive investment but includes system change interventions that are uncosted but will potentially increase external funding to offset some of increased proactive resilience investment.

37. Table 10 provides a breakdown of the investment requirements:

Table 10: Preferred Option Investment Requirements ($m)

Hierarchy	Alternatives	Operational Expenditure	Capital Expenditure (MOR)	Capital Expenditure (Improvement)	Total
System change	Policy Responses	-	-	-	**-**
	Divestment Decisions	-	-	-	**-**
	Financial Mechanisms	-	-	-	**-**
	Organisational Changes (Governance)	-	-	-	**-**
Business-as-usual (refined)	Maintenance Strategy	17.5	-	-	**17.5**
	Maintenance Programmes	163.2	143.0	-	**306.2**
	Proactive Renewals		304.6		**304.6**
Targeted interventions	New Roading	-	-	3.0	**3.0**
	Drainage Improvement		35.0	0.2	**35.2**
	Stormwater Management		-	2.5	**2.5**
	Slope Protection		-	17.0	**17.0**
	Temporary & Alternative Structures		17.4	-	**17.4**
	Structural Improvements	-	30.7	18.2	**48.9**
	Green Infrastructure	-	-	1.2	**1.2**
	Blue Infrastructure	-	-	24.6	**24.6**
Reactive investment	Emergency Works	81 - 163	-	-	**81 – 163**
Total		**261.7 – 343.7**	**530.7**	**66.7**	**859.1 – 941.1**

38. Actual costs of programme interventions and available budgets will be determined through successive Activity Management Plans (AMPs), Long Term Plans (LTPs) and Regional Land Transport Plans (RLTPs). The above figures do not represent a funding request.

39. Council is committed to increasing the level of maintenance funding received from users whose activity results in damage to the network, especially large logging trucks operated by the forestry industry.

Commercial Case

40. Four new area-based road maintenance contracts were competitively tendered (using a price-quality supplier selection method) and commenced in July 2022:
    - Turanga and Waiapoa (Fulton Hogan).
    - Uawa (Downer).
    - Hikurangi (Blackbee).
41. Scope includes local roads operations and pothole prevention. Contracts are due to expire at end of June 2027.
42. The maintenance contract traditional model is either measure and value (focusing on quantifying work performed and / or materials used) or lump sum (for lower risk items which can be priced with confidence).
43. Measure and value promotes transparency and flexibility, accommodating changes in works scope. This can be beneficial in environments such as Tairāwhiti with variable and often challenging ground conditions. Adaptability allows modifications without extensive renegotiations, making them a good choice for dynamic projects. However, relying on actual quantities makes predicting final costs difficult, leading to budgeting challenges for Council and cashflow issues for contractors.
44. Lump sum contracts offer a fixed price, providing clients with a clear financial commitment. This is advantageous for projects with well-defined scopes, minimizing financial uncertainty. However, the rigidity can be a drawback, as unforeseen changes require contract amendments, potentially delaying progress.
45. With the focus of the preferred Balanced Reach programme moving towards more proactive and less emergency / reactive works, there is an opportunity to consider a range of contract models for the next procurement, as summarised in Table 11:

Table 11: Possible Contract Models for Next Maintenance Contract

Contract Model	Description
Traditional	Council undertakes design, asset management, programming and administration. Contractor delivers construction works through measure and value, lump sum or cost reimbursable (for emergency works).
Performance-based	Combines design, asset management and construction within the contractor function. Council specifies performance standards for minimum asset condition to the contractor. Method of payment is lump sum based with poor performance deduction penalties.
Alliance	Council is part of the contractor design, asset management and construction collaborative agreement and not separate from it. Performance measures are agreed by all parties who operate in a positive no blame culture. Payment is based on input costs, overheads and agreed profit margin. A total cost estimate for the work plan is independently peer reviewed. Council receives a percentage of efficiency savings achieved.
Framework	Divides design / asset management functions into separate sequential processes. Council competitively procures panels of contractors and consultants based on specialist skills and expertise. Payment is usually by measure and value, based on a schedule of rates.

46. The pavement rehabilitation and reseals programme was tendered at the same time as the maintenance contracts and using the price quality selection method and same contract model. Fulton Hogan is the current contractor. In line with the focus on pothole prevention in the current Government Policy Statement (GPS), Council is tendering a new pavement rehabilitation and reseals contract for a maximum term of five years.

47. The next contract procurement process will establish which contracting model is the most appropriate and beneficial for the resilience programme.

Management Case

48. The Management Case sets out how Council will deliver the preferred resilience programme. Table 12 summarises the key elements of the Management Case and the issues to be addressed.

Table 12: Key Elements of the Management Case

Element	Issue
Benefits realisation	Development of a benefits framework which measures progress against KPIs in the PBC ILM: **1. Targeted transport asset investment will:** a) Reduce vulnerability of the roading network to disruption. b) Enhance resilience of priority critical assets and roading routes. c) Enable social and economic lifeline transport routes to remain open. **2. Delivery of affordable resilient transport routes across the region through:** a) Determining Levels of Service which are both good value for money and affordable. b) Improved long-term serviceability of essential transport routes and lifeline nodes for social and economic purposes. c) Investing more in proactive asset management rather than emergency after-event work. **3. Better value for money investment decision making which is based on:** a) A robust understanding of social and economic value of transport routes. b) Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, appropriate to the LoS, at the right time. c) Maintaining appropriate LoS access through targeted resilience maintenance and renewals to minimise risk of road closure.
Risk management and mitigation	Key risks to delivery of the programme include: • Council resources to deliver the programme. • Public and stakeholder concern around reduced LoS, especially where all maintenance activity on a section of road is abandoned. • Further severe weather events increase requirement for emergency works and reduces spend on proactive asset management. • Health and safety challenges resulting from roads reverting from sealed to unsealed. • Lower than anticipated funding from the National Land Transport Fund (NLTF) and / or rates.

Element	Issue
	Key mitigations include: • Robust programme and project management resourcing. • Proactive and regular communication and engagement. • Establishing a reserve fund for emergency works. • High quality works to unsealed roads. Increasing road user funding contributions.
Stakeholder management	Key elements of a stakeholder management plan include: • Identification of stakeholders and their interests. • Likely attitudes of each stakeholder to the preferred programme – support, neutral or opposed. • Engagement necessary for each stakeholder. Proposed timeline of engagement as programme is developed into project proposals.
Project management	The Council project management framework adopts the following principles: **1. Continued Business Justification** A project must make good business sense. There needs to be a clear return on investment, and the use of time and resources should be justified. **2. Learn from Experience** Project teams should take lessons from previous projects into account. A lessons log is kept updated for this purpose. **3. Define Roles and Responsibilities** Everyone involved in a project should know what they and others are doing. This includes knowing who the decision makers are. **4. Manage by Stages** Difficult tasks are better off broken into manageable chunks, or management stages. **5. Manage by Exception** A project running well doesn't need a lot of intervention from managers. The project governors are only informed if there is or might be a problem. **6. Focus on Outputs** Everyone should know ahead of time what's expected of the output. Output requirements determine work activity, not the other way around. **7. Tailor to the Environment** The methodology can be scaled and tailored. The project framework must suit the project's environment, size, complexity, importance, capability and risk. Each project should identify how to best utilise the framework to help rather than hinder project delivery.

Next Steps

49. The PBC is not a traditional business case that is submitted to NZTA for funding. Instead, it is a framework for further activity to identify and prioritise policy interventions, MOR business-as-usual investment and future capital works. This activity will take place through:

    - A new Activity Management Plan (and supporting asset management strategy).
    - The next Regional Land Transport Plan (due for completion in April 2027).
    - The next Long Term Plan (starting from 01 July 2027).

50. Following Council endorsement of the final draft PBC document, it will be peer reviewed with comments provided back to the author. Once peer review comments have been addressed, the final PBC document will be submitted for Council approval at the August 2025 meeting.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation
Overall Process: High Significance
This Report: High Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan
Overall Process: High Significance
This Report: High Significance

Inconsistency with Council's current strategy and policy
Overall Process: Medium Significance
This Report: Low Significance

The effects on all or a large part of the Gisborne district
Overall Process: High Significance
This Report: High Significance

The effects on individuals or specific communities
Overall Process: High Significance
This Report: High Significance

The level or history of public interest in the matter or issue
Overall Process: High Significance
This Report: High Significance

51. The decisions or matters in this report are considered to be of **High** significance in accordance with Council's Significance and Engagement Policy.

52. The overall resilience planning process, and production of the PBC, will have a material impact on future RLTP and council Long Term Plan investment priorities, as well as the health and well-being of our communities.

53. Partners and stakeholders will have significant interest in the work and its outcomes, especially in terms of addressing current and future concerns about transport system and wider community resilience. This isn't just a theoretical interest; it is bound up in practical experience of how damage to the transport system has impacted people's lives.

54. Public interest in this work will be high, and expectations will need to be both understood and managed.

TREATY COMPASS ANALYSIS

Kāwanatanga

55. The roading resilience programme will continue to engage with mana whenua to establish appropriate levels of involvement in establishment of levels of service and priority for future roading resilience projects.

Rangatiratanga

56. The roading resilience programme will enable the setting of prioritisation and decision-making strategies within future roading resilience projects for opportunities to partner, co-govern, co-design and collaborate.

Oritetanga

57. The roading resilience programme will seek to establish location and extent inequities and to address them in the levels of service and priorities for future roading resilience and strategies.

Whakapono

58. The roading resilience programme will take appropriate guidance on how it acknowledges or empowers any application of tikanga and kawa.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

59. Tangata whenua / Māori engagement is critical to the success of the programme, as there will be significant interest in terms of:

    a. Direct impacts on Māori land and other environmental assets of potential resilience interventions.

    b. Improvement of social and cultural access, which has been compromised by the severe weather events.

    c. Co-design of potential solutions which add value to Māori economic, social and cultural development.

    d. The legal status of iwi as Treaty Partners in the region.

60. The programme team will continue to work closely with Council Māori Partnerships staff to ensure that appropriate engagement is undertaken, as this is critical to the success of the PBC.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

61. Community engagement will be an essential part of ensuring that the resilience programme delivers priority investments and manages inevitable concerns around reductions in roading Levels of Service (LoS).

62. For all communication and engagement processes, the preferred approach is to use existing channels and opportunities, rather than inventing new ones. The Long Term Plan (LTP) will be the next major engagement opportunity. There are multiple projects across the Lifelines Directorate and a risk of "engagement overload" amongst both stakeholders and the public. However, additional opportunities will be investigated if they add significant value to what is already taking place.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

63. The PBC will focus on impacts of climate change including both severe weather events - such as heavy rain, high winds, extreme heat etc. – and the gradual progression of sea level rise and coastal erosion.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

64. The PBC is being funded by NZTA as part of the North Island Weather Event Response, with a Council contribution.

65. Recommendations from the PBC are likely to have implications for future council budgets within Long Term Plans (LTPs). Further investment is outside the scope of the current Three-Year Plan (2024-27).

Legal

66. The PBC is consistent with council responsibilities and powers under both the Resource Management Act (RMA) 1991 and the Land Transport Management Act (LTMA) 2003.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

67. The PBC being developed:
    - Is strongly consistent with, and gives effect to, policies and priorities within the adopted Regional Land Transport Plan (RLTP) 2024-34.
    - Supports the Three-Year Plan recovery investment.
    - To provide direction to the next LTP.
    - Assists the Council Future Development Strategy (FDS) focus on integrated transport and spatial planning.

RISKS - NGĀ TŪRARU

68. The programme risks are outlined in Table 12 of this report.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action / Milestone	Comments
26 June 2025	Council endorsement	Required for peer review submission.
July 2025	Peer review of PBC document	Required by NZTA
13 August 2025	Council approval	Approval for adoption as Council policy.
September 2025 to July 2026	Establish programme team and capacity / capability	As detailed in the Management Case.
2026	Activity Management Plan (AMP)	Refresh of current document, based on maturity assessment and improvement actions.
April 2027	Regional Land Transport Plan (RLTP) 2027-37	Programmes will detail MOR and improvement programmes.
July 2027	New roading contracts	As detailed in the Commercial Case.
July 2027	Long Term Plan (LTP)	Sets out local share of resilience investment.
July 2027	Start of next National Land Transport Programme (NLTP)	Sets out National Land Transport Fund (NLTF) resilience investment.

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Gisborne District Council Final Draft Strategic Roading Network Resilience [**25-168.1** - 5 pages]
2. Attachment 2 - Gisborne District Council Final Draft Strategic Roading Network Resilience [**25-168.2** - 247 pages]
3. Attachment 3 - Map Showing Estimated Combined Hazard Resilience Risk to the Regional Roading Network [**25-168.3** - 1 page]
4. Attachment 4 - Maps Showing the Change in Resilience Risk Between the Current Investment Approach and the Preferred Programme [**25-168.4** - 2 pages]

Background

Severe weather events – most notably Cyclone Gabrielle – have severely damaged the local roading network which has cost hundreds of millions to repair, and resulted in significant disruption to people's lives and businesses.

Council has a small and economically deprived ratepayer base who simply cannot afford the scale of investment required to maintain the 1,899 kilometres of local road to a decent standard. As a result Council is spending more and more money on fixing roads after they have failed, often in locations which have very little traffic. In 2023 alone, we spent $65 million on emergency road fixes.

Nearly 50% of the region's roads carry just 6% of the traffic. Physical condition of the roads is deteriorating, and patching them up diverts money away from making the more important economic lifeline routes more resilient to severe weather and climate change. Budgets at national level are finite, and it is simply unaffordable to keep pouring tens of millions into roading recovery.

There are six natural hazards that impact our roading network:

- Temperature increase (extreme hot days).
- Increased precipitation and flooding events.
- Increased extreme rainfall and storm events.
- Sea level rise and storm surge.
- Earthquake.
- Tsunami.

The primary purpose of this Programme Business Case (PBC) is to deliver a change to how investment for roading maintenance, operations and renewal (MOR) is prioritised across the region. The PBC provides an evidence-based maintenance and asset management decision-making framework, for Council and NZTA (as our co-investment partner), that is based on appropriate, and often lower, Levels of Service (LoS).

Resilience LOS Factors							
		CUSTOMER		FORM & FUNCTION			
LOS Grade	Indicative Views	Availability (Service disruption)	Safety & Accessibility	Road Surface & Drainage	Structures	Asset Management Approach
A		Minimal disruption expected from unplanned events. Aim to open at least one lane within 24 hours of unplanned event. Notify public of estimated road closure timeframe within 2 hours.	Mostly forgiving roads and roadsides, accessible for all travel modes and vehicle types, with no significant safety hazards.	Two lane, full width sealed road surface, with generally straight alignment and well drained.	Bridges are two lane; accessible to HPMV and overweight / over dimension HCVs (up to 62 tonnes).	Proactive maintenance and renewal undertaken to ensure maximum asset life and resilience.
B		Minor disruption expected from unplanned events. Aim to open at least one lane within 1 to 3 days of unplanned event. Notify public of estimated road closure timeframe within 4 hours.	Road suitable for most drivers and all vehicle types, although may be more challenging for learner drivers. Road user safety guidance provided at high risk locations.	Two lane sealed road surface, with some lower standard sections that are narrower and winding. Generally well drained with limited risk of surface water.	Bridges may be one lane; accessible to all standard HCVs (up to 44 tonnes) and may be accessible to HPMVs (up to 52 tonnes).	Proactive maintenance and renewal to maintain safety and manage asset condition. Some non-hazardous road surface defects.
C		Moderate disruption expected from unplanned events. Aim to open at least one lane within 3 days to 2 weeks of unplanned event. Notify public of estimated road closure timeframe within 24 hours.	Road suitable for most moderately experienced drivers and most vehicle types. Lower speeds and greater driver vigilance required on some sections. Road user safety guidance provided at high risk locations.	Sealed or unsealed road surface, generally two way (with some narrower sections) or wide one lane road (> 6m). Adequate drainage in place, but surface water is possible during severe rainfall events.	Bridges may be one lane; standard HCV access (up to 44 tonnes).	More reactive maintenance where there are future planned renewals. Dust mitigation in place for unsealed roads. Non-hazardous road surface defects may be present for limited periods of time.
D		High disruption expected from unplanned events. Aim to open at least one lane within 2 weeks to 1 month of unplanned event. Notify public of estimated road closure timeframe within 3 days.	Road may be challenging for inexperienced drivers and inaccessible for some vehicle types (e.g. small 2WD or low riding vehicles), with variable conditions following disruptions and safety hazards present. Users require focus and awareness to travel safely. Route may be closed to HCVs during winter.	Typically unsealed road surface with winding geometry, generally one lane or narrow width (< 6m). Adequate drainage in place, but surface water is likely during heavy rainfall events.	Bridges are one lane; HCV weight restrictions apply.	Maintenance and renewal undertaken to achieve minimum standard at least cost. Dust management limited to times of very dry conditions. Temporary repairs may be used to reduce significant hazards. Non-hazardous road surface defects may be present for extended periods of time.
E		Very high disruption expected from unplanned events. Unplanned events may result in prolonged closure (e.g. months). Notify public of estimated road closure timeframe within 1 week.	Road conditions vary considerably following disruptions with significant safety hazards. Only suitable for experienced drivers and 4x4 vehicle types. Route unsuitable for Class 1 HCVs.	Unsealed road surface with winding geometry, one lane roads with narrow width (< 4m). Fit-for-purpose drainage in place, but low lying areas are likely to flood easily during heavy rainfall events.	One lane bridges with weight restrictions (max weight 4 tonnes) or low level ford crossings.	Predominantly reactive maintenance and renewal to achieve minimum standard at least cost. Dust management only in extreme cases. Temporary repairs used to reduce significant hazards.Non-hazardous road surface defects likely to be present for extended periods of time.
F		Severe disruption expected from unplanned events. Unplanned events may result it permanent closure. Notify public of estimated road closure timeframe within 1 week.	Not for general access, as noted by appropriate signage. Suitable for 4x4, ATV and horses only. No HCV access.	One lane farm track or paper road with winding geometry, narrow width (< 3m). Minimal proactive drainage.	Wet river ford crossings only.	No scheduled maintenance or renewal.

Most higher traffic urban roads will be LoS B and C, whilst most lower traffic rural roads will be D and E. Up to 10% of the 1,899 km network could become Level F, and not maintained by Council.

The PBC is not a bid for additional funding, but proposes how to make more efficient and effective use of existing investment. At this stage there is no detailed list of priority investments: that will be for the next Council Long Term Plan (LTP) and Regional Land Transport Plan (RLTP).

Problem and Benefit Statements

The problem and benefit statements for this PBC are:

Problem Statement (and weighting)	Benefit Statements
1. Risks to the transport network from severe weather events and climate change will reduce reliable access for communities and businesses, undermining Tairawhiti's economic performance and social cohesion. Weighting: 40%	1. Targeted transport asset investment will: a) Reduce vulnerability of the roading network to disruption. b) Enhance resilience of priority critical assets and roading routes. c) Enable social and economic lifeline transport routes to remain open.
2. Continued asset resilience under-investment results in transport routes which are unable to withstand traffic demand, leading to higher future maintenance costs. Weighting: 25%	2. Delivery of affordable resilient transport routes across the region through: a) Determining Levels of Service which are both good value for money and affordable. b) Improved long-term serviceability of essential transport routes and lifeline nodes for social and economic purposes.

Problem Statement (and weighting)	Benefit Statements
	c) Investing more in proactive asset management rather than emergency after-event work.
3. Insufficient clarity of future land use changes and understanding of Level of Service (LoS) affordability to maintain road serviceability will hinder robust, prioritized transport resilience investment decision making. Weighting: 35%	3. Better value for money investment decision making which is based on: a) A robust understanding of social and economic value of transport routes. b) Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, appropriate to the LoS, at the right time. c) Maintaining appropriate LoS access through targeted resilience maintenance and renewals to minimise risk of road closure.

Investment Programme Options

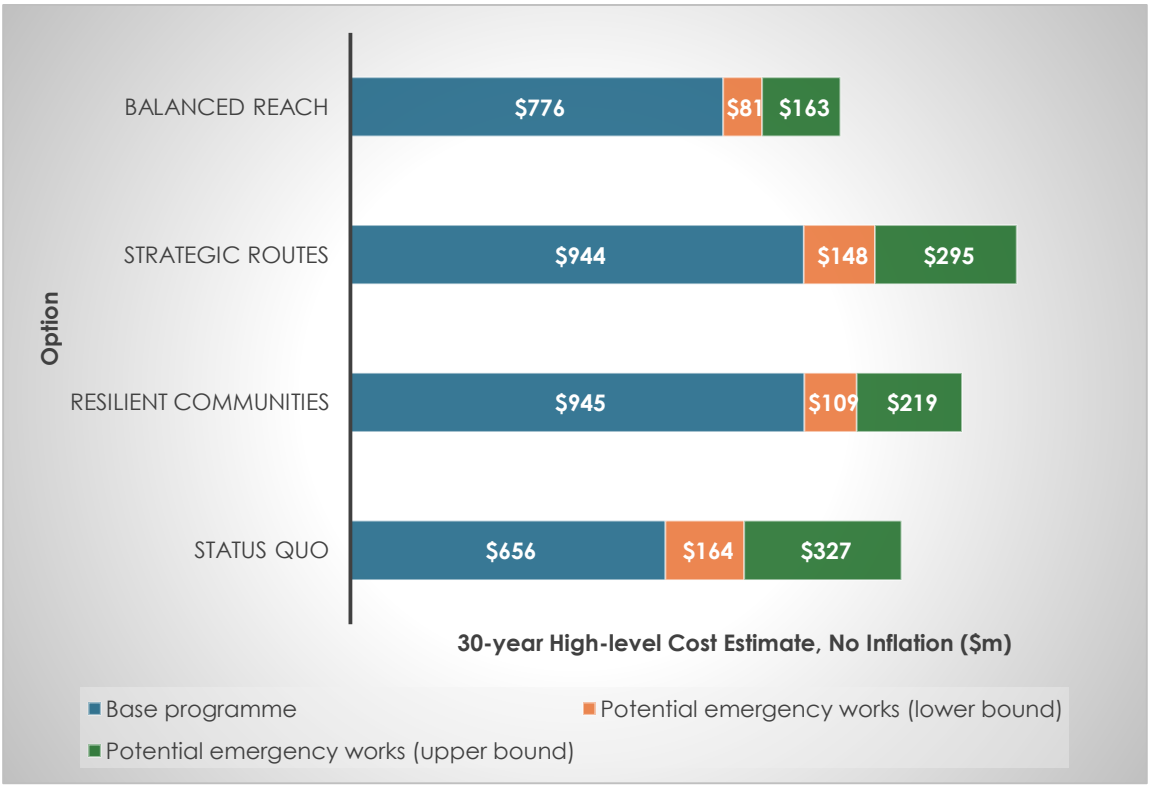
To address the problems and realise benefits, four programme options have been assessed:

Name	Option Description
Status Quo	• Focuses on current maintenance strategies to reduce vulnerability to flooding and slope instability. • Reactionary to weather events, with limited funds for new or improved infrastructure after recovery and emergency works. • Aim is to keep the full network operational at a minimum level of service. • Does not seek to retreat, however it acknowledges that unplanned retreat will be necessary on roads with high costs.
Resilient Communities	• Works to reduce exposure to all climate and seismic hazards. • Prioritises roads with social or cultural importance, focusing investment in the central areas of the region (where the majority of the population live). • Highest Importance roads elsewhere will be invested in, but other roads in these areas may not. • Maximises the use of policy-led responses so that habitation and development is enabled in areas where hazards can be managed. • Roads providing high importance access for communities will achieve target level of service. • Where this cannot be achieved economically, retreat will be managed and supported.
Strategic Routes	• Reduces network length by excluding the least important and lowest used 10%.

Name	Option Description
	• With the remaining network, prioritises reducing vulnerability from flooding and slope instability of roads with economic importance. • People will be able to rely on certain routes (those with economic importance) to be resilient and achieve target LoS. • These routes are protected through engineered solutions and policy settings. • Roads with lower importance and high vulnerability will be retreated from, with alternative access solutions considered.
Balanced Reach	• Seeks to balance social and economic importance in the region. • Emphasises user-pays principles and strategic trade-offs to achieve a sustainable network. • Investment reduces risk to all climate and seismic hazards by reducing exposure and vulnerability. • Network length is reduced by 10% and investment is focused in achieving target level of service only in central areas of the region. • Elsewhere, the network may be able to accommodate minor disruptions only.

The preferred option is **Balanced Reach**, because it provides the best balance between Levels of Service and resilience at an affordable cost.

High-Level Programme Costs



Balanced Reach reduces emergency works spending and concentrates investment on proactive asset resilience ("base programme").

Programme Delivery

The preferred resilience programme will be delivered through new maintenance contracts in 2027. Council will ensure that there is robust programme management, oversight and governance.

Next Steps

There will be further public and community engagement on details of the preferred programme as part of the next Long Term Plan (LTP). There will be an opportunity for people to have their say on maintenance investment priorities, and where the roading network needs to be scaled back.

Te Tairāwhiti Strategic Roading Network Resilience

Programme Business Case
June 2025

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Contents

Version Control

Version Number	Description	Date
1	First draft Strategic Case for Council review	28 February
2	Second draft Strategic Case for NZTA review	28 March
3	Third draft Strategic Case addressing NZTA comments	24 April
4	Draft Programme Business Case for final review	11 June

Report Authors
James Llewellyn, Taith Consulting Ltd

Adele Jones, WSP Ltd

Laura Goodman, WSP Ltd

Roger Burra, WSP Ltd

Glossary

Abbreviation	Full Description
AMP	Activity Management Plan
BCA	Business Case Approach
FDS	Future Development Strategy
Council	Gisborne District Council
GPS	Government Policy Statement on Land Transport
ILM	Investment Logic Map
KPI	Key Performance Indicator
LGA	Local Government Act 2002
LTMA	Land Transport Management Act 2003
LoS	Level of Service
LTP	Long Term Plan
MOR	Maintenance, Operations & Renewal
MOT	Ministry of Transport
NLTF	National Land Transport Fund
NLTP	National Land Transport Programme
NZTA	New Zealand Transport Agency
PBC	Programme Business Case
RLTP	Regional Land Transport Plan
TYP	Three Year Plan

Executive Summary

Background

Severe weather events – most notably Cyclone Gabrielle – have severely damaged the local roading network which has cost hundreds of millions to repair, and resulted in significant disruption to people's lives and businesses.

Council has a small and economically deprived ratepayer base who simply cannot afford the scale of investment required to maintain the 1,899 kilometres of local road to a decent standard. As a result Council is spending more and more money on fixing roads after they have failed, often in locations which have very little traffic. In 2023 alone, we spent $65 million on emergency road fixes.

Nearly 50% of the region's roads carry just 6% of the traffic. Physical condition of the roads is deteriorating, and patching them up diverts money away from making the more important economic lifeline routes more resilient to severe weather and climate change. Budgets at national level are finite, and it is simply unaffordable to keep pouring tens of millions into roading recovery.

There are six natural hazards that impact our roading network:

- Temperature increase (extreme hot days).
- Increased precipitation and flooding events.
- Increased extreme rainfall and storm events.
- Sea level rise and storm surge.
- Earthquake.
- Tsunami.

The primary purpose of this Programme Business Case (PBC) is to deliver a change to how investment for roading maintenance, operations and renewal (MOR) is prioritised across the region. The PBC provides an evidence-based maintenance and asset management decision-making framework, for Council and NZTA (as our co-investment partner), that is based on appropriate, and often lower, Levels of Service (LoS).

Resilience LOS Factors							
LOS Grade	Indicative Views	CUSTOMER		FORM & FUNCTION			
		Availability (Service disruption)	Safety & Accessibility	Road Surface & Drainage	Structures	Asset Management Approach	
A		Minimal disruption expected from unplanned events. Aim to open at least one lane within 24 hours of unplanned event. Notify public of estimated road closure timeframe within 2 hours.	Mostly forgiving roads and roadsides, accessible for all travel modes and vehicle types, with no significant safety hazards.	Two lane, full width sealed road surface, with generally straight alignment and well drained.	Bridges are two lane; accessible to HPMV and overweight / over dimension HCVs (up to 62 tonnes).	Proactive maintenance and renewal undertaken to ensure maximum asset life and resilience.	
B		Minor disruption expected from unplanned events. Aim to open at least one lane within 1 to 3 days of unplanned event. Notify public of estimated road closure timeframe within 4 hours.	Road suitable for most drivers and all vehicle types, although may be more challenging for learner drivers. Road user safety guidance provided at high risk locations.	Two lane sealed road surface, with some lower standard sections that are narrower and winding. Generally well drained with limited risk of surface water.	Bridges may be one lane; accessible to all standard HCVs (up to 44 tonnes) and may be accessible to HPMVs (up to 52 tonnes).	Proactive maintenance and renewal to maintain safety and manage asset condition. Some non-hazardous road surface defects.	
C		Moderate disruption expected from unplanned events. Aim to open at least one lane within 3 days to 2 weeks of unplanned event. Notify public of estimated road closure timeframe within 24 hours.	Road suitable for most moderately experienced drivers and most vehicle types. Lower speeds and greater driver vigilance required on some sections. Road user safety guidance provided at high risk locations.	Sealed or unsealed road surface, generally two way (with some narrower sections) or wide one lane road (> 6m). Adequate drainage in place, but surface water is possible during severe rainfall events.	Bridges may be one lane; standard HCV access (up to 44 tonnes).	More reactive maintenance where there are future planned renewals. Dust mitigation in place for unsealed roads. Non-hazardous road surface defects may be present for limited periods of time.	
D		High disruption expected from unplanned events. Aim to open at least one lane within 2 weeks to 1 month of unplanned event. Notify public of estimated road closure timeframe within 3 days.	Road may be challenging for inexperienced drivers and inaccessible for some vehicle types (e.g. small 2WD or low riding vehicles), with variable conditions following disruptions and safety hazards present. Users require focus and awareness to travel safely. Route may be closed to HCVs during winter.	Typically unsealed road surface with winding geometry, generally one lane or narrow width (< 6m). Adequate drainage in place, but surface water is likely during heavy rainfall events.	Bridges are one lane; HCV weight restrictions apply.	Maintenance and renewal undertaken to achieve minimum standard at least cost. Dust management limited to times of very dry conditions. Temporary repairs may be used to reduce significant hazards. Non-hazardous road surface defects may be present for extended periods of time.	
E		Very high disruption expected from unplanned events. Unplanned events may result in prolonged closure (e.g. months). Notify public of estimated road closure timeframe within 1 week.	Road conditions vary considerably following disruptions with significant safety hazards. Only suitable for experienced drivers and 4x4 vehicle types. Route unsuitable for Class 1 HCVs.	Unsealed road surface with winding geometry, one lane roads with narrow width (< 4m). Fit-for-purpose drainage in place, but low lying areas are likely to flood easily during heavy rainfall events.	One lane bridges with weight restrictions (max weight 4 tonnes) or low level ford crossings.	Predominantly reactive maintenance and renewal to achieve minimum standard at least cost. Dust management only in extreme cases. Temporary repairs used to reduce significant hazards. Non-hazardous road surface defects likely to be present for extended periods of time.	
F		Severe disruption expected from unplanned events. Unplanned events may result it permanent closure. Notify public of estimated road closure timeframe within 1 week.	Not for general access, as noted by appropriate signage. Suitable for 4x4, ATV and horses only. No HCV access.	One lane farm track or paper road with winding geometry, narrow width (< 3m). Minimal proactive drainage.	Wet river ford crossings only.	No scheduled maintenance or renewal.	

Most higher traffic urban roads will be LoS B and C, whilst most lower traffic rural roads will be D and E. Up to 10% of the 1,899 km network could become Level F, and not maintained by Council.

The PBC is not a bid for additional funding, but proposes how to make more efficient and effective use of existing investment. At this stage there is no detailed list of priority investments: that will be for the next Council Long Term Plan (LTP) and Regional Land Transport Plan (RLTP).

Problem and Benefit Statements

The problem and benefit statements for this PBC are:

Problem Statement (and weighting)	Benefit Statements
1. Risks to the transport network from severe weather events and climate change will reduce reliable access for communities and businesses, undermining Tairawhiti's economic performance and social cohesion. Weighting: 40%	1. Targeted transport asset investment will: a) Reduce vulnerability of the roading network to disruption. b) Enhance resilience of priority critical assets and roading routes. c) Enable social and economic lifeline transport routes to remain open.
2. Continued asset resilience under-investment results in transport routes which	2. Delivery of affordable resilient transport routes across the region through:

Problem Statement (and weighting)	Benefit Statements
are unable to withstand traffic demand, leading to higher future maintenance costs. Weighting: *25%*	a) Determining Levels of Service which are both good value for money and affordable. b) Improved long-term serviceability of essential transport routes and lifeline nodes for social and economic purposes. c) Investing more in proactive asset management rather than emergency after-event work.
3. Insufficient clarity of future land use changes and understanding of Level of Service (LoS) affordability to maintain road serviceability will hinder robust, prioritized transport resilience investment decision making. Weighting: 35%	3. Better value for money investment decision making which is based on: a) A robust understanding of social and economic value of transport routes. b) Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, appropriate to the LoS, at the right time. c) Maintaining appropriate LoS access through targeted resilience maintenance and renewals to minimise risk of road closure.

Investment Programme Options

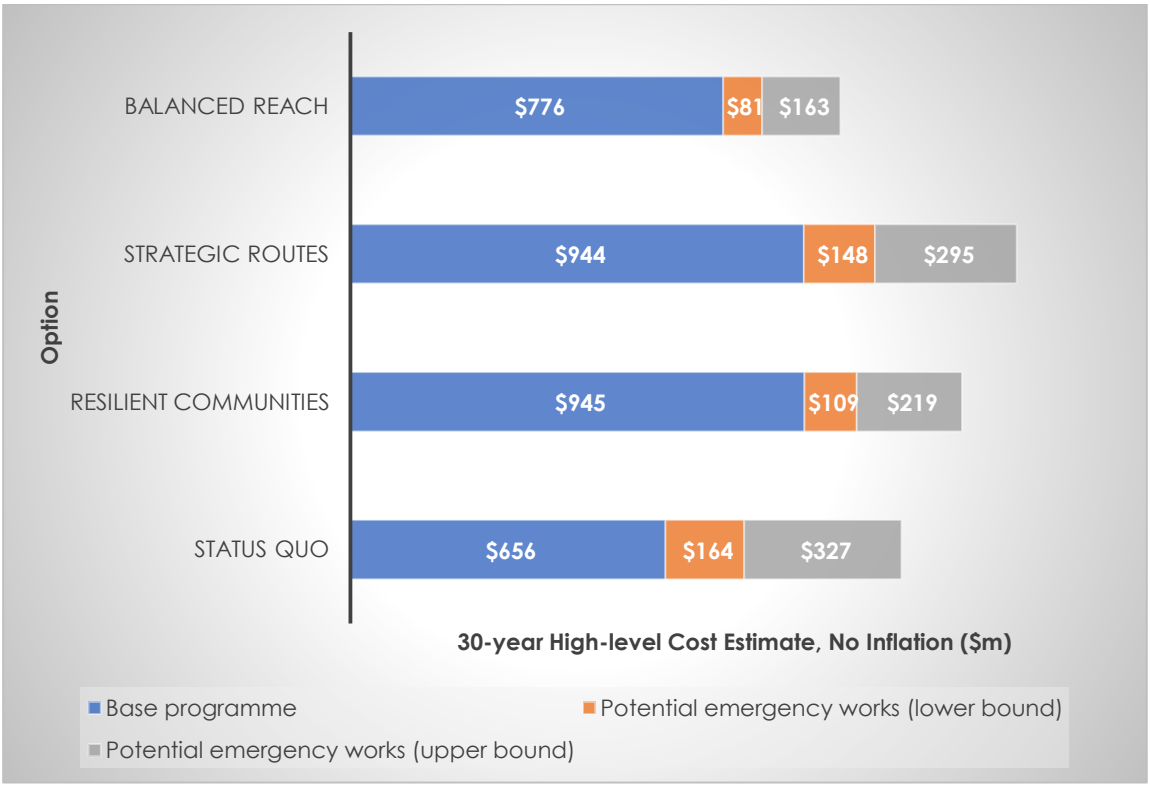
To address the problems and realise benefits, four programme options have been assessed:

Name	Option Description
Status Quo	• Focuses on current maintenance strategies to reduce vulnerability to flooding and slope instability. • Reactionary to weather events, with limited funds for new or improved infrastructure after recovery and emergency works. • Aim is to keep the full network operational at a minimum level of service. • Does not seek to retreat, however it acknowledges that unplanned retreat will be necessary on roads with high costs.
Resilient Communities	• Works to reduce exposure to all climate and seismic hazards. • Prioritises roads with social or cultural importance, focusing investment in the central areas of the region (where the majority of the population live). • Highest Importance roads elsewhere will be invested in, but other roads in these areas may not.

Name	Option Description
	• Maximises the use of policy-led responses so that habitation and development is enabled in areas where hazards can be managed. • Roads providing high importance access for communities will achieve target level of service. • Where this cannot be achieved economically, retreat will be managed and supported.
Strategic Routes	• Reduces network length by excluding the least important and lowest used 10%. • With the remaining network, prioritises reducing vulnerability from flooding and slope instability of roads with economic importance. • People will be able to rely on certain routes (those with economic importance) to be resilient and achieve target LoS. • These routes are protected through engineered solutions and policy settings. • Roads with lower importance and high vulnerability will be retreated from, with alternative access solutions considered.
Balanced Reach	• Seeks to balance social and economic importance in the region. • Emphasises user-pays principles and strategic trade-offs to achieve a sustainable network. • Investment reduces risk to all climate and seismic hazards by reducing exposure and vulnerability. • Network length is reduced by 10% and investment is focused in achieving target level of service only in central areas of the region. • Elsewhere, the network may be able to accommodate minor disruptions only.

The preferred option is **Balanced Reach**, because it provides the best balance between Levels of Service and resilience at an affordable cost.

High-Level Programme Costs



Balanced Reach reduces emergency works spending and concentrates investment on proactive asset resilience ("base programme").

Programme Delivery

The preferred resilience programme will be delivered through new maintenance contracts in 2027. Council will ensure that there is robust programme management, oversight and governance.

Next Steps

There will be further public and community engagement on details of the preferred programme as part of the next Long Term Plan (LTP). There will be an opportunity for people to have their say on maintenance investment priorities, and where the roading network needs to be scaled back.

Introduction

Background

On 14 February 2023, Cyclone Gabrielle hit the east coast of New Zealand. Having been first identified on 05 February in the Coral Sea, Gabrielle moved southeast and passed along the northern coast of Aotearoa New Zealand as an ex-tropical cyclone.

Gabrielle stalled and re-energised off the coast of New Zealand gathering in intensity, so that by the time it reached Te Tairāwhiti, and neighbouring Hawke's Bay, rainfall and wind surpassed levels seen during Cyclone Bola in 1988.

During the event, rainfall totals reached nearly 450 mm - roughly a quarter of the usual amount for an entire year. Rainfall intensity peaked at nearly 40 mm per hour in some places. Gabrielle was one of the worst natural disasters in Aotearoa New Zealand's history, claiming the lives of eleven people and causing damage to infrastructure and property estimated at $14.5 billion[1]. This level of damage is second only to the Kaikoura earthquake.

A September 2024 NIWA study[2], compared the weather forecast of Gabrielle against scenarios in which past anthropogenic warming is removed and in which future warming is added. NIWA concluded that Gabrielle would have dumped about 10% less total rainfall and 20% less peak hourly rainfall in the absence of anthropogenic impacts. NIWA also estimate that a similar future amount of global warming could result in another 10% total increase in storm rainfall with around a 30% increase in the peak hourly rate. In other words, in future severe weather events things could get even more intense.

Following a relatively stable period of weather up to 2016, the last eight years to 2024 have witnessed a significant increase in **severe weather events**, of which Cyclone Gabrielle was the most extreme. The physical and human devastation of Gabrielle was therefore the most noticeable impact of severe weather but is by no means the only one. The impact on the region's roading network has been profound, and is summarised in Figure 1 below.

Hundreds of millions of dollars are being injected into the recovery effort both on State Highways and local roads. However, whilst this investment will continue for several years, it won't necessarily increase resilience across the network as a whole. Natural hazards posed by climate change are forecast to become both more frequent and higher impact, which means that previous assumptions around infrastructure risks and resilience may well be out of date. Some parts of the network were relatively unaffected by Gabrielle, but may not be next time.

And there will be a next time. Risks of both further severe weather events - as well as more gradual impacts such as sea level rise, coastal erosion, heatwaves and stronger winds – are likely to increase. Resilience is both about being prepared for such eventualities and working to mitigate their adverse impacts when they happen.

This PBC is being produced within a challenging funding situation; one that is not likely to get much better in the future. Put simply, there is never likely to be enough money to invest in a transport system that provides the highest possible Level of Service (LoS) to road users on

[1] Cyclone Gabrielle by the numbers – A review at six months | PHCC
[2] Cyclone Gabrielle was intensified by human-induced global warming | NIWA

every route. This means that available funding has to be invested in the highest priority roading network resilience interventions. This will mean implementing a lower LoS than many people expect or may have been used to in the past. This PBC represents the start of identifying which projects and wider activities which need to be prioritised. Implementation is likely to take several decades, given the size of the region's roading network and the sheer number of places where climate change risks may become apparent.

Figure 1 Damage to the Region's Roading Network

Source: Gisborne District Council

Purpose of the Programme Business Case

The primary purpose of this Programme Business Case (PBC) is to deliver a change to how investment for roading maintenance, operations and renewal (MOR) is prioritised across the region. The PBC provides an evidence-based maintenance and asset management decision-making framework, for Council and NZTA (as our co-investment partner), that is based on appropriate LoS. The PBC does not constitute a bid for additional funding, but instead proposes how to make more efficient and effective use of existing investment.

Definition of Resilience

As described in the Regional Land Transport Plan (RLTP), there are many definitions of resilience, and more emerge all the time. The resilience outcomes sought by a future roading resilience programme include:

- Ability to absorb effects of a disruptive event, minimise adverse impacts, respond effectively post-event, maintain, or recover functionality, and adapt in a way that allows for learning and thriving, while mitigating adverse impacts of future events.
- Capacity of public, private, and civic sectors to withstand disruption, absorb disturbance, act effectively in a crisis, adapt to changing conditions, including climate change, and grow over time.

- Ability of assets, networks, and systems to anticipate, absorb, adapt to and / or rapidly recover from a disruptive event.

Resilience is often thought of as purely an "asset management" exercise – or infrastructure resilience. While the need to maintain and manage assets to minimise disruption is critical, roads and bridges exist:

- To provide diverse services to meet a range of community needs.
- As part of a wider system which does not include just transport.

Whilst this PBC is focussed on direct investment in the roading asset, the "system" concept - encompassing a complex interrelationship between natural resources, infrastructure, governments, businesses, and communities – will not be ignored. There are many complementary initiatives and investments which this PBC will support, including long-term policy changes around land use.

Resilience is a crucial factor in how communities plan for and cope with weather extremes, economic disruption, and resource depletion. Ultimately, it is about a community's ability to come together and continue to function in the aftermath of an extreme event, which benefits everyone.

Other Key Terms

This PBC uses various other terms which are summarized in Table 1.

Table 1 Terms Used in this PBC

Term	Summary Definition
Risk	The potential effect of future uncertainty on achievement of objectives, usually in an adverse way.
Level of Service (LoS)	Broad statements that describe, from the customer and operator perspective, performance of the region's roading network. LoS determines an appropriate level of maintenance, operations and renewal (MOR) activity for the function and importance of a road in the overall network.
Asset management	Critical decisions on MOR investment in roading infrastructure within constrained funding limits, based on assessment of whole of life performance and costs.
Value for Money	An investment where whole of life benefits exceed costs by a pre-determined margin.
Financial value	A numerical quantity that is assigned or is determined by calculation or measurement.
Importance	Relative worth or utility of something to people or organisations.
Lifeline	A physical facility or capability which enables continuous operation of critical government and business functions and is

Term	Summary Definition
	therefore essential to human health and safety or economic security.
Affordability	Ability to allocate investment within clearly defined financial limits which are dictated by available Council rating capacity, NZTA co-funding and other funding sources.
Problem	Something that causes difficulty or that is hard to deal with.
Opportunity	An occasion or situation that makes it possible to do something that is desirable or necessary.
Benefit	Any gain to one or more stakeholders from achieving the change in state.
Investment objective	Describe what the investment is intended to achieve.

Where necessary, more detail on these key terms is provided at the point they are first discussed in this document.

Structure of the Programme Business Case

In line with NZTA Business Case Approach (BCA)[3] and Treasury Better Business Case (BBC)[4] guidance this PBC is structured into five main parts:

1. Strategic Case.
2. Economic Case.
3. Financial Case.
4. Commercial Case.
5. Management Case.

[3] Business Case Approach guidance | NZ Transport Agency Waka Kotahi
[4] Better Business Cases | The Treasury New Zealand

Strategic Case

Introduction

The Strategic Case summarises the case for change, which is focussed on the problems this PBC needs to address. The focus of this PBC is on future resilience risks, and key to understanding these are LoS requirements and how these are reflected in policy changes, asset management planning, funding levels, programmes and projects.

Strategic Context

Physical Environment

Te Tairāwhiti region has a unique and challenging physical environment which makes maintenance of a resilient local roading network very resource intensive. Provision of resilient roading LoS is strongly influenced by:

- Steep topography: roads are often located near to areas prone to landslides both above and below the carriageway.
- River catchments: roads frequently run close to and over watercourses which makes the network vulnerable to flooding, washouts and disruption through damage to bridges.
- Coastline: access to the shore is a very important cultural and leisure function of the roading network, but erosion and rising sea levels represent a growing risk.
- Land use: forestry, farming, horticulture and viticulture are major contributors to the region's economy which generate significant travel demand from heavy vehicles and therefore roading maintenance requirements.
- Geology: ground underneath the roading network is often highly unstable soft rock which has the consistency of soft porridge and therefore makes maintenance technically challenging.

Natural Hazards

Throughout this PBC there is reference to various natural hazards which represent resilience risks to the region's roading network (and much else besides). There are six hazard types and risk statements assessed in this PBC, which are summarized in the following table:

Table 2 Summary of Natural Hazards Assessed in this PBC

Hazard	Risk Statement	Data Set Used	Rationale and Assumptions
Temperate increase (extreme hot days)	High temperatures cause deformation of bitumen based surfacing and increased dust for unsealed roads	NIWA New Zealand Climate Projections Dataset (2024)	Based on the number of days annually where the average daily temperature is greater than 30 degrees Celsius, over and above the current average number of extreme

Hazard	Risk Statement	Data Set Used	Rationale and Assumptions
			hot days (higher than 30 degrees Celsius).
Increased precipitation and flooding events	Fluvial (river) and pluvial (surface) and groundwater flooding inundate roads and bridges resulting in washouts	NIWA River Environment Classification (REC2) layer Council GIS database Flood Areas NIWA New Zealand Climate Projections Dataset (2024)	Areas close to freshwater stream beds or located within mapped flood areas will be impacted by increasing heavy rainy days.
Increased extreme rain fall and storm events	Ground saturation affects slope stability causing landslide damage to roads and bridges	Landcare Research (LRIS) Slope layer for New Zealand NIWA New Zealand Climate Projections Dataset (2024)	Higher degree slopes (greater than 15%) are more susceptible to extreme rainfall events. This is based on slope category being "strongly rolling" (16 to 20 degrees).
Sea level rise and storm surge	Coastal flooding, storm surge, tidal shifts, and coastal erosion of roads and bridges	Council GIS database – Coastal Erosion and Coastal Hazard Risk layers NZ Sea Rise data LINZ 1 metre Digital Elevation Model	Intersection of inundation extent with the road layer. Roads that are intersected within 50 metres of the inundation extent are tagged as being exposed.
Tsunami	Tsunami / rogue wave along coastal areas damaging roads and bridges	Council GIS database	Based on Council's documented tsunami evacuation zones.
Earthquake	Amplification and liquefaction damage to roads and bridges	Council GIS database	Data collated for land susceptibility to both amplification and liquefaction. The hazard exposure was rated for amplification only as this presented the worst-case exposure scenario for earthquakes.

Appendix B presents maps which show the extent of the roading network exposed to each individual hazard, based on the data and assumptions in Tables 7 and 8.

Organisational Environment

Gisborne District Council (Council) is responsible for the maintenance and improvement of Tairawhiti's local roading network, which (at 1,899 kilometres in length) makes up approximately 85% of the region's total[5]:

- 12% of local roads are urban and 88% rural.
- 47% of local roads are sealed and 53% unsealed.

Many local roads carry very low volumes of traffic – less than 100 vehicles per day on average – and significant maintenance investment is required to deliver LoS to a very small number of beneficiaries. More detail on the Council roading network is included in Appendix A.

Council asset management activity includes both maintenance, operation and renewal (MOR) and improvements to sealed roads, unsealed roads, bridges, retaining walls, drainage assets, traffic services assets (e.g. signs, markings, rails), streetlights, footpaths, cycle paths and carparks.

The current Council Land Transport Activity Management Plan (AMP) sets out the Council's roading maintenance, operation and renewal (MOR) investment proposals which are further reflected in both the Three Year Plan (3YP) and Regional Land Transport Plan (RLTP) 2024-34. This PBC will be used to significantly update the next AMP, RLTP and Long Term Plan by 2027.

Table 3 summarises the contribution of roading network resilience to Council strategic priorities and community outcomes:

Table 3 Contribution of Roading Network Resilience to Council Priorities and Community Outcomes

Council Priorities	Community Outcomes	Roading Network Resilience Contribution
We will build resilient transport	• A driven and enabled community • Vibrant city and townships • Resilient communities • Connected and safe communities • A diverse economy • We take sustainability seriously	• The fundamental purpose of this PBC is to make a strong case for roading resilience investment as part of a wider strategy for developing the region's economy and social cohesion • A very wide range of community outcomes are delivered by roading resilience, because of the fundamental importance of the network for getting about • Resilience priorities are:

[5] State Highways, managed by NZTA, make up the remaining 15%.

Council Priorities	Community Outcomes	Roading Network Resilience Contribution
		○ Considering how to build back to make sure the infrastructure network and environment are the best they can be ○ Considering future need and start to put solutions in place that enable communities to continue to function and grow into the future ○ Our environment is a taonga and ensuring that the way we do business doesn't have adverse effects where that can be prevented. Thinking about how we deliver infrastructure and using more natural solutions is also important ○ Underpinning all of our infrastructure projects and activities is making sure what we do is the best "bang for buck" and is affordable for our community now and into the future
We will enable effective regulatory functions	• We celebrate our heritage • A diverse economy • We take sustainability seriously • A driven enabled community	• Roading network resilience investment prioritisation supports important Council regulatory functions around land use and protection of critical natural assets • Revised Levels of Service (LoS) should reflect changes in land use, for example away from logging towards planting of native forestry
We will prioritise resilient waters	• We take sustainability seriously • Delivery for and with Māori • A diverse economy	• Roading network resilience projects seek to manage flow and impact of water through provision of appropriate drainage asset infrastructure • Whilst this is primarily to protect the roading assets, there are potential spin off benefits for

Council Priorities	Community Outcomes	Roading Network Resilience Contribution
		watercourses adjacent to the network

Source: Gisborne District Council Three Year Plan

Partners and Key Stakeholders

Several partners and key stakeholders have significant roles in contributing to the local roading resilience investment programme proposed by this PBC, as summarised in Table 4.

Table 4 Partner and Key Stakeholder Roles for Local Roading Resilience

Organisation	Summary of Role
Gisborne District Council (Council)	• Road Controlling Authority (local roads) and investor through rates (Long Term Plan). • Spatial planning authority for land use, resource management and travel demand. • Regulator of resource management activity which interacts with the roading network and is required for roading projects. • Responsibilities for Civil Defence Emergency Management (CDEM).
New Zealand Transport Agency (NZTA)	• Road Controlling Authority (State Highways) and direct investor (National Land Transport Fund). • Co-investor in local roads through road user charges (National Land Transport Fund).
Māori	• Spiritual and cultural connection to the land area adjacent to the local roading network. • Statutory partners for planning, co-design and investment. • Advice on supporting land management solutions. • Advice on environmental risks and impacts in relation to roading projects. • Key user of roading network for cultural, economic and social purposes.
The Crown	• Co-investor through general taxation (Treasury). • Implementation of National Adaptation Strategy (Ministry for the Environment). • Provision of school transport bus services and therefore a key local road user (Ministry of Education). • Te Wharu Ora, reliant of roading to provide access to healthcare facilities. • Research and advice on climate resilience issues.

Organisation	Summary of Role
Roading contractors	• Design and delivery of physical resilience works. • Local employer and contributor to economy.
Trust Tairāwhiti / economic and business interests	• Production and implementation of economic plan. • Current and future investors in the region. • Generators of freight travel demand.
Transport infrastructure and service operators	• Operation of key lifeline nodes (e.g. Eastland Port and Gisborne Airport). • Provision of freight movement services for key industries such as forestry and agriculture. • Provision of Council funded public passenger transport services in Gisborne City and on behalf of Ministry of Education across the region.
Lifeline infrastructure providers	• Utility organisations – in particular power and communications – as they have statutory access rights to road corridors. • Council – responsible for three waters infrastructure, catchment management and flood protection.
Community groups	• Reliant on local roading infrastructure for access to jobs, essential services and whanau connections. • Long term resilience planning and priorities. • Preparation for potential future disruption. • Local leadership during future disruption events.

Specific investment proposals in this PBC may be delivered through multi-party funding agreements, potentially involving any of the organisations in Table 4.

Treaty Partners

Tangata whenua have a historical settlement and connection to Te Tairāwhiti, and an equally long-term role in the future planning and decision-making for the region. The powers and functions exercised by Council in its rates collection, regulatory and local public service functions have a significant impact on Māori and how they collectively express their values, priorities and lives.

Te Tairāwhiti region has the highest proportion of Māori anywhere in the country and, as such, the obligations of Council under the Treaty of Waitangi are taken very seriously. This means that this PBC, and any projects which form part of the investment programme, must recognise several legislative and wider partnership responsibilities to Māori.

A Statutory Acknowledgement by the Crown recognises the mana of tangata whenua over a specified area, and the cultural, spiritual, historical and traditional association of an iwi with any site identified as a statutory area.

Statements of statutory acknowledgements are set out in Treaty of Waitangi claim settlement legislation. The text for each statutory acknowledgement includes:

- Identification and description of the statutory area.
- A statement of association detailing the relationship between the relevant iwi.
- Details of the statutory area.

Resource consent applications for roading resilience projects must have regard to a statutory acknowledgement when determining whether relevant iwi may be adversely affected by activities within, adjacent to or impacting directly on the statutory area. Consent authorities are required to forward summaries of resource consent applications to the relevant iwi for activities within, adjacent to or impacting directly on any statutory area.

There are four iwi authorities recognised under the Resource Management Act 1991 iwi in the region: Ngāti Porou, Te Aitanga-a-Māhaki, Rongowhakaata and Ngai Tāmanuhiri. Two other iwi, Te Whānau a Kai and Ngā Ariki Kai Pūtahi, are presently in the process of settlement with the Crown.

The Joint Management Agreement over the Waiapu Catchment, enables Council and Te Runanganui o Ngati Porou to jointly carry out the functions and duties under S36B of the Resource Management Act (RMA) and other legislation relating to all land and water resources within or affecting the Waiapu Catchment.

It builds on the work of the existing Waiapu Kōkā Hūhua partnership between the Council, Te Runanganui o Ngati Porou and the Ministry of Primary Industries to restore the Waiapu Catchment.

Council and Te Runanganui will make the following decisions jointly in accordance with this JMA:

- Decisions on notified resource consent applications under section 104 of the RMA within the Waiapu catchment.
- Decisions on RMA planning documents under clause 10(1) of Schedule 1 of the RMA that affect the Waiapu catchment, including the Waiapu Catchment Plan.
- Decisions on private plan changes within or affecting the Waiapu Catchment.

More details on the cultural context – including maps of rohe boundaries - are outlined in Appendix B.

Alignment with Government Policy Statement on Land Transport

The GPS is the Government's strategy for investing in the land transport system - and outlines what Ministers want to achieve, and therefore how they expect funding to be allocated from the National Land Transport Fund (NLTF). The GPS was issued in June 2024, and reflects strategic investment priorities of the government:

- Economic growth and productivity.
- Increased maintenance and resilience.
- Safety.
- Value for money.

Table 5 summarises alignment of this PBC with the four strategic investment priorities:

Table 5 Alignment Between GPS Strategic Priorities and Local Roading Resilience PBC

GPS Strategic Priority	Summary of Local Roading Resilience PBC Alignment with GPS
Economic growth and productivity: The Government's top priority for investment through this GPS is to support economic growth and productivity. Efficient investment in our land transport system connects people and freight quickly and safely, supporting economic growth and creating social and economic opportunities including access to land for housing growth.	• Investment in local roading resilience aims to keep routes serviceable for local businesses, especially primary producers who are the backbone of the local economy. • Roading network resilience needs to provide confidence to current and future investors – large and small – that Tairawhiti will continue to be open for business even in the event of future severe weather events and longer-term climate change. • Likewise local people and incoming migrants need confidence that their homes and communities will not be cut off for significant periods of time.
Increased maintenance and resilience: Increasing maintenance levels and improving resilience on our state highways, local and rural roads is critically important in achieving the Government's overall objective of supporting economic growth and productivity.	• This PBC is strongly focussed on enhancing proactive maintenance of critical local roading assets so that they are more resilient to the pressures placed upon them. • As a deep rural area, a more resilient network in Tairāwhiti can make a significant contribution to addressing long-standing economic productivity challenges in the region.
Safety: Safety on our transport networks is critically important. Road deaths and serious injuries place a substantial burden on families, society, the economy, and the health sector each year.	• Safety is a key consideration when assessing the most appropriate local roading Level of Service (LoS) that maintains resilience within affordable financial limits. • Downgrading local road LoS may have implications for safety issues such as speed limits and driving styles (which need to be different on unsealed roads for example).
Value for money: GPS 2024 will invest over $20 billion into the transport network, which is a significant amount of road user and taxpayer money. This investment must deliver better	• This PBC makes a strong case the value for money is best achieved through more investment in longer-term asset resilience as opposed to short-term emergency works to clear up the

GPS Strategic Priority	Summary of Local Roading Resilience PBC Alignment with GPS
outcomes for present and future generations of New Zealanders	damage from severe weather / climate change events. • Roading asset resilience delivers against a wide range of benefits to communities as, if a road cannot be used, there are significant impacts on economic, social and cultural outcomes.

Council and local partners have produced several planning documents which directly reference roading network resilience:

Table 6 Role of Local Roading Resilience in Planning Documents

Planning Document	Role of Local Roading Resilience
Regional Land Transport Plan 2024 (resilience strategic objective)	• Resilience and Security: A land transport network that is resilient to changes in climate, land use and demand.
Regional Land Transport Plan 2024 (resilience policies)	• Key economic growth and productivity areas (such as the Gisborne city centre, Eastland Port, airports, and regional centres), together with primary and manufacturing industries, will be well connected across the region to support efficient access for people and freight. • Levels of service for the key economic growth and productivity areas will be defined for transport infrastructure assets, to enable ability to withstand the impact of future weather and climate change events. • A risk-based approach to identification and prioritisation of future asset maintenance and resilience activities, will focus on where impacts will be most severe for communities and business in the event of future weather-related and climate change disruption. • Future location, design, construction, and maintenance of transport assets will ensure that new and existing transport infrastructure is resilient to natural hazards and adapts to climate change. • The regional transport network aims to provide a choice of both routes and / or modes of travel, which will enable people and freight to keep moving in the event of future weather-related and climate change disruption. • Close joint working with neighbouring regions will develop a consistent level of service for the roading network and promote resilience through development of multi-modal links to reduce reliance on a single asset.

Planning Document	Role of Local Roading Resilience
Regional Land Transport Plan 2024 (transport priority 1)	• Investment in long term multi-modal asset renewal and improvement will enable the region's transport network to meet demand for freight, provide greater travel choice, promote equitable access, withstand future severe weather (and other unexpected) events, and provide safe and accessible travel choices to all members of the community and businesses.
Three Year Plan	• By 2027, progress will have been made toward rebuilding the roading network; however, work will not have been completed. • Unrepaired cyclone damage will leave the network vulnerable to worsening conditions with every future adverse weather event. • Council budgets do not allow for addressing all the potholes on our roads; to do so, rates would need to increase by another 16%, and that is unaffordable. • Completion a strategic review of our extensive 1,899km roading network (this PBC) will determine where Council needs to build resilience, what levels of service are affordable to deliver and maintain, and the time it will take to build resilience into our roading infrastructure. • The roading network serves as a lifeline for both communities and economic development as without it, the region is completely isolated. Effective partnership with NZTA is crucial, as the costs for enhancing resilience and reinstating the roading network far surpass what the community can afford to bear.
Infrastructure Strategy	• Much of the roading network future resilience and reinstatement far exceeds the amount our community could pay. • Total damage to the roading network has been assessed as requiring between $465 million to $725 million to address. The Support Package from Central Government is $125 million, with an additional $85 million for initial emergency response costs. This leaves a significant shortfall, which requires working in partnership with Central Government to address the damaged roading network. • Resilience is not just about hard infrastructure, but also social resilience, staff retention, resourcing, and succession planning to ensure Council has the skills and resources to respond to an event. This is a significant issue as it is difficult to attract and retain skilled staff to ensure business continuity of core infrastructure. • Council is planning for improvements to infrastructure resilience in the event of natural hazards and during times

Planning Document	Role of Local Roading Resilience
	of maintenance or repair to ensure business continuity for Council and its residents and businesses. • The road network is vulnerable to closure during adverse events and a lack of alternative routes results in economic and social disruption • Options for managing infrastructure resilience revolve around the level of risk that the community is willing to accept. • High-risk options, such as doing nothing, do not represent good asset management practice as it will result in a decline in condition of our assets and the level of service provided; and increases risk of failure of, or damage to, our assets. Doing nothing will almost certainly result in increasing costs, possibly significantly, in the longer term. • Improving resilience of all our assets is a lower risk approach as it will limit the impact of shock and stresses when adverse events do hit, but this can be expensive in the short-term due to upfront costs.
He Huarahi Whai Oranga Tairāwhiti Economic Plan (strategic enabler)	• Invigorate our transport and logistics lifelines by elevating the resilience and quality of our road networks.

The table above demonstrates very strong alignment between the RLTP, Three Year Plan and Tairāwhiti Economic Plan and the resilience outcomes being promoted by this PBC.

Problems and Benefits

Introduction

A sound investment case for local roading network resilience requires a problem to be solved, and therefore benefits to be realised. NZTA business case guidance[6] states that:

"…every Business Case must clearly identify the problems that the investment is required to address, and the benefits it needs to achieve, in order to be considered a success."

And that:

"Collaborating with stakeholders to agree on the problem (or opportunity) and the benefits of addressing it is at the heart of the Strategic Case."

Therefore a **problem** can be expressed as a statement which enables inquiry, consideration, and (ultimately) solution. Problems can also be expressed as **opportunities**, which is a more positive way of viewing a situation. Consideration of opportunities enables wider benefits of investment to be understood and form an integral part of the investment case. Therefore the

6

initial problem – for example lack of roading asset resilience – can also be viewed as an opportunity to encourage inward economic investment and social cohesion through providing confidence that transport routes provide a reliable level of service to support business and individual productivity.

Benefits are critical to the success of any business case. There are four attributes of a benefit:

- There is a beneficiary (e.g. society, a group or an individual).
- There is a gain.
- The gain is attributable to the investment.
- The gain is discernible (measurable).

Undertaking a programme and investing in change, should result in benefits of some kind - otherwise there is little point in doing anything. Benefits can be considered as a statement of return from investment in undertaking the proposed programme.

Identification of Problem and Benefit Statements

The traditional way to identify **problem and benefit statements** is through an Investment Logic Map (ILM) process. There have been several business cases, and most recently the RLTP, where an ILM has been undertaken and problem statements identified. Based on a thorough analysis of these - documents outlined in Appendix C - the following problem and benefit statements have been produced:

Table 7 Problem and Benefit Statements for this Programme Business Case

Problem Statement (and weighting)	Benefit Statements
2. Risks to the transport network from severe weather events and climate change will reduce reliable access for communities and businesses, undermining Tairawhiti's economic performance and social cohesion. Weighting: 40%	2. Targeted transport asset investment will: d) Reduce vulnerability of the roading network to disruption. e) Enhance resilience of priority critical assets and roading routes. f) Enable social and economic lifeline transport routes to remain open.
2. Continued asset resilience under-investment results in transport routes which are unable to withstand traffic demand, leading to higher future maintenance costs. Weighting: *25%*	2. Delivery of affordable resilient transport routes across the region through: d) Determining Levels of Service which are both good value for money and affordable. e) Improved long-term serviceability of essential transport routes and lifeline nodes for social and economic purposes. f) Investing more in proactive asset management rather than emergency after-event work.

Problem Statement (and weighting)	Benefit Statements
4. Insufficient clarity of future land use changes and understanding of Level of Service (LoS) affordability to maintain road serviceability will hinder robust, prioritized transport resilience investment decision making. Weighting: 35%	4. Better value for money investment decision making which is based on: d) A robust understanding of social and economic value of transport routes. e) Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, appropriate to the LoS, at the right time. f) Maintaining appropriate LoS access through targeted resilience maintenance and renewals to minimise risk of road closure.

Evidence in Support of Problem 1

Problem 1 is defined as follows:

Risks to the transport network from severe weather events and climate change will reduce reliable access for communities and businesses, undermining Tairawhiti's economic performance and social cohesion.

Introduction

There are three aspects of this problem:

1. Risks to the transport network from severe weather events and climate change.
2. Consequential reduction in reliable access for communities and business.
3. Consequential adverse impacts on the region's economic performance and social cohesion.

Risks to the Transport Network

Understanding Te Tairāwhiti's resilience risk demonstrates how the local roading network could be impacted by stresses and shocks of future natural hazards – both severe weather events and longer-term climate change.

Asset types at risk are **road lengths** (surfaces and pavements) and **structures** (such as drainage systems and bridges) which represent the most fundamental parts of the roading network from a Level of Service (LoS) perspective. Resilience risk is a combination of asset **hazard exposure** and **vulnerability**.

Exposure

Exposure refers to the presence of people, livelihoods, species or ecosystems, environmental functions, services, and resources, infrastructure, or economic, social, or cultural assets in places and settings that could be adversely affected by a **climate hazard**. This PBC has considered the following hazards:

Table 8 Hazards and Likely Impacts Assessed for the PBC

Hazard	Likely Impacts
Temperature increase (extreme hot days)	High temperatures causing deformation of bitumen based surfacing and increased dust for unsealed roads
Increased precipitation and flooding events	Fluvial (river) and pluvial (surface) and groundwater flooding inundating roads and bridges
Increased extreme rainfall and storm events	Ground saturation affecting slope stability causing landslide damage to roads and bridges
Sea level rise and storm surge	Coastal flooding, storm surge, tidal shifts, and coastal erosion of roads and bridges
Earthquake	Amplification and liquefaction damage to roads and bridges
Tsunami	Tsunami / rogue wave along coastal areas damaging roads and bridges

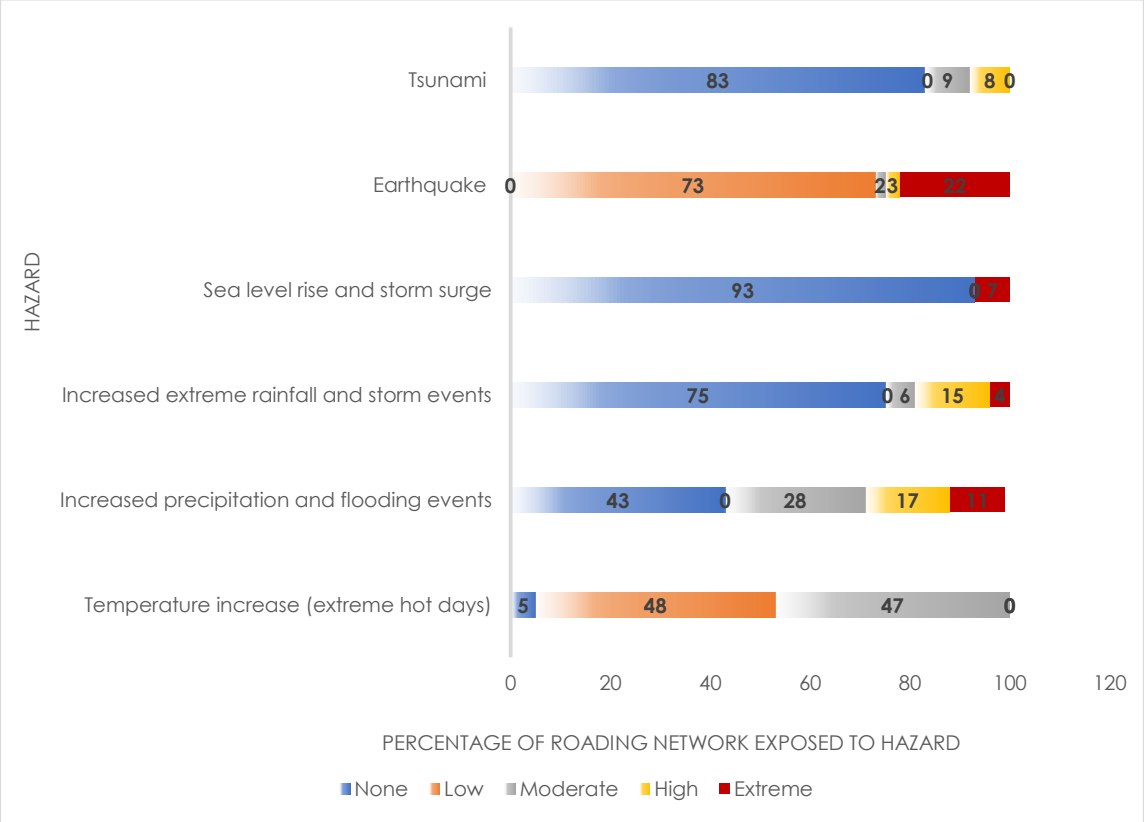
Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 8 shows that there is a wide variation in the percentage of the roading network exposed to each hazard:

The majority of the network (over three quarters) has no exposure to tsunami, sea level rise / storm surge and increased extreme rainfall / storm events. However, this still leaves a significant percentage and total length has at least some level of hazard exposure. For increased extreme rainfall / storm events (similar to Cyclone Gabrielle) 19% of the network – 360 kilometres in length – has high or extreme hazard exposure.

There are three hazards where exposure is even more serious. Well over half of the network is exposed to increased precipitation and flooding events, with 28% at a high or extreme level. Both earthquakes and extreme heat can affect pretty much anywhere. An extreme exposure of 22% for earthquakes – 417 kilometres of the network – is particularly concerning – and reflects the underlying geology / seismic activity of the east coast of Aotearoa New Zealand.

Figure 2 Percentage of Roading Network Currently Exposed to Each Hazard



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

A fuller picture of exposure can be gained by identifying the different levels on maps which are shown in Appendix C.

Reduction in Reliable Access

Accessibility impacts of a future event – i.e. where roads may be closed - cannot easily be predicted with any certainty. Given that for most local roads there is no viable alternative in the event of a closure at a certain location, the whole route could be affected. Two accessibility metrics are:

1. How many roading network closures take place.
2. How long each closure lasts before full two-way vehicle access is restored.

An indication of what could happen is available from the severe weather events between 2021 and 2023. The Council Land Transport Activity Management Plan (AMP) notes that there were 793 reported unplanned road closures in the Te Tairāwhiti region between November 2021 and July 2023. The customer demographic is predominantly rural farmers and logging crews; both have an attitude of, if they can fix it, they will; hence there is a known under-reporting in call-outs, particularly around fallen trees. During this period, the total hours of road closures was 67,815 hours with an average of 153 hours per closure.

Consequential Impacts on the Economy

In the immediate aftermath of Cyclone Gabrielle, there was much focus on economic costs of the damage to property, livelihoods and infrastructure. Just under six months after the

Cyclone in July 2023, the ASB Regional Economic Scoreboard saw Te Tairāwhiti at the bottom of the pile in terms of the country's economic growth. Fast forward a year to quarter two in 2024 and the same report saw the region topping the whole of the country for economic growth, boosted by strong activity in the construction sector (in part thanks to the recovery investment).

There is a distinction between short term direct economic impacts, referred to above and longer-term structural effects associated with a lack of roading network resilience. Key structural issues are:

- Lack of investor confidence in the region which results from uncertainty around how the roading network will cope with future severe weather events.
- Future GDP impacts of roading network disruption as a result of increased costs to businesses, workers and communities.

Investor confidence is critical. Published in 2020, the NZTA National Resilience Programme Business Case (PBC) states:

"Investor confidence is important if regions are to grow and prosper. Investors need reasonable assurance that the level of risk posed by natural hazards to critical business linkages is minimised or managed appropriately to avoid and minimise reasonably foreseeable disruptions on critical routes."

The flip side is that insufficient assurance around management of risk to critical business linkages, could have serious impacts on Te Tairāwhiti region economic development as people and businesses simply won't have confidence to invest.

Leaderbrand, an agricultural processor and major employer in the region, is one of many reliant on the local roading network. At the Te Tairāwhiti Tomorrow Together Summit in February 2024, CEO Richard Burke stated:

"The reality is that we need to build confidence into our business sector. But as a region, therefore, it's our responsibility to be clear what infrastructure is required to do that, and then lean on our partners - to lean on central government, to lean on local government. They're all here, they're here for short periods of time. We're here forever."

Expecting industry to innovate and create economic opportunity, without the security of knowing they will be able to get their goods out of the region during future severe weather events, is therefore unrealistic.

For Te Tairāwhiti, an isolated region with a large roading network, it is likely that future disruption will have a disproportionate impact on transport costs. A 2018 Cabinet Paper in support of Provincial Growth Fund (PGF) roading investment states:

"…historical under-investment in Tairāwhiti has had an impact on the ability of Tairāwhiti to grow its economy. This coupled with the natural conditions and recurring extreme weather events in the region have resulted in a sub-optimal roading network, which acts as a barrier to economic development in Tairāwhiti. In addition, the sub-optimal roading network also reduces private investors' confidence in making their own investments in the region. The region has consistently ranked investment in its roading network among its highest priorities for economic development."

The 2017 Tairāwhiti Economic Action Plan (TEAP) identified roading network economic benefits as being:

- Reducing costs to business.
- Increasing business efficiency.
- Improving the ability to attract talent.
- Improving access to networks and ideas.
- Leveraging under-utilised Māori land.

It is likely that, because of the severe weather events since 2020, the ability to achieve these important outcomes has been seriously compromised.

A 2023 market intelligence report from New Zealand Foreign Affairs & Trade[7] highlights damage to key infrastructure, in particular water, electricity and transport infrastructure. The loss of multiple bridges in the Hawke's Bay and Tairāwhiti regions has disrupted, and in some cases cut, the movement of people and goods. Disruption also extends to some exports. Added to the damage on the State Highways, the impact on many smaller roads is making the movement of stock, and cut timber off farms and plantations, challenging. A significant share of the damage caused by Cyclone Gabrielle, was to roading and stop banks. As a result, an outsized share of the cost to rebuild infrastructure will fall on central and local government to cover rather than private insurers.

Conclusions

Evidence produced for this PBC strongly indicates that resilience risk to the roading network is challenging now and is highly likely to increase in future. The risk scenario outlined in this Strategic Case is only one possible future, and there may be others.

Problem 1 has been concerned with resilience risk as a function of asset exposure and vulnerability. The second problem explores one of the underlying issues around asset vulnerability – a lack of investment in resilience.

Evidence in Support of Problem 2

Problem 2 is defined as follows:

Continued asset resilience under-investment results in transport routes which are unable to withstand traffic demand, leading to higher future maintenance costs.

Introduction

There are three aspects to this problem:

1. Continued asset resilience under-investment.
2. Transport routes are unable to withstand traffic demand.
3. Higher future asset maintenance costs.

[7] Cyclone Gabrielle's impact on the New Zealand economy and exports - March 2023 | New Zealand Ministry of Foreign Affairs and Trade

Evidence for the under-investment problem is primarily based on the Council Land Transport Activity Management Plan (AMP) 2024-34, and the Local Roads Route Security Single Stage Business Case (SSBC) from March 2020.

Under-investment in Asset Resilience

The AMP states that Council roading budgets have been based historically on affordability to a small ratepayer base, rather than asset condition and hence its need. Previous National Land Transport Fund (NLTF) and Council budget increases have not resulted in an increased or maintained Level of Service (LoS). Not only has road maintenance been under-funded, the focus of the investment programme has been geared towards reactive rather than preventative work.

This situation has resulted in a backlog of maintenance / renewal obligations and created gaps in LoS – such as poor community outcomes, ageing life-expired assets, poor road / bridge physical condition, reduced ability to service storm damage, inability to meet the lifecycle requirements of assets, and reduction overall network condition.

Severe weather events have accelerated deterioration of the roading network leaving assets even more vulnerable to future climate events, which are now so regular that they could be considered as normal. The increase in regularity highlights importance of investment in renewal / improvement items that proactively increase asset resilience.

Table 9 summarises two asset classes of particular relevance to resilience in this business case:

Table 9 Asset Types (Elements) at Risk

Asset Type	Description	Quantity (and metric)	2023 Replacement Cost ($m)
Road length (surface and pavement)	Urban roads	217 (km)	Land: 880 Formation: 497 Pavements: 272
	Rural roads	1,621 (km)	
Structures	Bridges	324 (number)	155
	Large culverts (greater than 3.4 m^2)	73 (number)	

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

The AMP notes that geological, geographical and topographical factors have created a transport system that is already at risk of poor road condition and route closures, even without the additional impact of severe weather and climate change identified by problem 1 above.

An estimated 26% of the land in the region is susceptible severe soil erosion compared to only 8% of terrain nationally. Around 13,000 landslides occurred because of Cyclone Hale and Gabrielle. Dr Murry Cave, Council Principal Scientist describes the soil as "*soft porridge*" that, coupled with the poor drainage in some areas, results in extensive landslides. Unstable

soil is therefore a critical roading resilience issue that results in increased landslide hazard exposure and increases the cost of maintenance works[8].

The extensive number of watercourses in the region, which flow from the hills down to the sea, require many bridge crossings (424 in total) – which are significant points of failure on a network if they are damaged or destroyed. As a result of Cyclone Gabrielle, eight bridges were destroyed, 96 needed significant repairs and 35 needed resilience work. A total of 32 others were damaged in storm events prior to or post Cyclone Gabrielle.

The AMP sets out challenges associated with a deteriorating and less resilient asset base, before identifying a preferred option to address them.

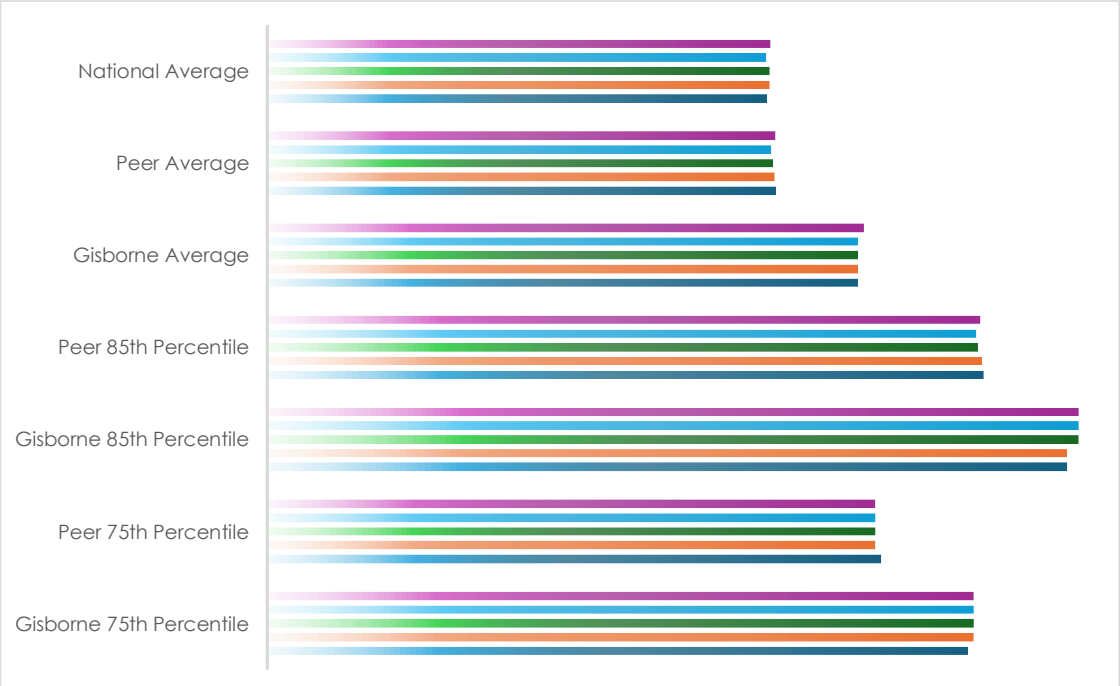
Road Surfaces and Pavements

For sealed road surfaces, "roughness" is an indication of its quality, measured in National Association of Australia State Road Authorities (NAASRA). The higher the NAASRA score, the rougher the road. As sealed roads deteriorate over time, the roughness NAASRA value increases and is therefore a good indicator of asset condition assessment.

Figure 3 shows that compared with both the national average and peer group percentiles the region has a significantly higher NASRAA.

[8] The Soil In Gisborne Is Now Resembling Porridge - According To Gisborne District Council's Principal Scientist Dr Murray Cave It's More Like Melted Ice Cream · Country TV

Figure 3 Comparison of NAASRA Scores for Gisborne District Council Compared with Target



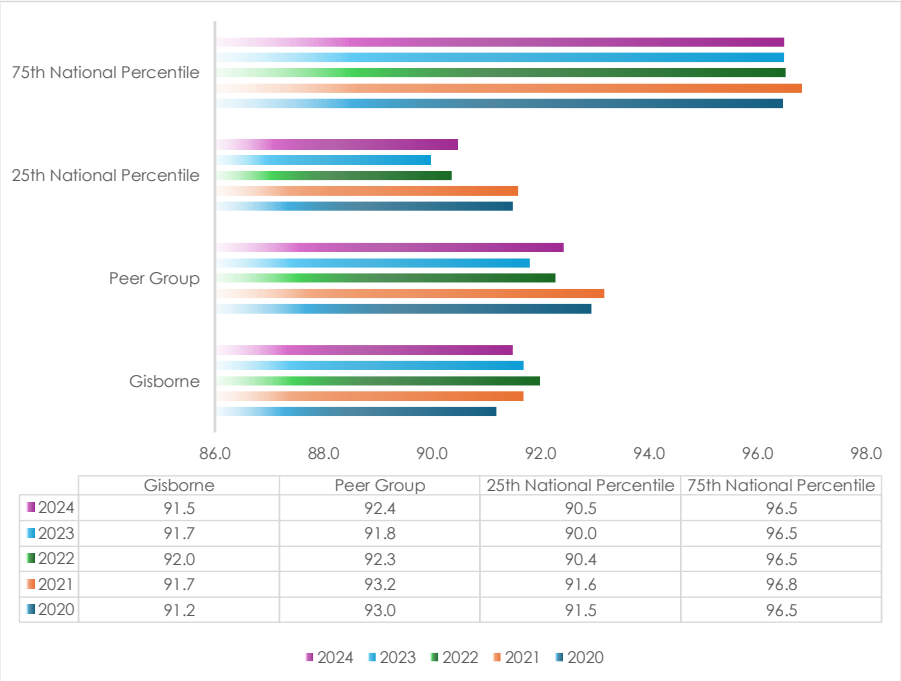
	Gisborne 75th Percentile	Peer 75th Percentile	Gisborne 85th Percentile	Peer 85th Percentile	Gisborne Average	Peer Average	National Average
2024	122	105	140	123	103	88	87
2023	122	105	140	122	102	87	86
2022	122	105	140	123	102	87	87
2021	122	105	138	123	102	88	87
2020	121	106	138	124	102	88	86

Source: Te Ringa Maimoa

Condition rating surveys check for road faults not picked up by the Roughness survey. Potholes on sealed roads are an indicator of pavement faults, which can have a negative impact on road resilience as the pavement layer is exposed to ingress of water and consequent damage. RAMM uses condition rating data to calculate the Condition Index (CI) - a "weighted sum", of the surface faults in sealed road surfaces (combines alligator cracking, scabbing, potholes, pothole patches and flushing). CI ensures that the higher the number, the better the condition.

Figure 4 shows that pavement condition in the region is at the lower end of the national scale, but above the 25th percentile. There has been a deterioration since 2022, before which there has been some improvement as a result of additional investment through the NLTF and Provincial Growth Fund (PGF). Surface condition is generally better and above that of peer group councils. But again there has been a deterioration in the last two years, which reflects the post-Cyclone situation.

Figure 4 CI (Pavement Condition)

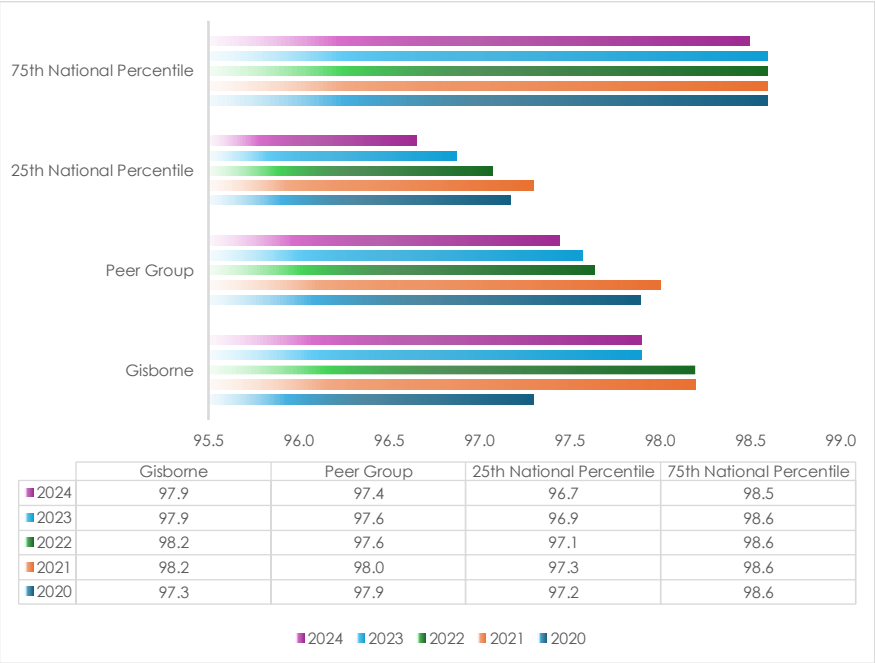


	Gisborne	Peer Group	25th National Percentile	75th National Percentile
2024	91.5	92.4	90.5	96.5
2023	91.7	91.8	90.0	96.5
2022	92.0	92.3	90.4	96.5
2021	91.7	93.2	91.6	96.8
2020	91.2	93.0	91.5	96.5

2024 2023 2022 2021 2020

Source: Te Ringa Maimoa

Figure 5 CI (Surface Condition)



	Gisborne	Peer Group	25th National Percentile	75th National Percentile
2024	97.9	97.4	96.7	98.5
2023	97.9	97.6	96.9	98.6
2022	98.2	97.6	97.1	98.6
2021	98.2	98.0	97.3	98.6
2020	97.3	97.9	97.2	98.6

2024 2023 2022 2021 2020

Source: Te Ringa Maimoa

The result is both a sealed and unsealed roading network which continues to deteriorate and therefore provide lower levels of resilience.

Structures (Bridges and Culverts)

The challenge for structures – bridges and culverts – is no different. The 2021 AMP indicated that budgets for these assets needed to increase by 192% for maintenance and 65% for renewals over the 2021 – 2031 period to meet needs of the asset condition and resilience. The figure now is likely to be much higher.

The AMP estimates the cost to maintain the serviceability of Council bridge assets ($42.4 million) is one third of that required to replace all of them. There are financial savings and resilience benefits from investing in long-term maintenance of bridge assets, including extending life expectancy and avoiding subsequent higher costs of replacement.

Underfunded drainage (culvert) maintenance has an adverse impact on road pavement performance and rate of deterioration, and while it may seem a significant investment increase, benefits are long-lasting. Discussions with Council maintenance contractors highlight that many culverts have reached the end of their 25-year design life, and need replacement with higher capacity assets which accommodate increases in rainfall and surface run off.

The AMP highlights that poor drainage has several pavement and system user risks and contributes to deformation problems on roads:

- Water ingression is the leading cause of undesirable pavement rutting, heaves, shoves and potholing.
- Standing water accumulated on roads creates a risk of aquaplaning. A wet surface reduces friction which leads to longer braking distances.
- Surface water can freeze and thaw again when temperatures rise during the day. Where this happens, roads may become very slippery, and the change in friction can cause additional driving hazards.
- Small diameter, blocked culverts, and uncontrolled water flows in the road reserve area can cause erosion – reducing pavement width and shoulder support – particularly with the soil types found in the region.

Severe weather events may have caused significant damage to the drainage network. Almost all the rural roading network was closed post Cyclones Hale and Gabrielle and further impacted by heavy rain in June 2023. An estimated 650,000 cubic metres of silt has required removal from drains, slips and roads. Furthermore, whilst it is assumed that flood, silt, and slash has damaged the road drainage system there was no estimate on the scale of these damage available at the time of writing the AMP in March 2024.

The AMP sets out three options to address the challenges identified. Table 10 shows the three investment options, with the proposed level of maintenance, operations and renewal (MOR) funding shown in brackets in column two.

Table 10 AMP Investment Options

Option	2024-27 Investment ($m)	Description	Strategy Response
1	123 (83 for MOR)	Status quo. Continue with current investment level and maintenance practices. Equivalent to last 3-year LTP investment. Continue to work on strategies and plans to implement in next 3-year cycle.	Maintain LoS on footpath & primary collector roads Decrease LoS on secondary collector roads Decrease LoS on access roads Investment focus is on road surfaces and drainage
2	135 (96 for MOR)	Continue with current maintenance practices adjusted for 2024 dollars to maintain current LoS, and make headway with data collection and proactive planning for more evidence-based decision making. A 16% increase in maintenance, operations and renewal programmes to allow for inflation. Minor improvements in Public Transport, Road Safety and Walking and cycling in line with current plans and strategy work.	Maintain LoS on footpath & primary collector roads Decrease LoS on secondary collector roads Decrease LoS on access roads Improve transport planning Implement highest priority safety improvements Implement minor improvements for mode shift objectives
3	285 (96 for MOR)	Recover and rapidly improve safety and resilience of road asset. Increased investment to address safety and resilience deficiencies in the network. Additional focus on unsealed roads and bridges.	Improve LoS on footpath Maintain LoS on primary collector roads Increase LoS on secondary collector roads Maintain LoS on sealed access roads, Increased LoS on unsealed roads Improve urban and rural road safety Strengthen / replace bridges for HPMV Improve transport planning

Option	2024-27 Investment ($m)	Description	Strategy Response
			Implement highest priority safety improvements Implement major improvements for mode shift objectives

Source: Council Land Transport Activity Management Plan

The AMP preferred option is based on a level of investment for MOR for the local road network which aims to maintain current LoS, with targeted renewals to increase resilience and connectedness across the community, responding to observed increases in freight demand.

The preferred option was not affordable within the 2024-27 NLTF MOR allocation, which is $82.67 million (including $11.82 million for emergency funding). This level of funding can only, at the very least, support option 1 (status quo).

The target asset management LoS for the preferred option and the affordable option 1 (status quo) is outlined in Table 11. It is very apparent that the different LoS are heading in opposite directions. Even maintaining, never mind improving, existing LoS is not affordable in the current funding environment.

Table 11 Asset Management Customer LoS for Preferred Option and Affordable Option

Outcome	Customer LoS (Option 3: Preferred)	Customer LoS (Option 1: Status Quo)
Resilient network	Lifeline routes, and catchment roads remain open during 1:100-year weather events	Less resilient network, faster network deterioration, lifeline routes impacted during severe weather events
Route availability	Increase network accessibility, access available during events and more quickly afterwards	Lower level of accessibility, more journeys impacted by weather events
Heavy vehicle access	Increase in accessibility for HCVs, extending access for 50 max	Reduction in available routes for HCVs
Unsealed road metalling	Road condition is improved, asset consumption is minimised, and effective asset stewardship is applied	Roads deteriorate, asset consumption accelerates, roading network more heavily impacted by severe weather, asset stewardship is poor
Sealed network condition	Road condition is improved, asset consumption is minimised, and effective asset stewardship is applied	Roads deteriorate, asset consumption accelerates, asset stewardship is poor

Outcome	Customer LoS (Option 3: Preferred)	Customer LoS (Option 1: Status Quo)
Smooth travel exposure	Smooth travel exposure and user travel experience is improved	Smooth travel exposure and user travel experience declines
Structures replacement	Structures condition is improved, asset consumption is minimised, and effective asset stewardship is applied	Structures deteriorate, asset consumption accelerates, asset stewardship is poor
Drainage renewals	Pavement condition is improved, asset consumption is minimised, and effective asset stewardship is applied	Pavement condition deteriorates, asset consumption accelerates, asset stewardship is poor
Road surface condition	Road surface condition is improved, asset consumption is minimised, and effective asset stewardship is applied	Road surface condition deteriorates, asset consumption accelerates, asset stewardship is poor

Source: Council Land Transport Activity Management Plan

Transport Routes and Traffic Demand

With an asset base and LoS which will continue to deteriorate, an additional challenge is that demand for usage of the roading network – especially heavy vehicles - continues to increase, resulting in further asset and LoS deterioration.

The AMP identifies several key drivers of future traffic demand:

- General population increase and distribution: projections for the region vary but even a small increase will result in higher demand for travel. The AMP states it can be assumed that population growth will continue to be concentrated within and to the Gisborne urban area.
- Ageing population: an increase in the number of people 65 years old and over is likely to result in higher demand for motor vehicle travel as people become more dependent on access to essential services, especially healthcare.
- Future economic growth: Whilst the region has generally underperformed compared to Aotearoa New Zealand as a whole, if growth ambitions are to be realised then this will generate additional travel demand.
- Structure of the region's economy: the very heavy reliance on primary production in the region – especially farming and forestry. Approximately 54.6 million cubic metres of logs are estimated to be transported from forestry areas, sawmilling centres, and Eastland Port in the next ten years. The total agricultural harvest will average about 3.50 – 3.90 million cubic metres per year between 2019 and 2028. The AMP states that harvest routes have seen significant increase in Annual Average Daily Traffic (AADT) that continues to accelerate surface deterioration and pavement decay. As a result of budget restraints, forestry routes see a trade-off between customer service and economic efficiency.

- Tourism: the region is a hidden gem which is being discovered by more people as a unique and stunning place to visit. Initiatives such as Te Ara Tipuna long distance trail could turbo charge the tourist economy and generate additional travel demand. As there are no regular regional public transport services outside of Gisborne city, this demand will be by car.
- Climate change: whilst highlighted elsewhere in this business case (especially problem 1), the roading network is at greater risk of impact from climate change, which compounds the pressure of travel demand.

The 2020 Local Roads Route Security SSBC concluded that many local roads in the study area were not resilient or capable of servicing current / projected traffic volumes. The projected freight tonnage numbers reinforced the future strategic importance of local roads commonly used to access forestry areas.

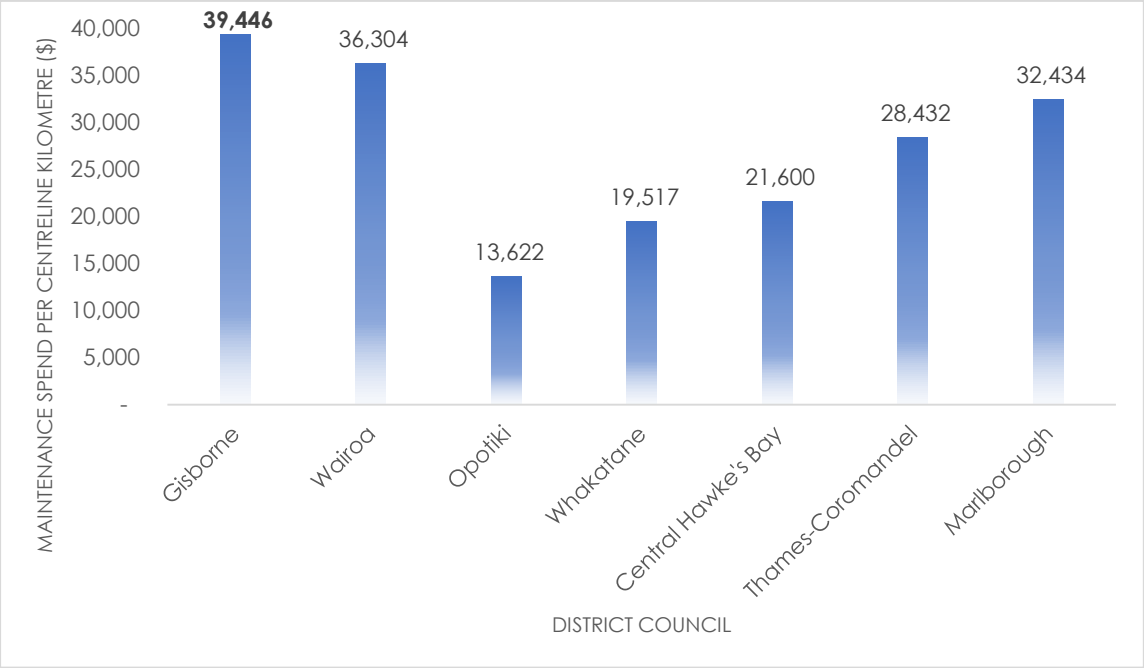
The SSBC went on to state that the relatively small number of high productivity motor vehicle (HPMV) capable bridges in the local network was further evidence that many Tairāwhiti Region local roads are not capable of adequately servicing current freight demands. Discussion with freight operators as part of the Integrated Transport Priority Plan indicated interest from industry in investing in HPMV vehicles for logging activities as demand increases. However the SSBC concluded that many bridges in parts of the local road network were not capable of supporting full HPMV vehicles (up to 62 tonnes). There has been investment in HPMV routes since 2020, and the challenge is now that rural roads are often not able to withstand the volume and weight of trucks.

Higher Maintenance Costs

In Te Tairāwhiti region it is very expensive to invest in road maintenance and asset resilience, and money goes a lot less far than most other parts of the country outside the main urban areas. Added to the fact that the region has one of the smallest rating bases in the country, the result is a significant affordability challenge.

Figure 6 shows Gisborne has a higher maintenance spend per centreline kilometre compared with neighbouring districts and even others (such as Marlborough) which are known to have similar resilience challenges.

Figure 6 Maintenance Spend Per Centreline Kilometre 2023-24 (Selected District Councils)



Source: Te Ringa Maimoa, Transport Insights

Previous NLTF budget increases have not resulted in an increased or maintained customer level of service, especially with the several major climate events that severely deteriorated the network and the increased inflation rate that reduced the delivery of the programmed activities. But even if they had, Council ratepayers could not have afforded the local share required to match the NZTA investment; and this is an issue which remains.

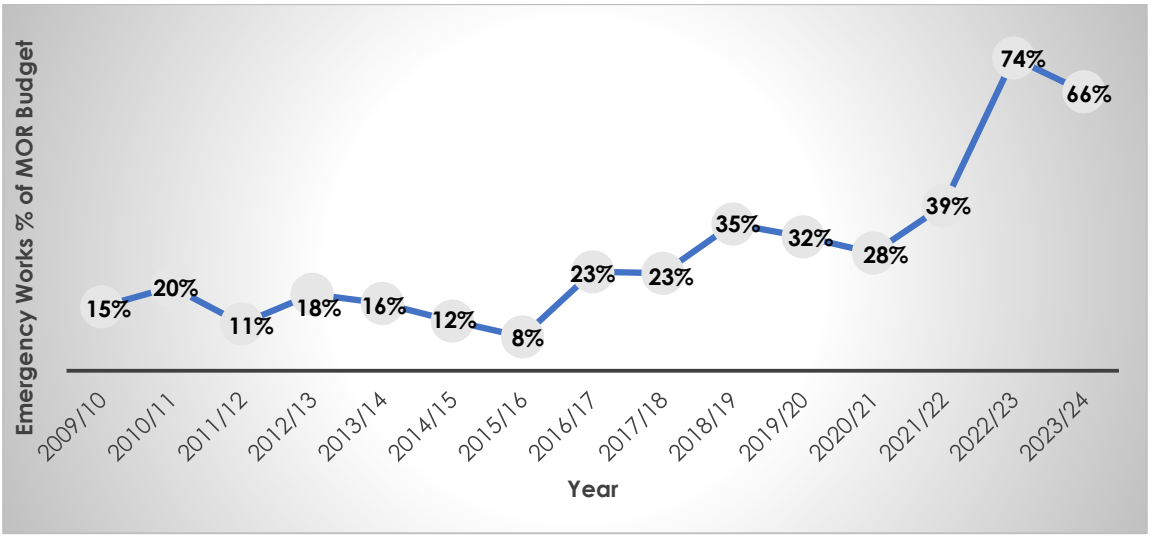
Back in 2020, the Local Roads Route Security Single Stage Business Case (SSBC) noted that regular hazard events also result in the faster depletion of regional local roading maintenance budgets. This was because significant proportions of budgets were being allocated to reactive emergency maintenance activities (clean-ups) responding to the effects of closures. Reactive emergency maintenance spending, although necessary to address immediate accessibility issues, was considered sub-optimal as similar road closures will continue to occur as the root causes – a lack of resilience - are not generally addressed through emergency works. The events of 2023 demonstrated exactly the problem that the SSBC was concerned about.

The SSBC went on to state that in Te Tairāwhiti region a yearly cycle transpired where large proportions of maintenance funds were allocated to emergency works, and therefore investment to target the resilience root causes of road closures was constrained. The additional funding sought via the SSBC focussed on addressing the cause of issues which affected route security and resilience. However the SSBC stated that the scale of the problem outweighed available funding even with the injection of additional proactive funding – and this was before the severe weather events of 2023. This situation was, according to the SSBC, due to the sparse population and associated low traffic volumes, low socio-economic status of the region, and historically low levels of preventative and resilience investment.

The resilience project investment recommendations in the SSBC were therefore scaled to fit available funding; even additional high and medium priority issues could not be funded in the near future under arrangements at the time.

Matters have got worse since 2020. Figure 7 shows that the percentage of the MOR budget spent on emergency works has been increasing significantly even before the severe weather events of the last few years. This longer-term trend is indicative of a wider problem with poor physical condition of the roading asset which necessitates emergency repair works.

Figure 7 Council Emergency Works Spending as a Percentage of MOR Budget (2009-10 to 2023-24)



Source: Council Land Transport Activity Management Plan (2024-34)

It is impossible to determine how the Council roading asset base would have performed had $81 million been allocated to proactive maintenance prior to the severe weather events of 2023. However it is reasonable to speculate that the subsequent repair bill – and the resulting economic disruption - would not have been as high as it is now. And despite additional funding of $125 million recovery allocated by the government in 2023-24, the AMP identifies a further funding gap of $250 million. The warnings of the Local Road Route Security SSBC back in 2020 were prophetic.

Conclusions

With the benefit of hindsight, it is easy to conclude that greater levels of asset resilience funding should have been found four or five years ago. The period before 2020 had been relatively benign in terms of severe weather events hitting the East Coast. The challenge of making any investment case to address a risk that something might happen in the future is always harder than addressing problems – like traffic congestion in larger cities – that are already apparent.

Nevertheless from problems 1 and 2 this PBC has presented convincing evidence that there is a robust understanding of future roading resilience risk, and that condition of the current roading asset base is leading to higher levels of emergency investment than should otherwise be the case.

Continuing to allocate large amounts of money to repairing the next asset which fails, rather than addressing hazard-based risks through proactive resilience investment on the most important routes, cannot continue if better use is to be made of finite funding.

As noted in the conclusions to problem 1 there are various future scenarios that could happen which would change locations and levels of resilience risk. To date, a willingness and ability to look too far into an uncertain future has perhaps understandably been constrained by present challenges. But not for much longer.

Evidence in Support of Problem 3

Problem 3 is defined as follows:

Insufficient clarity of future land use changes and understanding of Level of Service (LOS) affordability to maintain road serviceability will hinder robust, prioritized transport resilience investment decision making.

Introduction

There are two aspects of this problem:

1. Insufficient clarity of future land use changes and understanding of Level of Service (LOS) affordability to maintain road serviceability.
2. Hindering robust, prioritised transport resilience decision making.

Transport is a derived demand of land use because the need to travel arises from the spatial distribution of activities. People and goods need to move between different locations to fulfil various journey purposes – both for personal and business needs:

- Economic Activities: Demand for transport is directly linked to economic activities. For example, commuting to work, transporting goods from factories to markets, and delivering online purchases to homes are all driven by the locations of these activities.
- Spatial Separation: Different land uses, such as residential, commercial, and industrial areas, are separated (sometimes by long distances) – which creates the need for transportation to connect these areas.
- Accessibility and Mobility: Effectiveness of transport systems influences how easily people can access different land uses. Good transport infrastructure can reduce travel time and costs, making it easier for people to reach their destinations.
- Urban Planning: Integrating land use and transport planning can help create more efficient and sustainable urban areas. By designing towns and cities where essential services and amenities are within easy reach, reliance on long-distance travel can be reduced.

How land is used in future could either be as a result of choice or, if climate change makes existing uses unviable, there may be no option but to retreat from areas of the region on which human activity is no longer viable. Either way, future land use changes in Te Tairāwhiti will impact on road function, route importance, traffic demand and the most appropriate customer LoS that can be provided by Council. Some roading routes may experience higher demand as a result of land use changes, and others lower.

Resilience risk analysis for problem 1 is based on one possible climate change scenario – where the average global temperature stabilises at 1.5 degrees Celsius above the pre-

industrial level. There are increasing concerns that the rate of Greenhouse Gas (GHG) growth may make this level unachievable and, if exceeded, resilience risks could be higher than outlined in problem 1. A different scenario could result in higher and more widespread risks across the roading network, which will increase the challenge of investing in resilience solutions.

Therefore problem 3 relates to processes for identifying and obtaining better information, and how these can then be used to guide more robust roading resilience investment decisions that are prioritised against available funding.

Future Land Use Changes and Roading Resilience

One of the most important questions is the extent to which future land use changes and demand for travel will enable Council to maintain a resilient roading network with limited available funding.

As a result of historical land use changes over the last few decades – including increasing forestry and declining industry - Council is maintaining a roading network that, in some areas, bears very little relation to levels of current demand. Scare resources are maintaining roads to a LoS which may not be appropriate to a level of importance to the community or based on usage.

Existing land use strategies – in particular the *Tairāwhiti 2050* Spatial Plan – assume that transport will be provided irrespective of cost or practicality. Under the "resilient communities" outcome the following aspiration states:

"Infrastructure and other significant resources vulnerable to natural hazards and climate change have been moved, protected or there is a plan for the future."

The question of whether land use and travel demand is part of this "plan for the future" is not addressed. Nor is the possibility surfaced that in some places it may become either impossible or undesirable to provide resilient roading assets.

Tairāwhiti 2050 recognises that Council needs to decide on the level of risk that is tolerable, and what isn't. The challenge is to define a robust process where this kind of decision can be made based on the best available evidence.

An appropriate opportunity to define such a process would be through the Tairāwhiti Resource Management Plan (TRMP) which includes the Regional Policy Statement (RPS), Regional Coastal Plan (RCP), Regional Plan (RP) and District Plan (DP).

In the section on transport infrastructure the RPS states:

"The cost of providing networks and services needs to be taken into account. This is especially important for remote areas which may require relatively expensive transport facilities for few users."

The phrase "taken into account" is not elucidated further and the RPS concentrates primarily on potential adverse impacts of roading infrastructure on the natural environment. The potential for land use changes to influence travel demand and infrastructure provision is not directly addressed.

The TRMP and RPS are currently under review. There is potential for further change to land use and an opportunity to consider implications for travel demand and provision of appropriate LoS on the roading network. Proposed plan changes – for example in relation to

log harvesting rules and use of Overlay 3B land – could have significant impacts on travel demand.

Travel Demand Management and LoS

The AMP includes a basic demand management plan which is summarised in Table 12:

Table 12 Demand Management Plan

Demand Drivers	Present Position	Projection	Impact on services	Demand Management Plan
Forestry industry	Forest production is increased from 1 million tonnes in 2010 to 3 million tonnes in 2019	Approximately 54.6 million m^3 of logs are estimated to be transported from forestry areas, sawmilling centres, and the Port in the next 10 years (until 2035)	An increase in the number of heavy vehicles travelling to and from forestry areas, sawmilling centres and the port increasing maintenance burden on local roads and the HPMV capability of existing bridges	Identify suitable routes for heavy vehicles to ensure safe and timely transport of logs from forestry areas, sawmilling centres to ports Prioritise HPMV upgrade of bridges based on the urgency of the need. Review rates and logging differential costs on forestry blocks
Primary agricultural, dairy, pastoral farms	largest broad industry in Te Tairāwhiti in 2021, accounting for 18.3% of total GDP ($449 million)	The total harvest will average about 3.50 – 3.90 million cubic metres per year between 2019 and 2028	Continued movement of produce from farms to distribution centres	Identify suitable transport routes for farms and encourage use
Tourism	Steady growth over the past 10 years. 5% of total economic activity	Incremental growth in the next ten years	The impact on roading may be negligible in the next five years	Maintain current status
Population growth in	Moderate to high growth of	Population Growth is expected to be concentrated within the city and	Potential capacity constraints and increased delays at peak times on	Network optimisation investigation

Demand Drivers	Present Position	Projection	Impact on services	Demand Management Plan
the urban area	key urban routes	to the West, including the Taruheru and Makaraka suburbs; population growth is expected to increase traffic volumes	vital urban routes over the medium-term if current growth trends continue	Enhanced monitoring of urban traffic volumes trends on critical routes Public Transport Plan Improved walking and cycling infrastructure
Climate Change	Increasing number and severity of weather event / Increasing levels of structural damage due to storms / Increasing temperature changes / increasing number and severity of weather event	Coastal erosion will increase 8 – 51 extra days where the temperature will exceed 25 degrees Celsius 10% increase in drought conditions compared to 1990	96 Km of roads and three bridges on the coast exposed to sea level rise Could increase the sealing season if temperature changes extend into autumn or spring. May affect pavement designs	Coastal erosion stabilisation programme Climate Change Risk Assessment on roading assets and targeted improvement on high-risk assets

Source: Council Land Transport Activity Management Plan

The plan talks about identification of suitable routes for forestry and farming but does not explicitly consider how LoS could be varied in response to demand resulting from changes in land use. Feedback from Council roading SMEs is that LoS and resulting maintenance intervention strategies require more explicit definition in ways that decision makers and stakeholders are able to understand.

The AMP focusses on LoS in relation to issues such as safety, smoothness of the road, unplanned road closures and maintenance costs. It does not explicitly raise the possibility that Council may need to reduce LoS to reflect value for money, road importance and levels of demand – both now and in future. Where, for example, the AMP states that Council has higher maintenance costs compared to its peers there is no solution proposed. Possible options include:

- Reverting roads from sealed to unsealed, or from asphalt to chip seal.
- Reducing levels of regular maintenance, or eliminating activity altogether.

- Deferring or cancelling renewals.
- Working with industry to define usable routes during certain seasons and bad weather.
- Closing roads either temporarily (during certain seasons or bad weather).
- Closing roads permanently.

These are options which Council is considering more seriously, and five questions were included in a Participate survey undertaken in March and April 2025, as summarised in Table 13.

Table 13 Participate Survey Results

Question	Option	Number	Percentage
We don't have the funding to maintain all sealed roads to the historical level of service we would like. Currently 750km of our rural network is sealed. Due to funding limitations, we need to reduce this by around 150km (20%) to make the renewals programme sustainable. Should we:	Over time, revert around 150km of poor-quality, low-traffic-volume rural sealed roads back to unsealed roads to afford maintenance for the more important rural sealed roads?	121	70
	Keep patching all sealed roads for a period, while accepting a lower level of service for all sealed rural roads?	52	30
We have 413 bridges to maintain, with 42 requiring repairs after the cyclones and 7 needing total rebuilds. We're under pressure to repair and replace bridges in remote areas of the network with low traffic volumes. On average, a new bridge cost about $10m just to install. Should we:	Replace and repair existing bridges destroyed or damaged by future events on low use roads?	65	41
	Invest more money in bridges that are built in the right places and provide a valuable service to the community to increase resilience and lower risk of destruction in future events?	93	59
The government is signalling reductions in emergency funding for future weather events. This change will fundamentally affect our decision-making around these events, as well as our maintenance practices and prioritisation. In some situations, the viability of roads could be questioned. With a 10-15% annual funding reduction to address, we need to prioritise	Continue to maintain the current road network as it is, and address failure as it occurs as reactive emergency works on the basis that NZTA may continue to contribute towards the repair bill?	53	35
	Invest more money in proactive asset management which may increase Council rates but	99	65

Question	Option	Number	Percentage
maintenance and investment in areas that reduce the impacts of weather events. This means focusing on proactive asset improvements, such as culverts, rather than waiting for roads to fail as a result of severe weather events, which would then have to be repaired at a greater cost. Should we:	reduce the risk of road and bridge failure?		
For many years, some rural roads were temporarily closed when there was a risk of significant damage during bad weather. More recently, we have instead attempted to keep all roads open at all times, even if this results in damage from heavy vehicles. Should we:	Continue to keep all roads open to all traffic and accept there will be damage (mainly from heavy vehicles) which will cost significant money to maintain and repair?	17	11
	Work with relevant industries that use heavy vehicles, to plan activities around the potential for temporary road closures during bad weather?	141	89
Some roads are not well aligned for current or future use and or are being exposed to more and more hazards from climate change. Should we:	Do nothing and wait for failure and eventually abandon road.	8	5
	Relocate road with a bypass if there's enough money?	111	68
	Stay and build in protection if there's enough money and continue to live with risk?	44	27

Source: Gisborne District Council Participate Survey

Whilst these responses provide a snapshot in time, they indicate that people understand the need for Council to make difficult investment priority decisions.

Travel Demand Assessment Tools

The NZTA Monetised Benefits and Costs Manual (MBCM)[9] identifies several potential approaches to estimate demand:

- First principle estimates: includes factoring, daily traffic volume estimates and broad simple estimates of predicted facility use based on comparable examples in other locations.

[9] Monetised benefits and costs manual v1.7.2 November 2024

- Simple mathematical models: such as growth trend equations / calculations, trip generation rate calculations, mathematical relationship models and elasticity techniques.
- Project transport models: which do not have the capability to provide travel demand estimates from land use and are instead fed by relatively simple trip generation (and potentially distribution) calculations (or similar) to approximate future-year demand.
- Regional transport models: with the capability to provide travel-demand estimates, notably for future years, from land use inputs. May or may not have mode share estimation capabilities.

A key challenge is the scarcity of tools that Council can use to assess land use implications for current and future travel demand impact (and hence LoS) in more detail.

Under the heading "Improvement Item" the AMP states that the region has only sporadic traffic data and land transport demand forecasts. Nor is there a transport model which could be used to test impact of changes to travel demand from and to key origins and destinations (zones). The AMP recommends review of:

- Gisborne specific 30-year land transport demand forecast model.
- Predicted transport demand against existing transport capacity to determine when transport capacity upgrades are required and what demand management practices can be adopted.

The Regional Land Transport Plan (RLTP) identifies building of a transport model as a way to better understand the movement of heavy vehicles through Gisborne city to the port, and hence the preferred routings in the city. But equally important is an understanding of vehicle movements across the whole region and how they get to Gisborne city, the port, smaller townships and places even outside of Te Tairāwhiti region.

Development of a transport model is a "probable" activity for the 2024-27 NLTP, and would help to address the problem of understanding travel demand as a result of future land use changes.

Investment Prioritisation

Having the right modelling tools means they can be applied to support a robust and evidence-based investment prioritisation framework for resilience projects.

A Council asset management maturity assessment – described in more detail in the Commercial Case – states that there is no formal investment decision-making framework, so prioritisation criteria and methods are unknown. Capital expenditure categorisation happens through NZTA Work Categories (WCs). Costs are being captured, and supply options and procurement processes exist. But there is no evidence that financial impact factors are considered - e.g. Net Present Value (NPV) analysis for renewals or Benefit Cost Ratio (BCR) for improvements.

Conclusions

Problem 3 is not about the what and why of asset resilience investment – it is about the how. Through the AMP, and based on discussions with Council SMEs and contractors, it is clear that Council is having to adapt to a financial reality which is far more challenging than had been previously assumed. The recent severe weather events have exposed the vulnerability of the

region's roading network in a way that could not have been predicted in any model, although previous business cases had already identified potential risks.

Spatial plans – both strategic and operational – should reflect the reality that roading networks and LoS need to evolve and probably shrink as a result of both historical and future changes in land use. This is not an easy message to give, but as part of this PBC Council has been proactive in attending community hui and explaining the challenges that are being faced with a small population and limited rating base. The Economic Case below is based on a prioritisation approach which can be further developed as part of the next RLTP, AMP and LTP.

Investment Objectives

Investment objectives have two purposes:

- Communicate intended outcomes from the proposed resilience investment programme in terms that can easily be quantified and evaluated; thereby telling stakeholders, decision-makers and ultimately project teams tasked with delivery what the investment is expected to achieve.
- Informs selection of resilience programme options through development of critical success factors for use in multi-criteria analysis (MCA), alongside other criteria (such as costs, benefits, timing, risks and uncertainties, and interdependencies).

Based on the problem and benefit statements, Table 14 sets out problems, benefits and investment objectives for the local roading resilience investment programme:

Table 14 Problems, Benefits and Investment Objectives for Local Roading Resilience Investment Programme

Problem	Benefit	SMART Investment Objectives
1. Risks to the transport network from severe weather events and climate change will reduce reliable accessibility for communities and businesses, undermining the region's economic performance and social cohesion.	1. Targeted transport asset investment will: a. Better understand and address risks from land instability and erosion. b. Identify, prioritise and enhance resilience of critical assets. c. Enable social and economic lifeline transport routes to remain open. d. Increase community and investor confidence in the region because of having reliable transport links.	1. By [date] implement a risk-based prioritised programme of investment to achieve an agreed Level of Service which provides appropriate resilience for roads and bridges to impacts including land slips, flooding, extreme heat / wind and sea level rise. 2. By [date] reduce the number and total duration of restricted access and road closures on designated lifeline transport routes from a baseline of [x hours] to [y hours].

Problem	Benefit	SMART Investment Objectives
	e. Create local employment / business opportunities and retain more investment in the local economy.	
2. Continued under-investment in asset resilience results in transport routes which are unable to withstand pressure placed upon them, leading to future higher costs of maintenance.	2. Delivery of affordable resilient levels of service across the region through: a. Enhanced priority to high value transport routes that are vulnerable to disruption. b. Improvement in long-term availability of essential transport routes and lifeline nodes for social and economic purposes. c. Greater financial viability through investment in proactive asset management rather than emergency after-the-event work.	1. By [date] [x kilometres] of lifeline routes will have an established Level of Service (LoS) and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres]. 2. By [date] ensure availability of essential transport routes to lifeline nodes from a baseline of [x number] to [y number]. 3. By [date] we [x kilometres] of rural routes will have an established Level of Service and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres]. 4. By [date], the level of funding invested in emergency works will have declined from a baseline of [$xm] to [$ym]; and for proactive asset management will have increased from [$xm] to [$ym].
3. Lack of understanding regarding future land use changes and Level of Service (LOS) requirements to protect serviceability of roads, will not enable robust prioritized decision	3. Better value for money investment decision making which is based on: a. A robust understanding of social and economic value of transport routes.	1. By [date] establish and quantify a baseline social and economic value of [$xm] for the region's local transport routes. 2. By [date] invested [$xm] in designated alternative options for high value transport routes from a baseline of [$ym].

Problem	Benefit	SMART Investment Objectives
making for investment in transport system resilience.	b. Ability to maximize positive impact of investment by enhancing resilience of the highest value lifeline routes, at the right time. c. Maintaining access through a resilient well-maintained network to minimise risk of road closure.	3. By [date] increased the social and economic value of the region's local transport routes from [$xm] to [$ym]. 4. By [date] increased preparedness by enabling [x number] communities and businesses to have roading resilience plans in place to maintain functionality to an agreed Level of Service (which may be different to what is current) following a severe weather or other climate-related event.

These investment objectives have been used as part of the process for prioritisation of potential interventions within the Economic Case, as explained below. A high priority for work as part of the next RLTP, AMP and LTP will be to fill in the baseline and forecast data based on the LoS, funding and investment priorities of the MOR programme.

Constraints, Assumptions and Dependencies

There are various constraints, assumptions and dependencies which will impact the proposed investment strategy. Tables 15 to 17 are a log of constraints, assumptions and dependencies which is PBC has considered, and these will be regularly reviewed and updated during programme implementation. The Management Case below provides more details.

Constraints are limitations imposed on the investment proposal from the outset, including available resources.

Table 15 Constraints Log

ID	Constraint	Summary Description and Management Strategy
C1	Funding	The total amount of funding for local roading resilience projects is limited and priorities need to be established. This means that customer Levels of Service (LoS) may not be as high as people might ideally like.
C2	Locally sensitive areas	The ability to undertake asset resilience physical works is limited in cultural and environmentally sensitive areas. In some areas it may not be possible to implement an engineering-based solution.
C3	Consents	Resource consents are likely to be an issue for more complex and intrusive works which impact on water resources and may

ID	Constraint	Summary Description and Management Strategy
		make works more expensive resulting from the need to manage waste material for example. Target Resilience LoS for some parts of the network may be unachievable or unaffordable.
C4	Staff resource	Insufficient numbers of locally-based trained staff – across the whole spectrum from planning through to works delivery. This may limit ability to provide some target LoS, particularly network availability and asset management approaches.
C5	Plant and equipment	Lack of availability of specialist plant that is tailored to the specific requirements of engineering works in the region. This may make overall project costs more expensive as a result of the need to bring in the necessary equipment.

Assumptions are things that are accepted as true or as certain to happen, without proof. If they are not certain to happen, they may be a risk.

Table 16 Assumptions Log

ID	Assumption	Summary Description and Management Strategy
A1	Future severe weather events will increase requirement for roading asset resilience.	Climate change will result in either more, or higher intensity, severe weather events which will put increasing pressure on the roading network assets – road surfaces, bridges and culverts. Various scenarios will be used to test response to a range of alternative futures so that the region and its people are fully prepared.
A2	Continuation of primary production will be an integral part of the region's economy.	Even though locations of activity are likely to change, primary production such as forestry, agriculture and horticulture will remain an integral part of the region's economy. This will mean that a significant proportion of traffic will be made up of heavy vehicles and they will have an impact on roading asset maintenance requirements.
A3	Government policy remains supportive of resilience and climate change adaptation.	The National Adaptation Plan, or a future version of it. Will continue to be implemented and funded to a certain level. This will mean that Council and partners can have confidence to develop and implement projects as part of the preferred programme in this PBC.
A4	Funding for roading resilience remains constrained.	There will never be enough money to deliver all possible projects that could be implemented to deliver a maximum level of asset resilience. This means that changes to LoS and prioritisation of investment will continue to be vitally important into programme delivery.

Dependencies are external influences, where success of the programme is contingent on future actions of others. Other activities, programmes or packages may also depend on the actions of this programme.

Table 17 Dependencies Log

ID	Dependency	Summary Description
D1	Land use changes	Future changes to how land is used, especially for primary industry activities such as forestry and agriculture, will impact on travel demand. In turn change in travel demand will have implications for target LoS for asset management and resilience.
D2	State Highway resilience investment	As many local roads intersect with the State Highway network as part of customer journeys, it is essential that routes are resilient along their whole length. This means ensuring that investment programmes, projects and physical works are coordinated.
D3	Transport Recovery East Coast (TREC) projects	As with D2 above, TREC recovery projects on the State Highway have access implications for connecting local roads. Therefore close joint working will be required to ensure that whole route approaches are implemented.
D4	Future Development Strategy (FDS)	The FDS will be directing housing development to areas of the region – especially Gisborne city – where it is most appropriate from the perspective of access to jobs and services (and using modes other than the private car where possible).
D5	Tairawhiti Resource Management Plan (TRMP)	The TRMP will set the objectives, policies, rules and regulations for the management of natural resources, and activities such as roading resilience projects which will require consents.
D6	NZTA Intervention Hierarchy	NZTA are seeking investment strategies that prioritise long-term integrated planning over investment in large-scale capital works.

The Case for Change

In the immediate aftermath of a severe weather event like Cyclone Gabrielle, it is understandable for people to say that "something must be done" and "we can't go through this again". And, of course, these people are right. This PBC has clearly set out that change is necessary, in particular:

- Why we need to understand and act on future roading network resilience risks for the sake of future generations and their economic, social and cultural health.
- Why the current approach to funding asset maintenance and management, coupled with the levels of investment, is not leading to good outcomes.

- Why there could be more than one future scenario which significantly increases levels of risk.
- Why better data would help with future investment decision making and partnership working with key stakeholders.
- Why land use changes are fundamentally important to understanding how customer LoS, and stakeholder expectations, need to be scaled to available funding.

The three problem statements, and evidence in support of them, make a strong case for making resilience first among equals when it comes to future investment in the roading network. Whilst affordability can never be ignored, it is not appropriate for it to drive the wrong type of short term "patch and mend" investment which has been all too apparent for the last few years.

However, this does not mean that central and local government have the capacity and financial means to address every conceivable future climate change risk and guarantee that everyone and everywhere will be protected. This PBC is not going to ask for a blank cheque and wave a magic wand to make all the problems disappear. That is simply unrealistic. Moreover implying that physical engineering solutions can somehow mitigate against each and every natural hazard ignores the need for policy changes which will shape how land is used and demand for travel.

However this PBC does make a strong case for thinking, planning and acting differently by taking a future focussed risk-based approach to prioritisation of roading asset resilience investment – based on a data-driven approach which targets investment where it makes the biggest impact for the most people.

Economic Case

Introduction

The Economic Case takes the Strategic Case problems, benefits and investment objectives and formulates various possible responses – in the form of options. Each option represents an alternative way of investing a finite amount of money and makes various trade-offs between priority assigned to different climate change hazards and areas of the region. These options are then assessed and prioritised against investment objectives and critical success factors.

There are two very strong influences on the investment prioritisation methodology:

1. Local road importance.
2. Levels of Service (LoS).

Local Road Importance

A critical input to the PBC prioritisation framework is an assessment of importance of local roads to communities. Road classification systems - including One Network Road Classification (ONRC) and One Network Framework (ONF) - do not provide enough differentiation for a low trafficked network like Te Tairāwhiti region. This PBC has established a more granular local road hierarchy, based on data evidence that can be applied across the whole transport network.

The methodology for determining local road importance is imperfect due to limitations in the available data. The importance scoring is "conspicuously coarse" but nevertheless appropriate when prioritising transport resilience investment across the region.

The importance of links in the Te Tairāwhiti road network is a function of the importance of the places (origins and destinations) they connect. The following factors are relevant when importance of places connected by the road network:

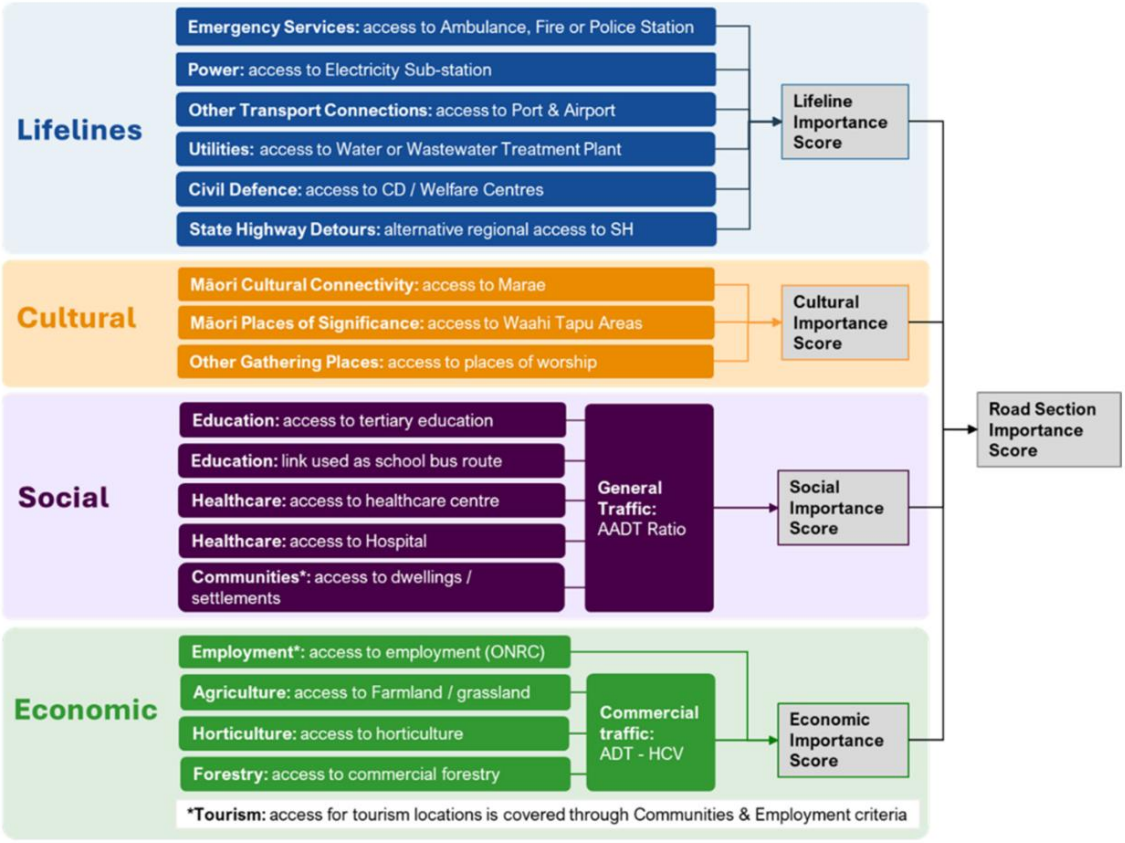
- Lifelines: places that are important for essential services and emergency response.
- Cultural: places that are significant for cultural reasons.
- Social: places that are important for community wellbeing and connection.
- Economic: places that support the local and regional economy.

Other considerations are:

- Places can be important for more than one reason.
- Road links can be used to access more than one place.
- There may be more than one route for connecting the same origins and destinations.
- Availability of alternatives should influence the importance of a link.
- Many trips in Tairāwhiti will involve travel on a State Highway, at least in part.

Figure 8 shows detailed criteria relating to four factors which reflect place importance. Each road segment is scored using the criteria on the basis of the importance of the places to which it provides access.

Figure 8 Local Road Importance Scoring Criteria



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Based on the shortest local road route to the State Highway, for each of the four importance attributes – lifelines, cultural, social and economic - a score (generally between 1 and 3) is allocated and then combined into an overall importance score. Links that provide access to and from more than one "place" score higher than links that provide access to only one.

Table 18 shows the length of road – in both rural and urban areas – in five importance categories. Nearly half of the rural roading network is in the lowest importance category, with most of the remainder being either high or moderate. In urban areas, two thirds of the roads are in the low category, as these are primarily residential streets.

Table 18 Local Road Importance Assessment

Importance Category	Rural		Urban	
	Length (km)	Length (%)	Length (km)	Length (%)
Highest	28	2	19	7
High	293	17	34	13
Moderate	417	24	36	14

Importance Category	Rural		Urban	
	Length (km)	Length (%)	Length (km)	Length (%)
Low	190	11	169	63
Lowest	791	46	9	3
All	**1,719**	**100**	**267**	**100**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

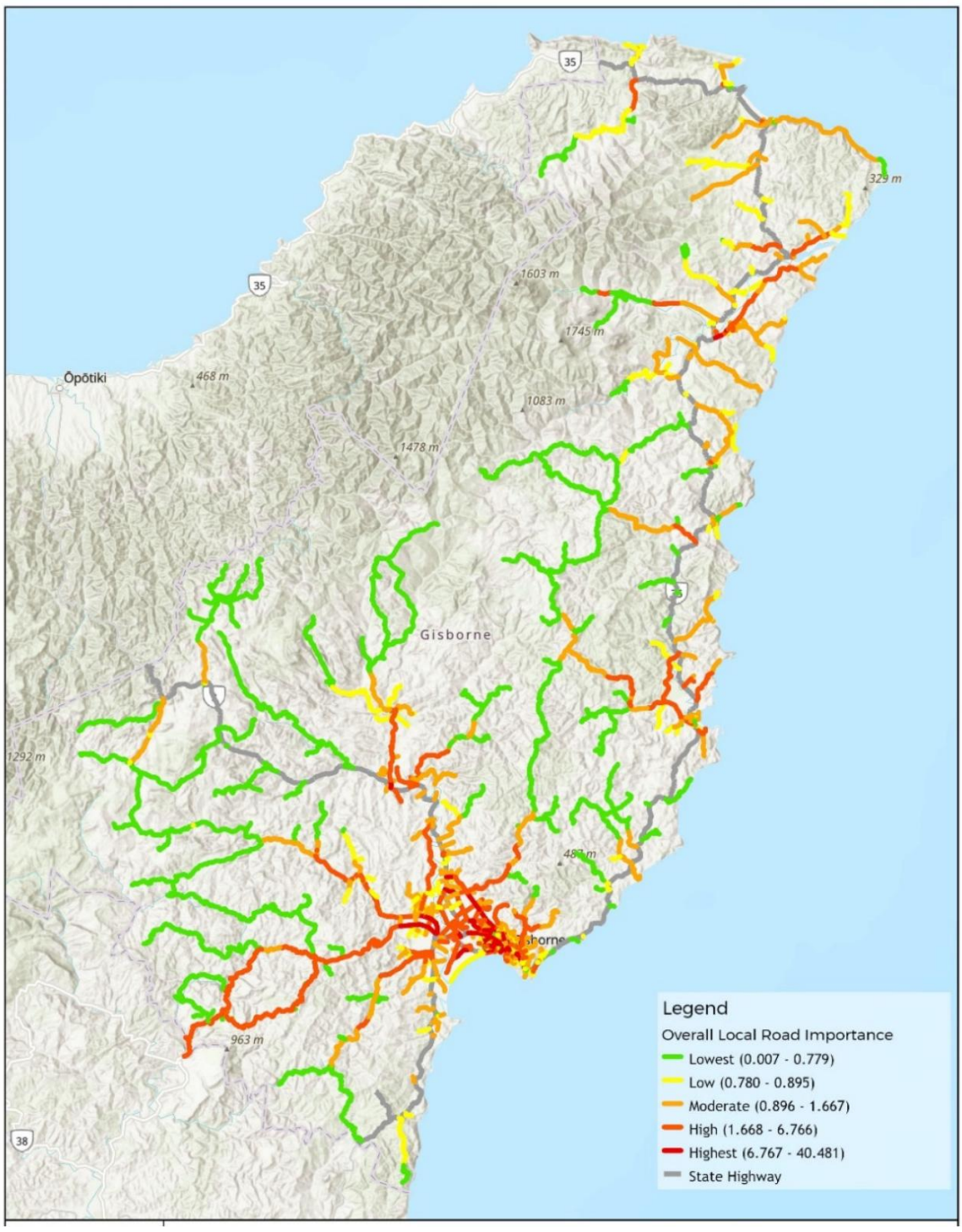
Local road importance scores are normalised so that the four factors (lifelines, cultural, social and economic) are weighted equally. A sensitivity analysis has found that the social factor is most influential on the overall score, likely due to the inclusion of annual average daily traffic (AADT). Alternative weighting systems make little difference to overall distribution of importance scores across the region, and therefore the normalised (equal) weighting system is retained. Mapping to show the geographic distribution of local road importance scores under future scenarios is included within Appendix F.

Figures 9 and 10 show local road importance for both the region as a whole and Gisborne city. Scoring for the network has been smoothed so that road importance changes only at logical locations within the network. Importance is a gradation - road sections that are green have the lowest importance and sections coloured red are assessed as most important.

In the region as a whole, road importance increases in and around Gisborne city and the smaller East Coast townships. Sections of road which directly intersect with the State Highways also have higher importance. As roads move into the more remote and hilly inland areas, the level of importance generally declines. However where rural routes provide potential alternatives to the State Highway, they increase in the level of importance.

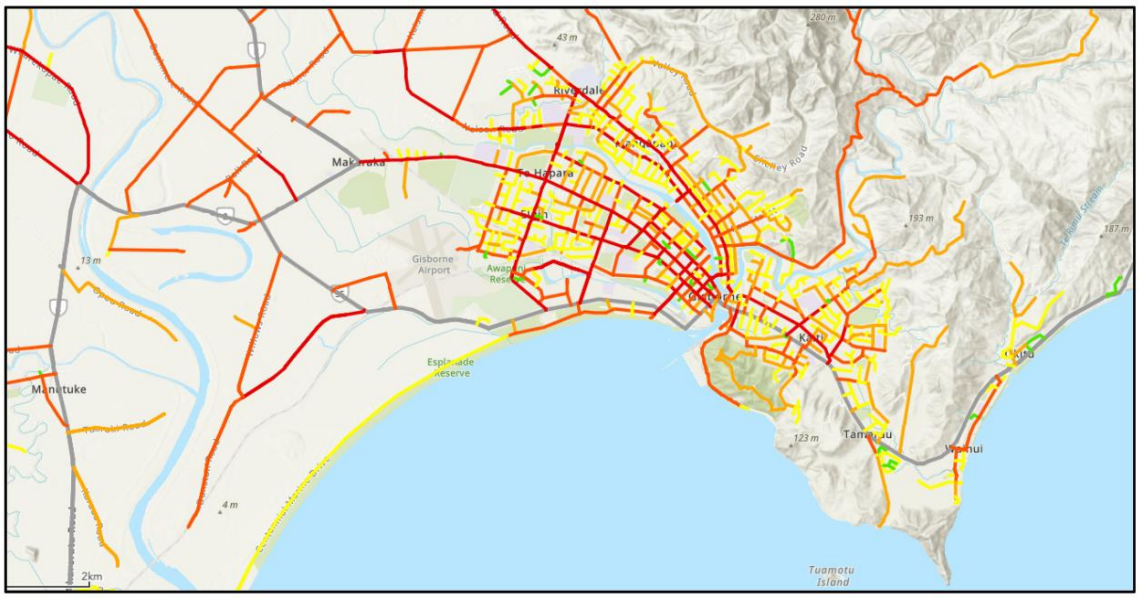
In Gisborne city, all the main arterial routes are in the highest importance category, and distributor roads which connect into them either moderate or low. There are very few roads in the lowest category.

Figure 9 Local Road Importance in Te Tairāwhiti Region



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 10 Local Road Importance in Gisborne City



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Changes to Levels of Service

Tackling issues of soil erosion, loss of highly productive land and protection from natural hazards will change the way that activities such as forestry, farming and urban development are conducted, and where they take place. In turn this will impact on travel demand and Levels of Service (LoS) which will be necessary to keep routes appropriate to their level of function.

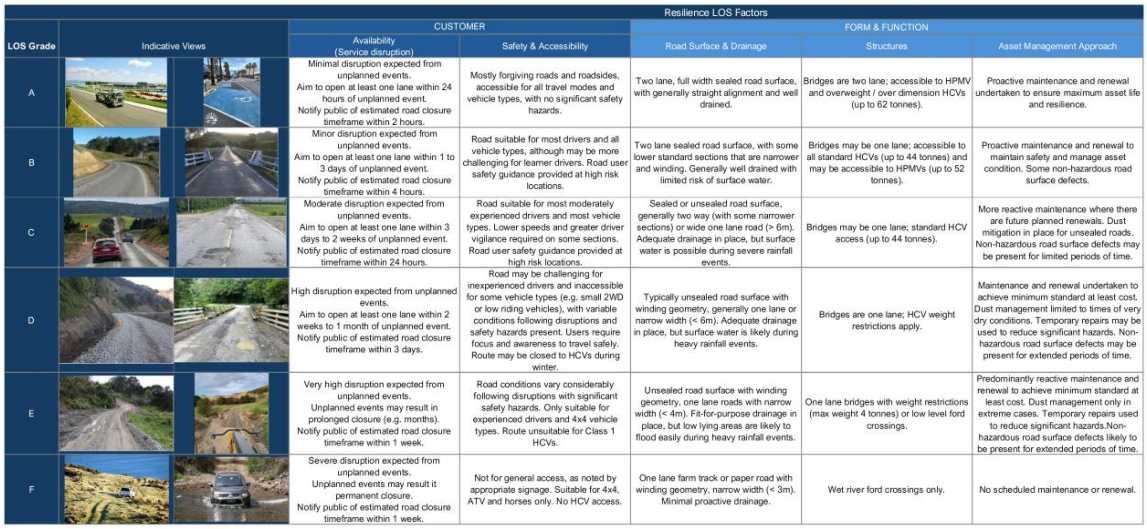
LoS for roading resilience have therefore been established based on two overall factors and five criteria:

- Customer experience when using the road:
    - Availability of the road for vehicle use.
    - Safety and accessibility for people travelling on the road.
- Form and function of the road:
    - Road surface and drainage.
    - Surfaces and structures of the road.
    - Approach to managing the road asset.

Figure 11 provides a summary description for each LoS grade (A to F) for the five criteria. LoS A represents the highest "gold standard", and for each lower grade there is a noticeable decline. Sealed surfaces predominate from LoS grades A to C, whereas D and E revert to unsealed. Grade F is only for access by special types of vehicle that can manage road conditions. In effect Grade F roads will not be maintained by Counncil.

Form and function reflects LoS provided to the customer, and lower grades generally mean assets which perform to a more basic standard and consequently less investment in proactive asset resilience.

Figure 11 Levels of Service from A to F



Resilience LOS Factors						
		CUSTOMER		FORM & FUNCTION		
LOS Grade	Indicative Views	Availability (Service disruption)	Safety & Accessibility	Road Surface & Drainage	Structures	Asset Management Approach
A		Minimal disruption expected from unplanned events. Aim to open at least one lane within 24 hours of unplanned event. Notify public of estimated road closure timeframe within 2 hours.	Mostly forgiving roads and roadsides, accessible for all travel modes and vehicle types, with no significant safety hazards.	Two lane, full width sealed road surface, with generally straight alignment and well drained.	Bridges are two lane; accessible to HPMV and overweight / over dimension HCVs (up to 62 tonnes).	Proactive maintenance and renewal undertaken to ensure maximum asset life and resilience.
B		Minor disruption expected from unplanned events. Aim to open at least one lane within 1 to 3 days of unplanned event. Notify public of estimated road closure timeframe within 4 hours.	Road suitable for most drivers and all vehicle types, although may be more challenging for learner drivers. Road user safety guidance provided at high risk locations.	Two lane sealed road surface, with some lower standard sections that are narrower and winding. Generally well drained with limited risk of surface water.	Bridges may be one lane; accessible to all standard HCVs (up to 44 tonnes) and may be accessible to HPMVs (up to 52 tonnes).	Proactive maintenance and renewal to maintain safety and manage asset condition. Some non-hazardous road surface defects.
C		Moderate disruption expected from unplanned events. Aim to open at least one lane within 3 days to 2 weeks of unplanned event. Notify public of estimated road closure timeframe within 24 hours.	Road suitable for most moderately experienced drivers and most vehicle types. Lower speeds and greater driver vigilance required on some sections. Road user safety guidance provided at high risk locations.	Sealed or unsealed road surface, generally two way (with some narrower sections) or wide one lane road (> 6m). Adequate drainage in place, but surface water is possible during severe rainfall events.	Bridges may be one lane; standard HCV access (up to 44 tonnes).	More reactive maintenance where there are future planned renewals. Dust mitigation in place for unsealed roads. Non-hazardous road surface defects may be present for limited periods of time.
D		High disruption expected from unplanned events. Aim to open at least one lane within 2 weeks to 1 month of unplanned event. Notify public of estimated road closure timeframe within 3 days.	Road may be challenging for inexperienced drivers and inaccessible for some vehicle types (e.g. small 2WD or low riding vehicles), with variable conditions following disruptions and safety hazards present. Users require focus and awareness to travel safely. Route may be closed to HCVs during winter.	Typically unsealed road surface with winding geometry, generally one lane or narrow width (< 6m). Adequate drainage in place, but surface water is likely during heavy rainfall events.	Bridges are one lane; HCV weight restrictions apply.	Maintenance and renewal undertaken to achieve minimum standard at least cost. Dust management limited to times of very dry conditions. Temporary repairs may be used to reduce significant hazards. Non-hazardous road surface defects may be present for extended periods of time.
E		Very high disruption expected from unplanned events. Unplanned events may result in prolonged closure (e.g. months). Notify public of estimated road closure timeframe within 1 week.	Road conditions vary considerably following disruptions with significant safety hazards. Only suitable for experienced drivers and 4x4 vehicle types. Route unsuitable for Class 1 HCVs.	Unsealed road surface with winding geometry, one lane roads with narrow width (< 4m). Fit-for-purpose drainage in place, but low lying areas are likely to flood easily during heavy rainfall events.	One lane bridges with weight restrictions (max weight 4 tonnes) or low level ford crossings.	Predominantly reactive maintenance and renewal to achieve minimum standard at least cost. Dust management only in extreme cases. Temporary repairs used to reduce significant hazards.Non-hazardous road surface defects likely to be present for extended periods of time.
F		Severe disruption expected from unplanned events. Unplanned events may result it permanent closure. Notify public of estimated road closure timeframe within 1 week.	Not for general access, as noted by appropriate signage. Suitable for 4x4, ATV and horses only. No HCV access.	One lane farm track or paper road with winding geometry, narrow width (< 3m). Minimal proactive drainage.	Wet river ford crossings only.	No scheduled maintenance or renewal.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

The baseline Resilience LoS is currently being provided across the transport network (i.e. post-Cyclone Gabrielle recovery), and has been calculated based on a road's current vulnerability scoring as shown in Table 19.

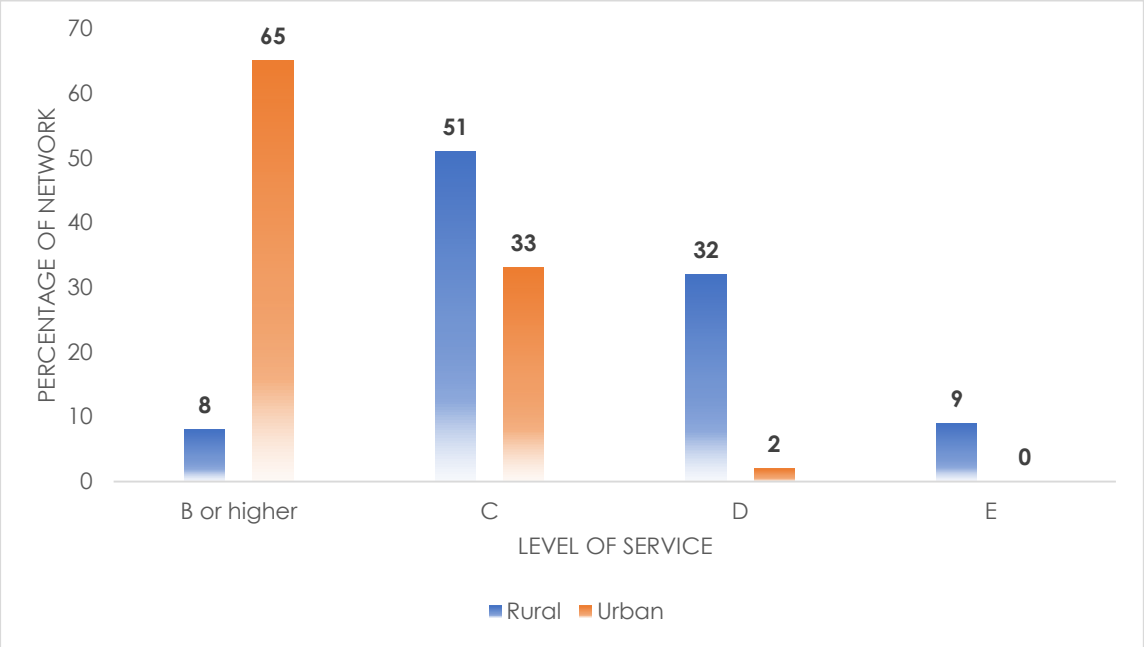
Table 19 Baseline Resilience LoS

Current Vulnerability Rating	Score	Baseline Resilience LoS Grade
Low	1 - 2	A or B
Medium	3 - 4	B or C
High	5 - 6	D
Extreme	More than 6	E

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 12 shows LoS percentages within each grade for the urban and rural network. For rural roads LoS C and D are in the majority (83% of total length). For urban roads, two thirds are LoS grade B or higher, which reflects the better state of construction / repair of the assets.

Figure 12 Current Levels of Service Approximated from Local Road Vulnerability



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Council has established target and minimum resilience LoS for each local road importance level ("highest" down to "lowest"). Target LoS would be Council's preference for roads at each importance level, and the minimum is the lowest acceptable.

Table 20 Council Target and Minimum Resilience LoS Grades

Importance Category	Rural		Urban	
	Target	Minimum	Target	Minimum
Highest	A	B	A	B
High	B	C	B	C
Moderate	C	D	C	C
Low	D	E	C	C
Lowest	E	F	C	C

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

For all rural road importance categories each minimum LoS grade is one level below the target. As each importance category reduces from "highest" downwards, both grades also decline by one level.

For urban roads the "highest" and "high" importance categories each minimum LoS grade is also one level below the target. However from moderate importance downwards, grade C is considered to be both the target and the minimum, which indicates the need for a higher LoS across urban areas where most people live.

Intervention Prioritisation

If money were unlimited, the need for intervention could be determined simply by considering whether the target LoS is achieved or not. Funding would therefore be directed to address sections of the network where resilience risk exceeds the desirable minimum.

However funding is constrained, and Council will prioritise which LoS resilience deficiencies. Table 21 shows a matrix for prioritising urban and rural road interventions. Prioritisation may feed into both the timing of intervention (i.e. red should be completed before lilac and yellow) and / or the amount of investment (i.e. red has a larger budget compared to lilac and yellow).

Priority category descriptions are as follows:

- If a road section is assessed as sitting within one of the green cells within the above matrix, no intervention is required.
- Road sections assessed as sitting within cells in the top right-hand half of the matrices (coloured red, pink or yellow) do not meet the target level of resilience for their importance.
- Road sections sitting within cells furthest to the top right (coloured red) have the largest gap between the assessed and target Resilience LoS.
- Road sections assessed as sitting in cells close to the diagonal (coloured yellow) have the smallest gap between the assessed and target resilience LoS.
- Road sections coloured pink sit between the red and yellow categories.

Table 21 Intervention Prioritisation Matrix

Importance Category	Resilience Risk Category			
	Minor	Medium	High	Extreme
Highest	3	2	1	1
High	3	3	2	1
Moderate	-	3	3	2
Low	-	-	3	2
Lowest	-	-	-	3

Implicit within this prioritisation tool are the assumptions that it is:

- Tolerable that low importance road sections are less resilient.
- Not tolerable for important road sections to be at a high or extreme level of resilience risk.

The prioritisation model has been to assess alternative intervention options, which may include the following strategic choices:

- Lifting the resilience of all deficient road sections to achieve target for their respective local road importance.
- All deficient road sections to achieve target for importance levels one and two only.
- All deficient road sections by one level only (i.e. road sections with extreme risk are treated to have only high risk etc).
- Only road sections assessed as having high or extreme risk.

Tables 22 and 23 show the length of local road within each priority grouping for urban and rural roads respectively.

Table 22 Length of Rural Roads Within Each Intervention Priority

Importance Category	Resilience Risk Category			
	Minor	Medium	High	Extreme
Highest	1	25	1	1
High	142	104	46	3
Moderate	173	143	74	24
Low	99	54	32	8
Lowest	480	226	68	17

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Table 23 Length of Urban Roads Within Each Intervention Priority

Importance Category	Resilience Risk Category			
	Minor	Medium	High	Extreme
Highest	1	17	1	0
High	8	22	2	0
Moderate	12	18	7	0
Low	23	114	24	1
Lowest	3	3	3	1

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Table 24 shows the length of rural and urban roads within each priority banding, both in absolute terms and as a proportion of the total.

Table 24 Total Length of Road Within Each Priority Band

Priority Category	Rural		Urban	
	Length (km)	Length (%)	Length (km)	Length (%)
1	5	0.3	1	0.3
2	103	6.0	20	7.5
3	512	29.7	80	30.0
No intervention	1,100	64.0	126	62.2
All	**1,720**	**100.0**	**267**	**100.0**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

For both rural and urban roads around two thirds of the network (total length 1,226 kilometres) requires no intervention. Just under a third of both types of roads (total length 592 kilometres) are in the lowest priority category where an intervention is required. This leaves less than 10% of either rural or urban roads in the two highest intervention priority categories, which equates to 129 kilometres. The very highest priority category has just 6 kilometres of road length, but without intervention the impact would spread much wider.

The prioritisation tool includes implicit assumptions about community tolerance for resilience risk for roads of different importance, which are made with a view of the entire region and local road network. However these assumptions may not align with a community's actual risk tolerance.

The prioritisation tool also considers overall risk associated with multiple natural hazards. In reality, risk tolerance may vary depending on the type of hazard. For example, communities may be more tolerant of risk associated with a major earthquake (which is considered an "act of God") than they would be for the risks associated with flooding which are more regular and hence perceived as "preventable". This would impact the risk tolerance particularly for rural areas where there the exposure to flooding and extreme storm event hazards is higher.

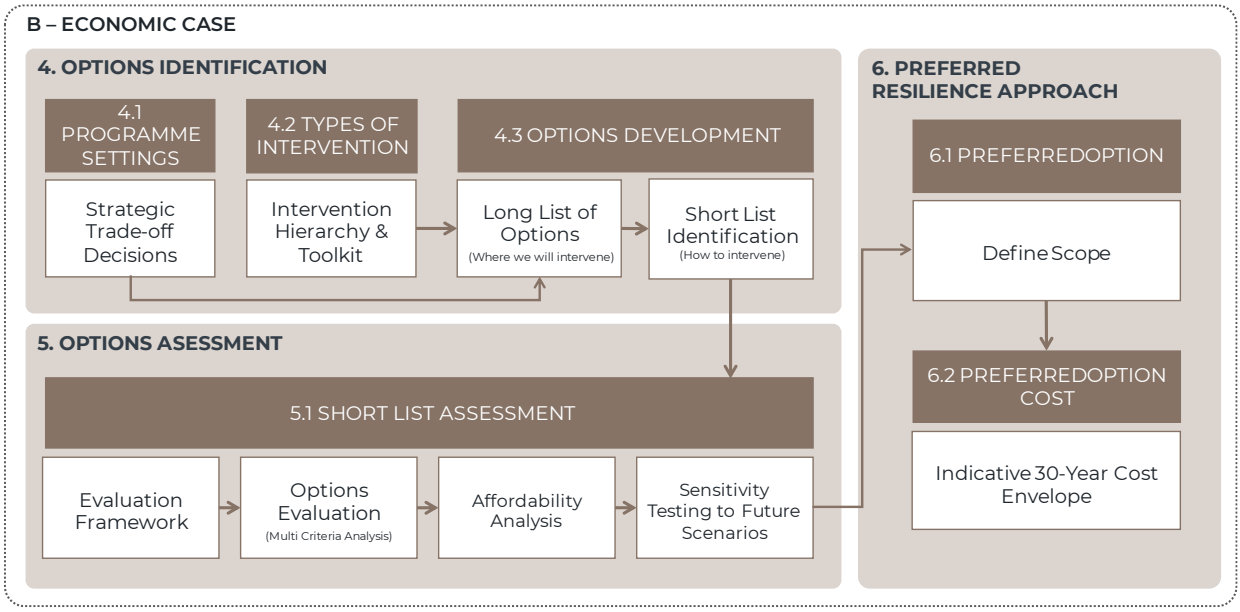
When developing alternatives for programmes, there has been consideration of types of hazards and hence the risk that needs to be addressed.

Prioritisation Framework

The prioritisation framework development process, which includes three key stages:

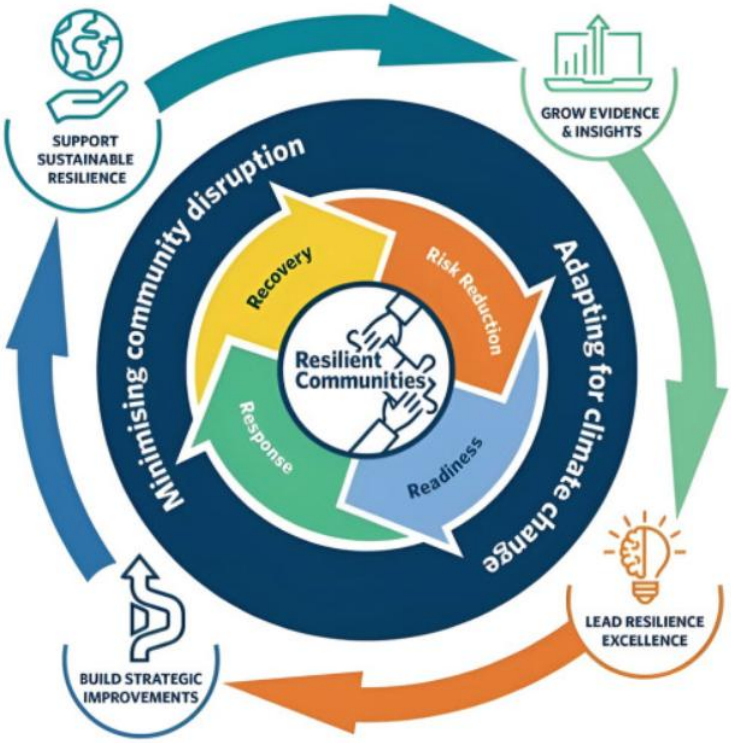
- Options identification: develops key parameters for a Strategic Resilient Network programme, identifies a long list of options, which is then refined to a short list of options.
- Options assessment: These options are evaluated to select the most suitable one for Tairāwhiti, supported by sensitivity testing against future scenarios.
- Preferred resilience approach: defines the preferred prioritisation approach, and provides an indicative 30-year cost envelope.

Figure 13 Prioritisation Framework Development Process



The TSRN PBC's approach to transport network resilience aligns with the NZTA resilience approach.

Figure 14 NZTA Resilience Approach



Source: NZTA

The "4 Rs" framework is an integrated approach, which includes risk reduction, readiness, response, and recovery[10]. Risk reduction and readiness are proactive actions, while response and recovery are reactive actions to help communities return to normal after a natural hazard event. Currently, Te Tairāwhiti is focused on response and recovery due to Cyclone Gabrielle and other weather events. The prioritisation framework considered as part of this TRSN PBC are focussed on risk reduction and readiness over the longer term.

The prioritisation framework can, however, give direction to the short-term recovery by indicating the extent to which work is pursued and prioritised. The principles of this PBC, including the proposed Resilience Levels of Service (LoS) and local road importance categories, can also be incorporated into the work Council is already doing through Te Tairāwhiti Emergency Management Office (TEMO), shown in Figure 15.

Figure 15 Te Whakahaere Ohorere Emergency Management GDC[11]

Source: Gisborne District Council

Option Identification

Programme Settings

The Case for Change, detailed in the PBC Strategic Case, acknowledges that "trade-offs" are required because maintaining a comprehensive road network resilient to all hazards is not financially affordable. To demonstrate strategic trade-off decisions available to the Council, "programme settings" provide the basis for generating the long list of options using a top-down approach.

The programme settings first focus on where intervention is required to improve resilience, then within those boundaries, look at how to intervene to improve resilience. Table 25 provides a brief description of each of the Programme Settings. Key supporting assumptions for these Programme Settings are included in Appendix G.

[10] https://www.nzta.govt.nz/roads-and-rail/highways-information-portal/technical-disciplines/resilience/strategic-context/

[11] 2024-2027 Three Year Plan | Gisborne District Council

Table 25 Programme Settings

Intervention Focus	Programme Setting	Trade-off Decision	Programme Setting Options
Where to intervene	Network scope	Should the Council retain the entire existing network, or reduce the network length to exclude roads that get very little use?	• Retain existing network OR • Reduce network length (to 90% of existing length)
	Risk tolerance	Should the Council prioritise reducing risk for all climate and seismic hazards, or focus on flood and slope stability hazards (based on Council's knowledge of the communities' tolerance to these risks)?	• Focus on all climate and seismic hazards OR • Focus on flooding and slope stability hazards
	Intervention Priority	Should the Council prioritise intervention district-wide or focus intervention geographically?	• District wide Intervention[12] OR • Focused Intervention (more priority on central areas)[13]
How to intervene	Risk reduction approach	Should the Council focus on reducing risk through reducing exposure to hazards, or through reducing the vulnerability of network infrastructure?	• Reduce exposure to hazards OR • Reduce vulnerability of network infrastructure OR • Reduce both exposure and vulnerability
	Level of Service (LoS)	Should the Council prioritise achieving minimum LoS for more roads, or prioritise achieving target level of service but for fewer roads?	• Minimum LoS on more roads OR • Target LoS on fewer roads

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

[12] Investment is focused on Intervention Priority 1, 2 & 3 across the entire district. Intervention Priorities are an outcome from the Strategic Case and are based on both resilience risk and local road importance as explained in Appendix A.

[13] Investment is focused on Intervention Priority 1 & 2 in all areas of the district, then Priority 3 in central areas of the district Catchment Areas 2 & 4 (covering approximately 60% of the network length and where the majority of the population live)

Types of Intervention

Table 26 shows a summary of the Intervention Toolkit created for this PBC, which includes system changes, refined maintenance and renewals strategies, and new infrastructure. The Toolkit has been tested and refined with GDC Subject Matter Experts (SME) through workshops.

Interventions that were considered not practical within the Te Tairāwhiti context have been removed from the initial brainstormed list. Interventions that were not aligned with the Investment Objectives of the PBC have also been removed.

In developing the Intervention Toolkit, two key factors were considered:

- **Intervention Hierarchy:** Prioritising a hierarchy of interventions to optimise investment, referencing the NZTA Intervention Hierarchy. This promotes low-cost investments, integrated planning, demand management, and best use of the existing system before considering new infrastructure.
- **Intervention Alternatives:** Grouping various interventions into three categories as shown below.

Table 26 Summary of Intervention Toolkit

Hierarchy	Description	Intervention Alternatives
System Change	These interventions aim to integrate land use with the transport network through planning and development to improve resilience.	• Policy responses • Divestment decisions • Financial mechanisms • Organisational changes
Business As Usual (BAU) with Refined Intentions	These interventions optimise resilience of the current transport network by reprioritising and targeting existing programmes, particularly operations, maintenance, and renewals.	• Maintenance strategies • Maintenance programmes • Proactive renewals
Isolated / Targeted Interventions	These interventions concentrate on new infrastructure and are designed to enhance resilience for particular assets or locations.	• New roading • Drainage improvement • Storm water management • Slope protection • Temporary & alternative structures • Structural improvements • Green / blue infrastructure

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Various selections and combinations of these interventions were assigned to the short-listed alternative investment approaches. More details on the types of intervention and Intervention settings is included in Appendix H.

Option Long List

The programme option long list has been compiled using various combinations of the programme settings:

Table 27 Long List of Programme Options

Number	Programme Settings		
	Roading Network Length	Risk Tolerance	Geographic Priorities
1	Retain full network length	Focus on flooding and slope stability hazards	District wide intervention
2		Focus on flooding and slope stability hazards	Focused Intervention (more priority on central areas)
3		Focus on all climate and seismic hazards	District wide intervention
4		Focus on all climate and seismic hazards	Focused Intervention (more priority on central areas)
5	Reduce total network length by around 10%	Focus on flooding and slope stability hazards	District wide intervention
6		Focus on flooding and slope stability hazards	Focused Intervention (more priority on central areas)
7		Focus on all climate and seismic hazards	District wide intervention
8		Focus on all climate and seismic hazards	Focused Intervention (more priority on central areas)

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The long list was refined to retain options that are plausible, representative of Tairāwhiti, and sufficiently unique to enable genuine comparison. The rationale for discounting options is given in Table 28.

Table 28: Rationale for Discounting Long List Options

Number	Rationale For Discounting Option
2	Focuses on a hazard specific risk tolerance in a focused geographical area. It is considered to have too narrow of a focus and would not achieve the district wide step-up in resilience that this PBC seeks to achieve.
3	Excluded due to financial infeasibility. The Strategic Case outlines the challenges of maintaining full network resilience to all climate and seismic hazards without prioritising investments. At least one trade-off or compromise is necessary, which this option fails to achieve.
6	Refer to rationale for Option 2.
7	Despite the reduced network length, excluded due to financial infeasibility. The Strategic Case demonstrates that maintaining the entire network's resilience to all climate and seismic hazards without prioritising investment is impractical. At least one trade-off or compromise is necessary, which this option fails to achieve.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The remaining four options have been refined by incorporating programme settings for "how to intervene" to develop the short list. All permutations of the "how" programme settings have been considered for each option. The most appropriate resilience responses have been selected based on the risk profile and tolerance established by the "where" settings.

- **Reducing exposure** reduces likelihood of encountering a hazard by relocating critical infrastructure and people away from high-risk areas.
- **Reducing vulnerability** enhances resilience and route access through strengthening assets to withstand adverse conditions.

The shortlisted options are presented in Table 29.

Table 29: Short List of Programme Options

Name	Description	Where to Intervene			How to Intervene	
		Network Scope	Risk Tolerance	Intervention Priority	Risk Reduction Approach	Level of Service (LoS)
Status Quo	Reacting to keep roads functional on the existing network	Retain existing network	Flooding and slope stability hazards	Regionwide intervention	Reduce vulnerability	Target LoS for urban roads
Resilient Communities	Prioritising resilience for social and	Retain existing network	All climate & seismic hazards	Focused intervention	Reduce exposure	Target LoS for roads

Name	Description	Where to Intervene			How to Intervene	
		Network Scope	Risk Tolerance	Intervention Priority	Risk Reduction Approach	Level of Service (LoS)
	cultural communities					with social importance
Strategic Routes	Protecting economic access between key areas of land use and port / trade	Reduced network length (90% of existing)	Flooding and slope stability hazards	Regionwide intervention	Reduce vulnerability	Target LoS for roads with economic importance
Balanced Reach	Balanced prioritisation across social and economic considerations	Reduced network length (90% of existing)	All climate & seismic hazards	Focused intervention	Reduce both exposure and vulnerability	Target LoS for central area of region

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 30 provides a more detailed summary of each short-listed option:

Table 30: Description of Programme Option Short List

Name	Option Description
Status Quo	• Focuses on current maintenance strategies to reduce vulnerability to flooding and slope instability. • Reactionary to weather events, with limited funds for new or improved infrastructure after recovery and emergency works. • Aim is to keep the full network operational at a minimum level of service. • Does not seek to retreat, however it acknowledges that unplanned retreat will be necessary on roads with high costs.
Resilient Communities	• Works to reduce exposure to all climate and seismic hazards. • Prioritises roads with social or cultural importance, focusing investment in the central areas of the region (where the majority of the population live). • Highest Importance roads elsewhere will be invested in, but other roads in these areas may not. • Maximises the use of policy-led responses so that habitation and development is enabled in areas where hazards can be managed. • Roads providing high importance access for communities will achieve target level of service.

Name	Option Description
	• Where this cannot be achieved economically, retreat will be managed and supported.
Strategic Routes	• Reduces network length by excluding the least important and lowest used 10%. • With the remaining network, prioritises reducing vulnerability from flooding and slope instability of roads with economic importance. • People will be able to rely on certain routes (those with economic importance) to be resilient and achieve target LoS. • These routes are protected through engineered solutions and policy settings. • Roads with lower importance and high vulnerability will be retreated from, with alternative access solutions considered.
Balanced Reach	• Seeks to balance social and economic importance in the region. • Emphasises user-pays principles and strategic trade-offs to achieve a sustainable network. • Investment reduces risk to all climate and seismic hazards by reducing exposure and vulnerability. • Network length is reduced by 10% and investment is focused in achieving target level of service only in central areas of the District. • Elsewhere, the network may be able to accommodate minor disruptions only.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Option Assessment

Do-minimum

It is standard practice for a business case to use a "Do-minimum". This is defined as the minimum level of expenditure required to maintain a functional LoS - as a benchmark for evaluating options. It is not possible to directly identify a Do-minimum, because the purpose of this PBC is to identify the option that maximises the resilience benefit from the available funding. Ultimately, the preferred framework may become the "Do-minimum. For the purpose of option comparison and evaluation, the baseline option will be the Status Quo as described in Table 30 above.

Assessment Framework

Table 31 presents the evaluation framework which has been developed using the NZTA *Multi-criteria analysis: user guidance v2*[14]. Additional detail about developing the framework is given in Appendix I.

[14] Multi-criteria analysis: user guidance

Table 31: Assessment Framework

Criteria Type	Criteria	Key Questions
Investment Objectives	Resilience	Are we spending on the right part of the network?
	Level of Service (LoS)	How much are we reducing resilience risk?
		Are we meeting our target LoS?
	Feasibility	Are we meeting our minimum LoS?
		Are there roads where we will not meet minimum LoS?
Critical Success Factors		Can we feasibly carry out the investment approach within the 30-year timeframe?
	Achievability	Can the investment approach be delivered within the 30-year timeframe?
	Certainty	Are we confident we will get the outcomes we want?

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Tables 32 to 35 provide a detailed summary of each option, including estimated residual resilience risk and LoS.

Table 32: Status Quo Option Summary

Status Quo	Reacting to keep roads functional on the existing network
Programme Settings	**Network Scope:** Retain existing network **Risk Tolerance:** Flooding and slope stability hazards **Intervention Priority:** Districtwide intervention **Risk Reduction Approach:** Reduce vulnerability **LoS:** Target for urban roads
Description	This option focuses on current maintenance strategies to reduce vulnerability to flooding and slope instability. It is reactionary to weather events, with limited funds for new or improved infrastructure after recovery and emergency works. The aim is to keep the full network operational at a minimum level of service. It does not seek to retreat, however it acknowledges that unplanned retreat will be necessary on roads with high costs.
Estimated Residual Risk	The table below shows the residual resilient risk for this option at the end of the 30-year period.

<table>
<tr><td>Status Quo</td><td colspan="2">Reacting to keep roads functional on the existing network</td></tr>
<tr><td></td><td colspan="2">
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="4">Residual Resilience Risk by Road Length (km)</th></tr>
<tr><th>MINOR</th><th>MEDIUM</th><th>HIGH</th><th>EXTREME</th></tr>
<tr><td>1 – Highest</td><td>55</td><td>4</td><td>0</td><td>0</td></tr>
<tr><td>2 – High</td><td>173</td><td>168</td><td>0</td><td>0</td></tr>
<tr><td>3 – Moderate</td><td>188</td><td>244</td><td>8</td><td>0</td></tr>
<tr><td>4 – Low</td><td>126</td><td>93</td><td>35</td><td>0</td></tr>
<tr><td>5 - Lowest</td><td>266</td><td>346</td><td>193</td><td>0</td></tr>
</table>
</td></tr>
<tr><td>Estimated Residual LoS</td><td colspan="2">The table below shows the residual resilience LOS expected as the end of the 30-year period.
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="6">Residual LoS by Road Length (km)</th></tr>
<tr><th>A</th><th>B</th><th>C</th><th>D</th><th>E</th><th>F</th></tr>
<tr><td>1 – Highest</td><td>35</td><td>24</td><td></td><td></td><td></td><td></td></tr>
<tr><td>2 – High</td><td></td><td>60</td><td>282</td><td></td><td></td><td></td></tr>
<tr><td>3 – Moderate</td><td></td><td></td><td>65</td><td>374</td><td></td><td></td></tr>
<tr><td>4 – Low</td><td></td><td></td><td>77</td><td></td><td>177</td><td></td></tr>
<tr><td>5 - Lowest</td><td></td><td></td><td>13</td><td></td><td>786</td><td>7</td></tr>
</table>
</td></tr>
</table>

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 33: Resilient Communities Option Summary

Resilient Communities	Prioritising resilience for social and cultural communities
Programme Settings	**Network Scope:** Retain existing network **Risk Tolerance:** All climate and seismic hazards **Intervention Priority:** Focused intervention **Risk Reduction Approach:** Reduce exposure **LoS:** Target for roads with Social Importance
Description	This option works to reduce exposure to all climate and seismic hazards. It prioritises roads with social or cultural importance, focusing investment in the central areas of the District (where the majority of the population live). Highest Importance roads elsewhere will be invested in, but other roads in these areas may not. The option maximises the use of policy-led responses so that habitation and development is enabled in areas where hazards can be managed. Roads providing high importance access for communities will achieve target level of service. Where this cannot be achieved economically, retreat will be managed and supported.
Key Interventions	For this option a strong focus is put on the interventions outlined below. These interventions are supported by other types of intervention, but to a lesser degree.

<table>
<tr><th>Resilient Communities</th><th>Prioritising resilience for social and cultural communities</th></tr>
<tr><td></td><td>System Change: Spatial Planning, District Plan Provisions, Mātauranga Māori knowledge
BAU with Refined Intentions: Moderate focus across BAU interventions
Isolated / Targeted Interventions: Targeted interventions to protect communities including: New Roading, Stopbank Protection, Bridge Seismic Strengthening, Slope Erosion Control Planting, Greenways and Green Corridors, Daylighting Streams and Riparian Planting, Coastal Protection</td></tr>
<tr><td>Estimated Residual Risk</td><td>The table below shows the residual resilient risk for this option at the end of the 30-year period.
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="4">Residual Resilience Risk by Road Length (km)</th></tr>
<tr><th>MINOR</th><th>MEDIUM</th><th>MINOR</th><th>EXTREME</th></tr>
<tr><td>1 – Highest</td><td>59</td><td>0</td><td>0</td><td>0</td></tr>
<tr><td>2 – High</td><td>320</td><td>22</td><td>0</td><td>0</td></tr>
<tr><td>3 – Moderate</td><td>360</td><td>66</td><td>14</td><td>0</td></tr>
<tr><td>4 – Low</td><td>119</td><td>130</td><td>5</td><td>0</td></tr>
<tr><td>5 – Lowest</td><td>439</td><td>298</td><td>37</td><td>31</td></tr>
</table></td></tr>
<tr><td>Estimated Residual LoS</td><td>The table below shows the residual resilience LoS expected as the end of the 30-year period.
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="6">Residual LoS by Road Length (km)</th></tr>
<tr><th>A</th><th>B</th><th>C</th><th>D</th><th>E</th><th>F</th></tr>
<tr><td>1 – Highest</td><td>59</td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>2 – High</td><td></td><td>331</td><td>10</td><td></td><td></td><td></td></tr>
<tr><td>3 – Moderate</td><td></td><td></td><td>109</td><td>331</td><td></td><td></td></tr>
<tr><td>4 – Low</td><td></td><td></td><td>77</td><td></td><td>177</td><td></td></tr>
<tr><td>5 - Lowest</td><td></td><td></td><td>13</td><td></td><td>699</td><td>94</td></tr>
</table></td></tr>
</table>

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 34: Strategic Routes Options Summary

Strategic Routes	Protecting economic access between key areas of land use and port / trade
Programme Settings	**Network Scope:** Reduced network length **Risk Tolerance:** Flooding and slope stability hazards **Intervention Priority:** Districtwide intervention **Risk Reduction Approach:** Reduce vulnerability **LoS:** Target for roads with economic importance

<table>
<tr><th>Strategic Routes</th><th>Protecting economic access between key areas of land use and port / trade</th></tr>
<tr><td>Description</td><td>This option reduces the network length by excluding the least important and lowest used 10% of length. With the remaining network, the option prioritises reducing vulnerability from flooding and slope instability of roads with economic importance.
People will be able to rely on certain routes (those with economic importance) to be resilient and achieve target level of service. These routes are protected through engineered solutions and policy settings. Roads with lower importance and high vulnerability will be retreated from, with alternative access solutions considered.</td></tr>
<tr><td>Key Interventions</td><td>For this option a strong focus is put on the interventions outlined below. These interventions are supported by other types of intervention, but to a lesser degree.
System Change: Regulatory Changes
BAU with Refined Intentions: Asset Criticality Assessment and Monitoring, Subsidence Management Strategies, River Management Strategies, Surface Drainage Maintenance Programme, Culvert Cleaning and Maintenance Programme, Bridge Deck & Drainage Maintenance Programme, Bridge Scour Screening & Maintenance Programme
Isolated / Targeted Interventions: Targeted interventions to protect strategic routes including: Culvert Renewals and Capacity Improvements, Surface Drainage Improvements, Road Slope Protection Systems, Retaining Walls, Bridge Replacement, Bridge Debris Flow Management Systems</td></tr>
<tr><td>Estimated Residual Risk</td><td>The table below shows the residual resilient risk for this option at the end of the 30-year period.
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="4">Residual Resilience Risk by Road Length (km)</th></tr>
<tr><th>MINOR</th><th>MEDIUM</th><th>MINOR</th><th>EXTREME</th></tr>
<tr><td>1 – Highest</td><td>55</td><td>4</td><td>0</td><td>0</td></tr>
<tr><td>2 – High</td><td>219</td><td>122</td><td>0</td><td>0</td></tr>
<tr><td>3 – Moderate</td><td>242</td><td>198</td><td>0</td><td>0</td></tr>
<tr><td>4 – Low</td><td>154</td><td>95</td><td>5</td><td>1</td></tr>
<tr><td>5 - Lowest</td><td>247</td><td>398</td><td>128</td><td>33</td></tr>
</table></td></tr>
<tr><td>Estimated Residual LoS</td><td>The table below shows the residual resilience LOS expected as the end of the 30-year period.
<table>
<tr><th rowspan="2">Local Road Importance</th><th colspan="6">Residual LoS by Road Length (km)</th></tr>
<tr><th>A</th><th>B</th><th>C</th><th>D</th><th>E</th><th>F</th></tr>
<tr><td>1 – Highest</td><td>59</td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>2 – High</td><td></td><td>341</td><td>1</td><td></td><td></td><td></td></tr>
<tr><td>3 – Moderate</td><td></td><td></td><td>174</td><td>266</td><td></td><td></td></tr>
</table></td></tr>
</table>

Strategic Routes	Protecting economic access between key areas of land use and port / trade						
	4 – Low			77		177	
	5 - Lowest			13		542	251

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 35: Balanced Reach Option Summary

Balanced Reach	A balanced prioritisation across social and economic considerations
Programme Settings	**Network Scope:** Reduced network length **Risk Tolerance:** All climate and seismic hazards **Intervention Priority:** Focused intervention **Risk Reduction Approach:** Reduce both exposure and vulnerability **LoS:** Target for central area of district
Description	This option seeks to balance social and economic importance in the District. It emphasises user-pays principles and strategic trade-offs to achieve a sustainable network. Investment reduces risk to all climate and seismic hazards by reducing exposure and vulnerability. The initial network length is reduced by 10 percent and investment is focused in achieving target level of service only in central areas of the District. Elsewhere, the network may be able to accommodate minor disruptions only.
Key Interventions	For this option a strong focus is put on the interventions outlined below. These interventions are supported by other types of intervention, but to a lesser degree. **System Change:** Dynamic Adaptive Pathways (DAP) Planning, Risk Based Property Rating and Development Levies, User Pays Road Maintenance and Ownership **BAU with Refined Intentions:** Sealed Road Pothole Prevention Programme, Sealed Road Resurfacing and Rehabilitation, Sealed Roads Reverted to Unsealed Surfaces, Seasonal Road Use Restrictions, Unsealed Roads Maintenance and Metalling Programme **Isolated / Targeted Interventions:** Targeted interventions to protect key infrastructure that is most vulnerable including: Alternative River Crossings, Temporary River Crossings, Bridge Deck Replacement, Bridge Replacement
Estimated Residual Risk	The table below shows the residual resilient risk for this option at the end of the 30-year period.

Local Road Importance	Residual Resilience Risk by Road Length (km)			
	MINOR	MEDIUM	MINOR	EXTREME
1 – Highest	31	28	0	0

	2 – High	251	91	0	0
	3 – Moderate	359	81	0	0
	4 – Low	189	65	0	0
	5 - Lowest	529	180	65	32

Estimated Residual LoS

The table below shows the residual resilience LOS expected as the end of the 30-year period.

Local Road Importance	**Residual LoS by Road Length (km)**					
	A	**B**	**C**	**D**	**E**	**F**
1 – Highest	57	1				
2 – High		246	96			
3 – Moderate			278	162		
4 – Low			77	78	99	
5 - Lowest			13		516	276

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 36 sets out how options have been ranked from first to fourth based on how well they score against each criterion.

Table 36: Option Ranking

Criterion		**Option Ranking**			
		Status Quo	**Resilient Communities**	**Strategic Routes**	**Balanced Reach**
Investment Objectives	Resilience	4	1	3	2
	LoS	4	2	3	1
Critical Success Factors	Feasibility	1	4	2	3
	Achievability	1	2	4	3
	Certainty	4	3	1	2
Summary of Ranking Assessment		The least reduction in resilience risk of the four options, and only some of the network reaches target LoS. Scores best for feasibility and	The highest reduction of risk on the most important roads. Only a third of the network achieves target LoS but the majority of	Makes some progress toward reducing resilience risk, but just a third of the network achieves target LoS and ~15% of the network does not reach	Has the highest reduction of risk on the overall network. More than half of the network reaches target LoS, yet ~15% of

Criterion	Option Ranking			
	Status Quo	**Resilient Communities**	**Strategic Routes**	**Balanced Reach**
	achievability, reflective that it is the status quo. Certainty scores low because the status quo does not achieve the resilience outcomes needed.	the network achieves minimum LoS. Feasibility and certainty score poorly as option focuses on system change, which may be outside current regulatory settings.	minimum LoS. Feasibility and certainty score highly due to focus on business as usual and targeted interventions. Poor achievability due to geographically dispersed investment.	the network does not reach minimum LoS in order to achieve resilience outcomes for the rest of the network. Scores in the middle for critical success factors, reflective of the balanced approach across intervention tiers.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The option rankings and summary commentary are based on the detailed Multi Criteria Analysis (MCA) which is shown in Appendix I. Table 37 sets out a summary of how each option performs against asset resilience and LoS investment objectives:

Table 37: Option Ranking Against Resilience and LoS Investment Objectives

Criteria	Measures	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Transport assets with more importance will be more resilient to natural hazards	Length of high and highest importance roads with a residual risk of Medium or higher (kilometres)	172	49	126	118
	Length of whole network with residual risk of Medium or higher (kilometres)	1,091	729	984	542
	Resilience Ranking	**4**	**1**	**3**	**2**

Criteria	Measures	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Investment achieves an agreed resilience LoS	Proportion of network where target LoS is achieved (%)	13	31	35	54
	Proportion of network where at least the minimum LoS is achieved (%)	100	95	87	86
	Proportion of network where minimum LoS is not achieved (%)	0	5	13	15
	LoS Ranking	**4**	**2**	**3**	**1**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Key conclusions from the above table are:

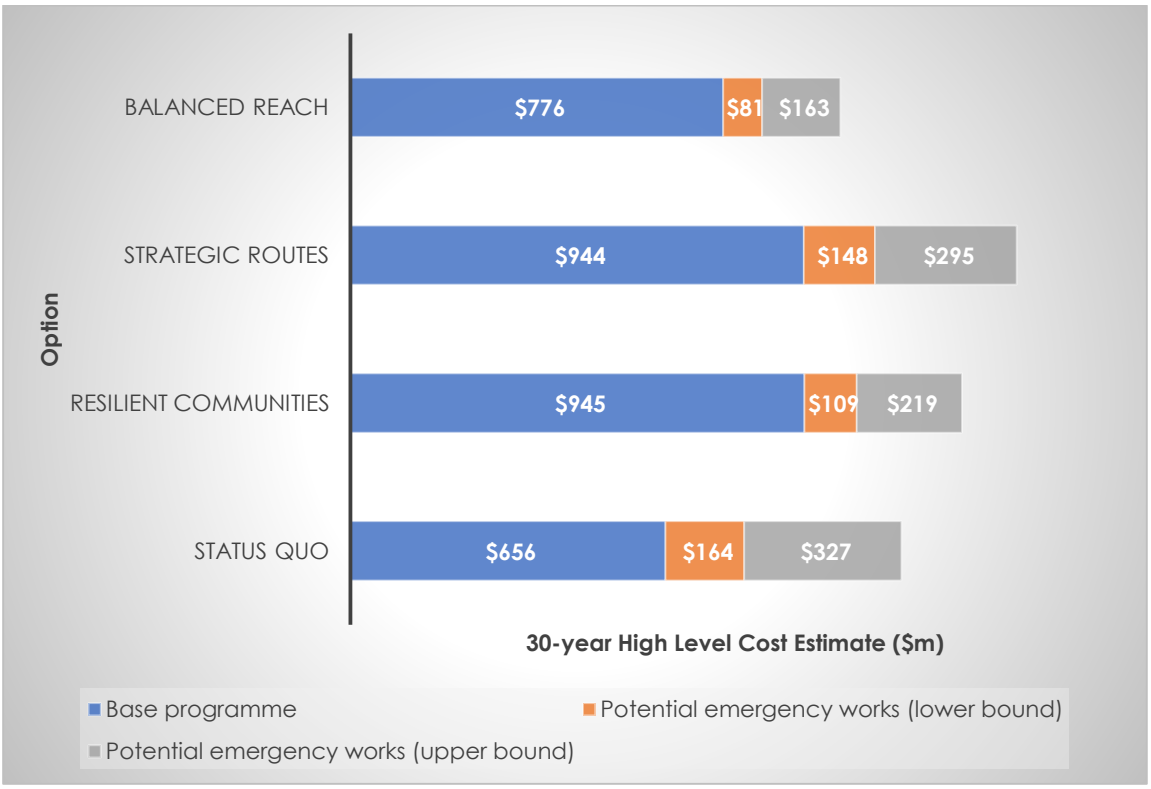
- For both asset resilience and LoS, the Status Quo option is the lowest ranked performer, with Strategic Routes being the second lowest.
- For asset resilience, the Resilient Communities is highest ranked as it reduces residual risk the most on the high and highest important roads. However, Balanced Reach reduces residual risk the most on all roads.
- For LoS, Balanced Reach is the highest ranked option as it has the greatest percentage of the network where the target is achieved. However, Resilient Communities achieves a higher percentage of the network where the minimum LoS is achieved.

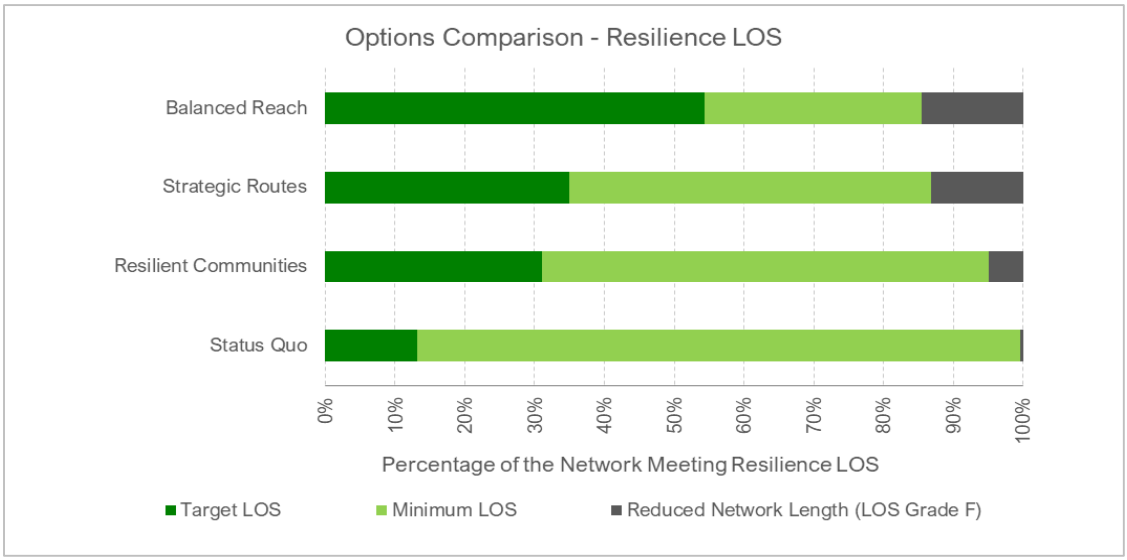
The two highest ranked options (Resilient Communities and Balanced Reach) focus on all climate and seismic hazards. A major difference between Resilient Communities and Balanced Reach is that the latter is based on reducing existing network length by around 10%. Both options require focussed interventions, but Balanced Reach has a stronger emphasis on economic considerations in the central area of the region (Catchment 2). This means that Balanced Reach addresses both asset exposure and vulnerability, rather than just the former in the case of Resilient Communities.

High-level option costs are presented in the Financial Case. Figure 16 provides summary costs of the four programme options. At a total of $1.02 billion (2025 prices) over 30 years, Balanced Reach is the most affordable option, as it target areas of the network where the highest investment benefits can be realised. All other options are likely to spend more money on emergency works, especially for Status Quo and Strategic Routes. Whilst Strategic Routes and Resilient Communities also spend more on the base programme, beneficial impacts are diluted over the 100% of the region (in the former) and 100% of the roading network (in the latter).

Figure 16 also shows the residual risk and LoS for the four options.

Figure 16 Comparative Option Cost Summary ($m) and Residual Risk





Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 38 sets out a summary of how each option performs against critical success factors of feasibility, achievability and certainty:

Table 38: Option Ranking Against Critical Success Factors

Criteria	Measures	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Feasibility: Current network scope or regulatory system need to change to deliver the programme	Number of interventions in the System Change Tier with a "Strong" rating, weighted by whether the intervention is in Council's control or not; AND where there is a reduced network	0	7	4	6
	Ranking	**1**	**4**	**2**	**3**
Achievability: Existing systems have the capacity and capability to deliver the programme	Number of interventions in the Enhanced M&R and Isolated / Targeted Interventions Tiers with a "Strong" rating, weighted by whether the programme has a district-wide Setting or a focused Setting.	2	7	26	9
	LoS Ranking	**1**	**2**	**4**	**3**
Certainty: Level of	Number of interventions across all Tiers with a	3	18	34	28

Criteria	Measures	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
confidence that Investment Objectives can be achieved	"Strong" rating, weighted by the factor for the Tier.				
	LoS Ranking	**4**	**3**	**1**	**2**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Sensitivity Tests

The Strategic Case presents future scenarios that are focused on two key dimensions of change:

- Climate and its influence on natural hazards.
- Land use and its influence on local road importance.

Table 39 shows future scenarios developed as part of the Strategic Case.

Table 39: Future Resilience Scenarios

Future Scenarios		Land Use Scenario		
		1 Current	2 Moderate	3 Climate Driven
Climate Scenario	A Current	A1	N/A	N/A
	B Short Detour 2050 +1.7˚C	B1	B2	N/A
	C Hot House 2050 +2.1˚C	C1	N/A	C3

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

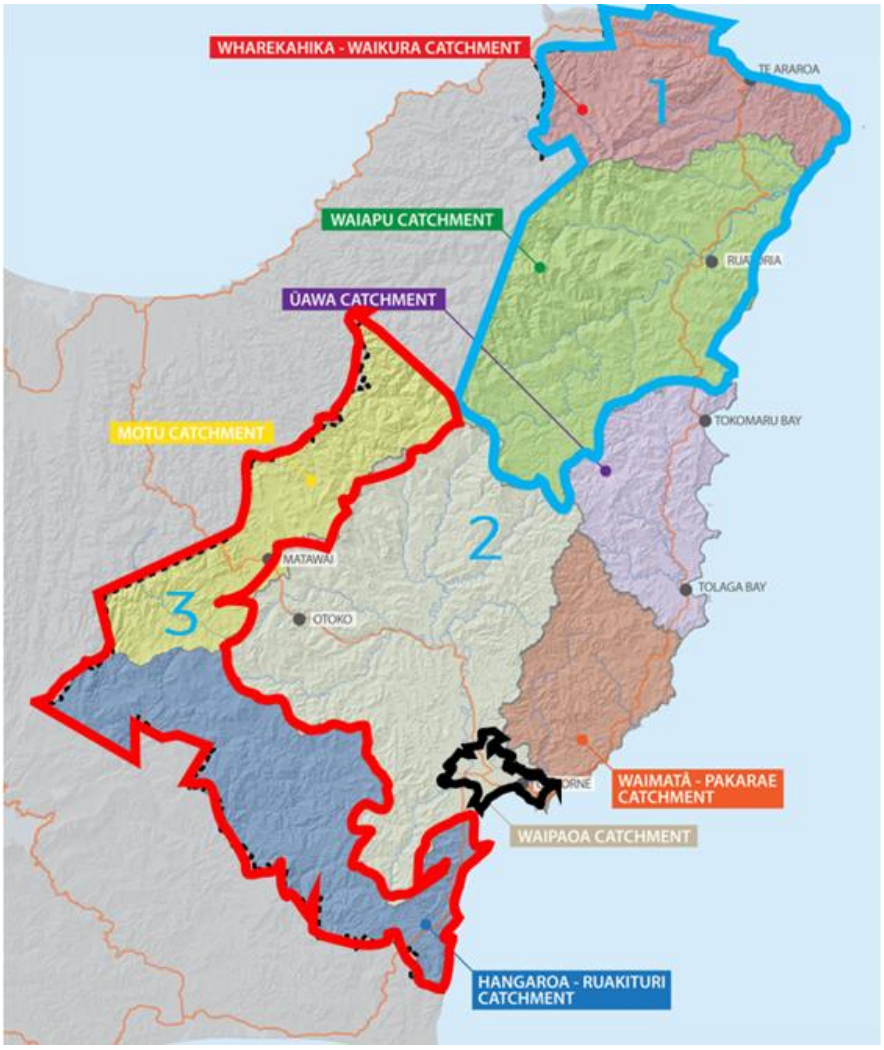
Scenario A1 represents the base case reflecting current climate conditions with existing land-use patterns and accompanying social and economic activity.

Scenario B2 and Scenario C3 have been used to test the sensitivity of the options to future change. Scenario B2 represents a moderate degree of change in land use, which could be associated with the "Short Detour" future climate scenario. Scenario C3 represents a significant degree of change in land use, which could be associated with the "Hot House" climate scenario.

Both scenarios see a progressive move towards population growth being centred on Gisborne City urban area and more of the rural land furthest from Eastland Port being converted to native / carbon forestry.

The way these changes may occur will be different across the region. As introduced in the Strategic Case four catchment areas, which reflect locations in the region where proposed investment would occur, have been used to inform programme settings for the options.

Figure 17 Catchment Areas for Proposed Investments



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Options that have programme settings most closely aligned to these future scenarios are the least sensitive to future change, as shown in Table 40.

Table 40: Short List Options Sensitivity to Future Scenarios

Description		Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Scenario B2	Resilience	4	1	3	2
	LoS	4	2	3	1

Description		Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Scenario C3	Resilience	4	1	3	2
	LoS	4	1	3	2
Summary		Most sensitive to future changes, focusing investment across the entire network. Achieving investment objectives in the far north and west of the region, where change is most likely, will be challenging.	Least sensitive to future change, prioritising roads with social or cultural importance and generally focusing investment in the central areas of the region where most people live (zones 2 & 4 in Figure 16).	Moderate sensitivity to future change. While it includes a reduced network length, it still focuses investment over the whole region. Achieving investment objectives in the far north and west of the region, where change is most likely, will be challenging.	Low sensitivity to future change. It aims to balance social and economic importance by focusing investment in the central areas of the region (zones 2 & 4 in Figure 16). The trade-off is reduced network length in the areas that are most susceptible to future change.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Preferred Option

The options assessment outcomes showed the emerging preferred option is the **Balanced Reach** option. The rationale for this option being preferred is outlined in Table 41.

Table 41: Summary of Preferred Option Rationale

Assessment Factor	Rationale for Preferred Option (Balanced Reach)
MCA	Scores well in the MCA analysis, delivering to the Investment Objectives of resilience and LoS, and responding well to the Critical Success Factors effectively.
MCA Weighting Test	Consistently the highest ranked option when different weightings are applied to the MCA criteria.
Appraisal Summary	Has strong to very strong alignment with the transport outcomes applicable to this PBC.
Affordability	Similar total estimated cost envelope to the Status Quo. However, with more emphasis being placed on proactive investment, there is scope

Assessment Factor	Rationale for Preferred Option (Balanced Reach)
	for further reduction in reactive investment (emergency works). Also includes System Change programme settings that could lead to increased external funding sources, which would further improve affordability. While unlikely, if there are only very few weather events over the 30-year period, the Status Quo option may be more affordable. However, if large weather events occur, proactive investment in Balanced Reach is expected to reduce overall expenditure, making it a more affordable approach.
Future Scenarios Sensitivity Testing	Aligns well with Future Scenarios, as more priority is given to areas that will be less disrupted by climate-driven land use change.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The preferred resilience investment programme prioritisation approach has a strong focus on the following lifecycle approaches:

- **Planning:** Implementing changes from a systems perspective, particularly for roads with the highest risk and lowest overall importance. These roads may be transitioned to user-paid maintenance, phased out through Dynamic Adaptive Pathways planning (i.e. retreat), or improved with funding from risk-based property ratings and development levies. By altering how Council maintains these parts of the network, resources can be better allocated for the maintenance and improvement of the remining network.
- **Maintenance and Renewals:** Reducing resilience risk by focusing on maintenance of both sealed and unsealed roads in the central area of the region, as well as the most important roads in the northern and western areas of the region. Investing geographically where the majority of the population live allows Council to achieve their target level of service on these roads. Unsealed roads of lower importance may have seasonal restrictions for heavy vehicles to prevent deterioration. Sealed roads of lower importance will be considered for reverting to unsealed at the end of their economic life, as a cost efficiency measure. Resilience will be further supported by an increased focus on proactive drainage and bridge maintenance.
- **Capital Improvements:** Structural improvements to bridges on roads with high importance that cross key rivers and waterways to maintain key access needs. However, as a trade-off, bridges on the lowest importance roads may not be reinstated with a permanent "like-for-like replacement following damage in an event. Additionally, when bridges on lowest importance roads reach the end of their economic life, they may not be replaced like-for-like and instead be replaced with low level crossings such as floodable fords being likely if appropriate. Resilience will be further supported through green and blue infrastructure to improve storm water management, erosion and coastal protection.

Through the framework development process, key interventions as well as supporting interventions have been identified as shown in Table 42.

Table 42: Preferred Option Interventions

Type	Interventions	Description
System change	Dynamic Adaptive Pathways (DAP) planning	Lowest Importance roads with High or Extreme exposure have DAP plans for managed retreat (50 km).
	Risk based property rating and development levies	Properties accessed via roads with High or Extreme risk have charges or levies imposed to fund improvements or maintenance of the road (133 km).
	User pays road maintenance and ownership	Rural Low and Lowest Importance roads with High or Extreme risk are transitioned to user pays (11 km).
	Asset retirement plans	Lowest Importance roads with Extreme vulnerability are planned for retirement when they are due for renewal (21 km).
	District Plan provisions	Provisions for new development reduce use and deterioration of roads with Extreme exposure (138 km).
	Mātauranga Māori	Mātauranga Māori in decision making for High & Highest Importance Roads.
	Regulatory changes	Suitable rural land uses are enabled through regulation to reduce impacts that increase network vulnerability (40 km).
	Spatial planning	Rural roads with Extreme risk may be downzoned. Down-zoned areas are not maintained / reinstated following an event (40 km).
Business as usual with refined intentions	Sealed road pothole prevention programme	Sealed roads are treated annually for crack filling, rut filling, scabbing repairs, small patch sealing (726 km).
	Sealed road resurfacing and rehabilitation	10% of sealed roads are resurfaced or rehabilitated annually.
	Sealed roads reverted to unsealed surfaces	Low and Lowest Importance sealed rural roads are reverted to unsealed at end of economic life (124 km).
	Seasonal road use restrictions	Low and Lowest Importance unsealed rural roads with resilience risk of Medium or higher

Type	Interventions	Description
		have seasonal restrictions for heavy vehicles (210 km).
	Unsealed roads maintenance and metalling programme	All unsealed roads are graded annually (982 km). All unsealed roads have metal proactively overlaid over the 30-year period.
	Asset criticality assessment and monitoring	Assets on Highest Importance roads have active condition monitoring (3 km).
	Bridge deck & drainage maintenance programme	Bridges on High & Highest Importance roads are cleaned annually (66 bridges), the rest of the network are cleaned every two years (219).
	Culvert cleaning and maintenance programme	Culverts on High & Highest Importance roads are inspected and cleaned every two years (1,410 culverts), the rest of the network are inspected and cleaned every five years (6,830).
	River management maintenance strategies	Routine maintenance of waterway at bridges on High & Highest Importance roads every second year (66 bridges), the rest of the network every three years (219).
	Surface drainage maintenance programme	Surface drainage on High & Highest Importance roads are renewed every 10 years (400 assets), the rest of the network are renewed every 15 years (1,340).
Isolated / targeted interventions	Alternative river crossings	Half of the bridges on Lowest Importance roads are reinstated with low level crossings (e.g. floodable fords) when they reach end of economic life (22 bridges).
	Temporary river crossings	Half of the bridges on Lowest Importance roads are reinstated with temporary crossings (e.g. bailey bridges) if they are damaged in an event (22 bridges).
	Bridge deck replacement	Replace bridge decks for all bridges on High and Highest Importance roads (57 bridges).
	Bridge replacement	Replace bridges at 100 years old on Highest Importance roads (4 bridges).

Type	Interventions	Description
	Bridge seismic strengthening	Strengthen bridges on Highest Importance roads (12 bridges).
	Culvert renewals and capacity improvements	Renewal of culverts at 50 years old on High & Highest Importance roads (7,000 culverts).
	Coastal protection using groynes and planting	Protect High and Highest Importance roads with High or Extreme Coastal risk (38 km).
	Green corridors for surface water management	Implement on High and Highest Importance Roads with High or Extreme Flooding risk in urban environments (2 km).
	Retaining walls	Engineered retaining installed for half of High and Highest Importance Roads with High or Extreme Slope Stability risk (7 km).
	Slope protection	Slope protection (rock fences, debris flow barriers) installed for half of High and Highest Importance Roads with High or Extreme Slope Stability risk (7 km).
	Surface drainage improvement	Improvements on High and Highest Importance Roads with High or Extreme Flooding risk (46 km).
	Stream daylighting and riparian planting	Restore natural waterways adjacent to High and Highest Importance Roads with High or Extreme Flooding risk in urban environments (2 km).

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Preferred Option Benefits

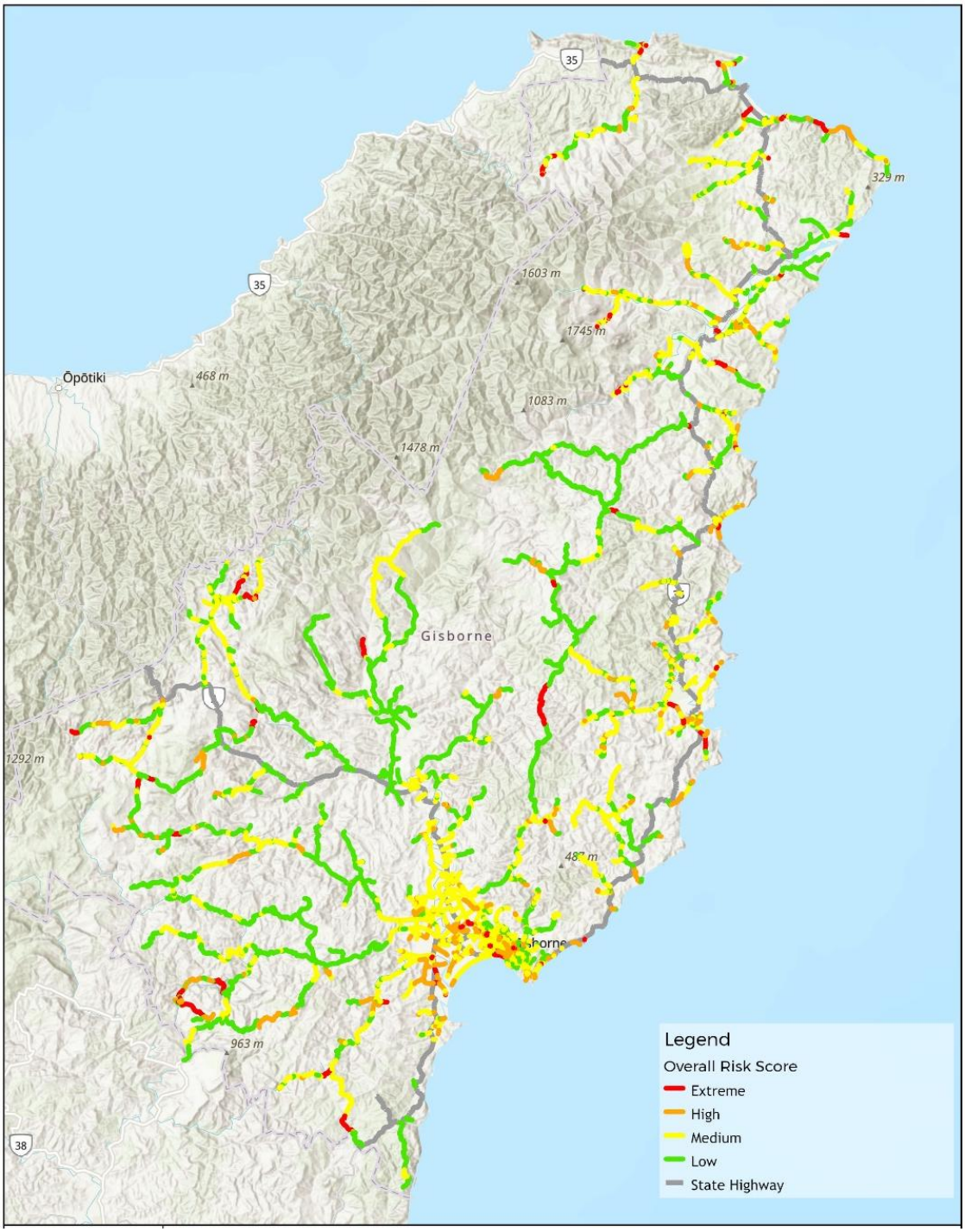
Figure 18 shows the estimated change in residual resilience risk across the road network with the preferred option, as compared to the current resilience risk in Figure 17. Figure 19 shows the estimated residual resilience LoS. These results show:

- Estimated residual resilience risk of all roads is medium or low, except for roads of lowest importance.
- There are no roads with extreme estimated residual resilience risk in the central area of the region.
- Roads in the urban area of Gisborne and key communities have higher LoS compared to rural.
- Roads with Lifeline Importance have higher LoS.

- Roads with lower importance have lower LoS.

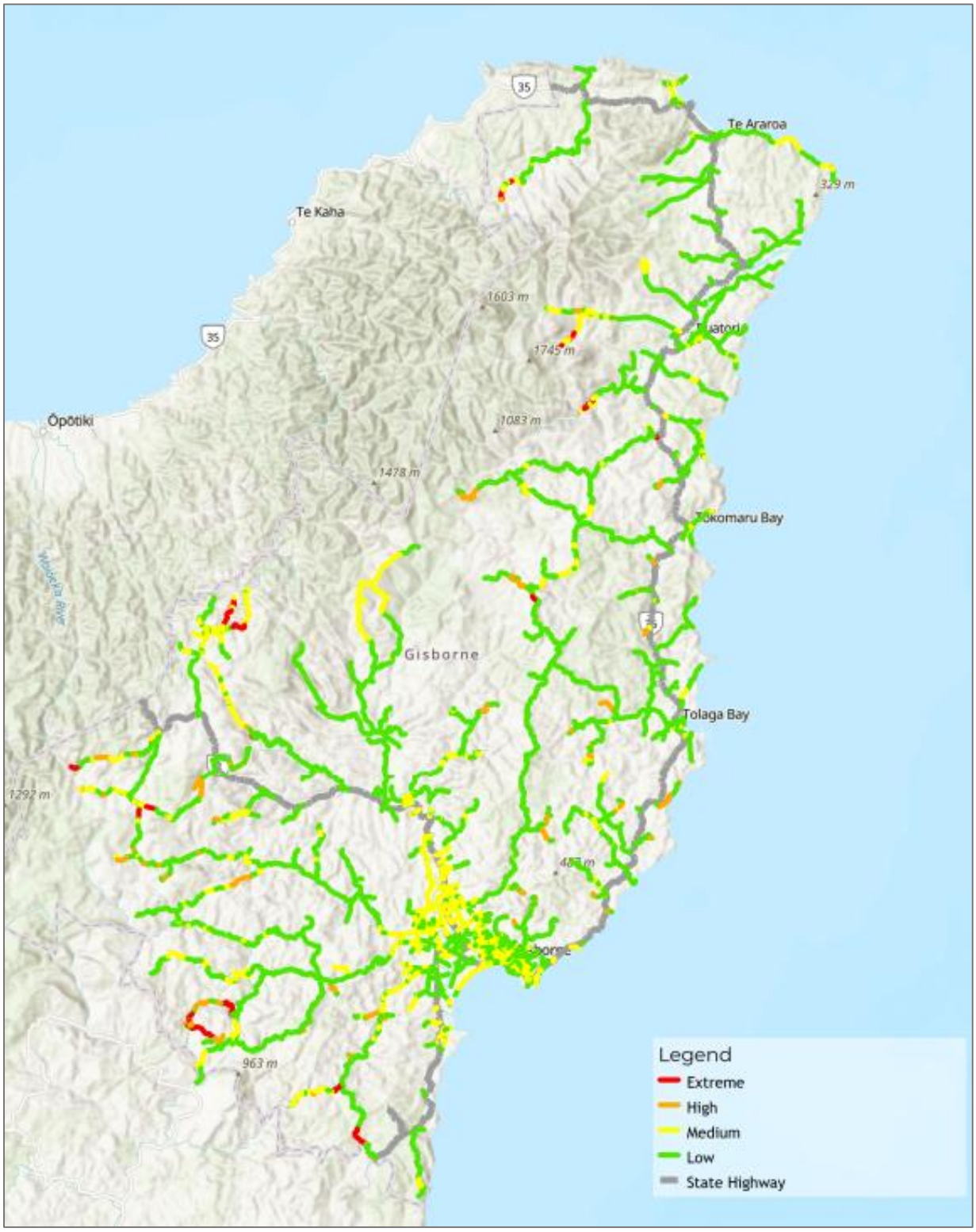
Benefits are estimated over a 30-year programme timeframe and will not be immediately realised.

Figure 18 Resilience Risk (Status Quo)



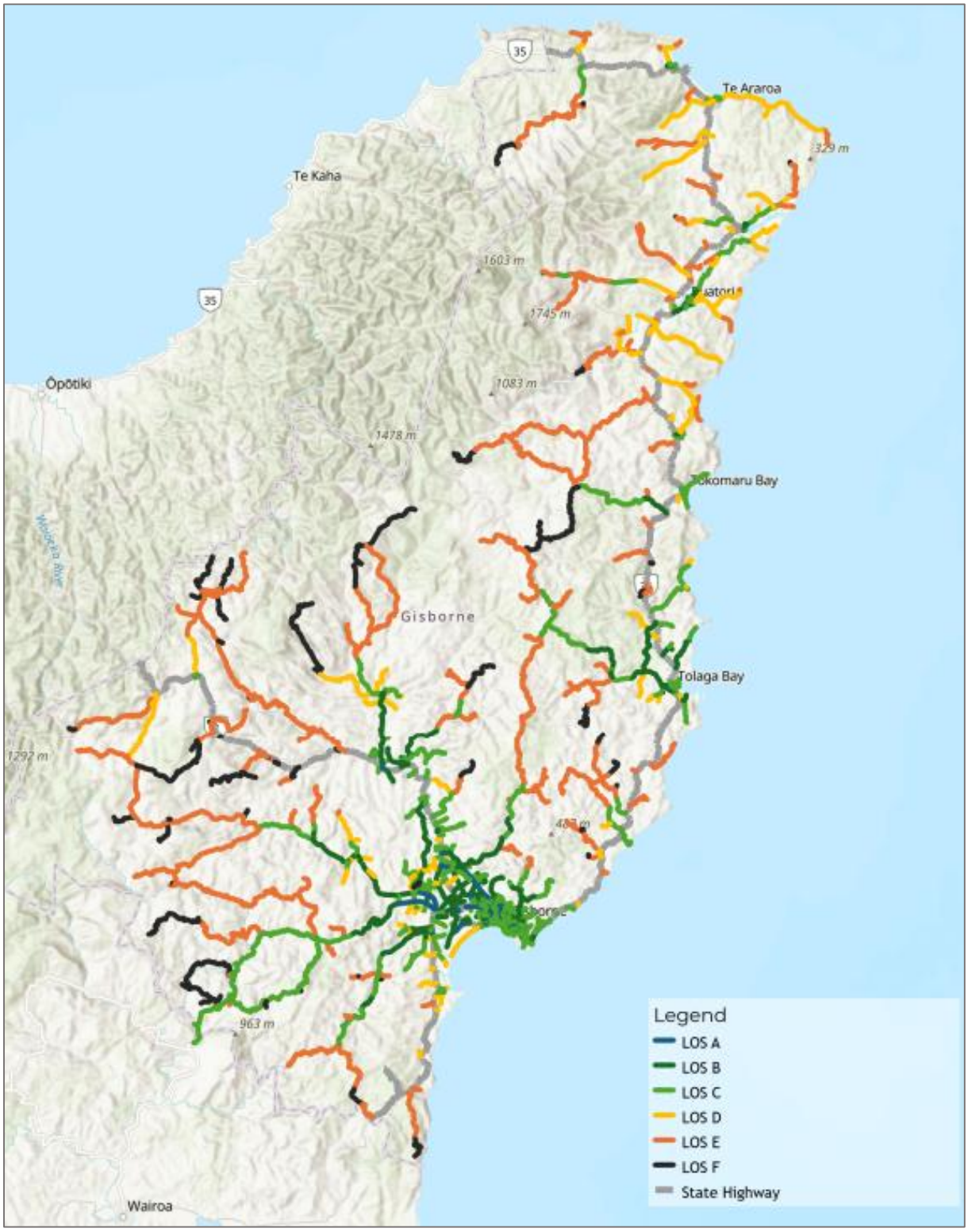
Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Figure 19 Resilience Risk for Preferred Option



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Figure 20 Residual Level of Service for Preferred Option



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 43 shows length of the network (in kilometres) subject to four levels of residual resilience risk – from minor to extreme. Also shown in the square brackets is change in resilience risk from current.

Table 43: Residual Resilience Risk (Balanced Reach Option)

Level of Road Importance	Length of Road Subject to Residual Resilience Risk [and Change from Existing] (Kilometres)			
	Minor	Medium	High	Extreme
1: Highest	31 [+26]	28 [-22]	0 [-3]	0 [no change]
2: High	251 [+122]	91 [-82]	0 [-35]	0 [-5]
3: Moderate	259 [+196]	81 [-128]	0 [-54]	0 [-14]
4: Low	189 [+98]	65 [-58]	0 [-34]	0 [-6]
5: Lowest	529 [+106]	180 [-86]	65 [-3]	32 [-16]

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 44 summarises anticipated interventions and outcomes for each catchment shown in Figure 17 above:

Table 44: Interventions and Outcomes for Each Catchment

Catchment (Figure 17)	Summary of Interventions and Outcomes
1	• Investment is predominantly system change / planning interventions to better align land use with the resilience of the roading network. These roads may be transitioned to user-paid maintenance, phased out through Dynamic Adaptive Pathways planning (i.e. retreat), or improved with funding from risk-based property ratings and development levies. • Future Scenarios predict changes in rural land use to activities less reliant on transport (e.g. rural land furthest from Eastland Port being transitioned over time to native / carbon forestry). Therefore, these roads have lower access needs and according will have lower LoS. • Maintenance strategies and programmes will prioritise the highest importance roads, for example unsealed road metalling, sealed road pothole prevention, and culvert clearing. • Capital investment will be prioritised to the Waiapu River catchment. Bridges in other catchments are unlikely to replaced "like-for-like". • Highest and High Importance Roads will achieve target LoS, meaning roads that provide access to communities (Wharekahika, Te Araroa, Tikitiki, Ruatoria and Te Puia Springs) have resilience level of service of C or above. • Following a severe weather event there may be potentially up to three days without access for these communities. This enables communities

Catchment (Figure 17)	Summary of Interventions and Outcomes
	to be resilient and connected to the State Highway network, however, will require some preparedness planning for moderate disruption. • Other roads in the catchment should expect high to severe disruption from unplanned events.
2	• Main focus of the programme due to being where the majority of the population reside (outside of the urban centre of Gisborne), and will benefit from the majority of the proactive investment. • Investment in system change interventions will reduce use and deterioration of roads with high or extreme risk, whilst maintenance strategies will reduce the vulnerability of both sealed and unsealed roads with a focus on proactive drainage and renewals, metalling, and pothole prevention. • Supporting maintenance will include active monitoring of critical assets and river management strategies, with the Mangaheia River catchment prioritised. • Resilience will be further supported through capital investment in bridge infrastructure, green and blue infrastructure to improve storm water management, erosion and coastal protection. • Highest and High Importance Roads will achieve target level of service, meaning roads that provide access to communities (Patutahi, Waipaoa, Te Karaka, Makauri, Waituhi, Waimata, Tolaga Bay, Whatatutu) have resilience level of service of C or above. For some communities this may mean new access roads are constructed that are more resilient than currently. • Following an event there may be potentially up to three days without access for these communities. This enables communities to be resilient and connected to the state highway network, however, will require some preparedness planning for moderate disruption. • Roads in the catchment which are lowest importance should still expect high to severe disruption from unplanned events.
3	• Investment in this catchment is predominantly system change / planning interventions to better match land use with the resilience of the roading network. These roads may be transitioned to user-paid maintenance, phased out through Dynamic Adaptive Pathways planning (i.e. retreat), or improved with funding from risk-based property ratings and development levies. • Maintenance strategies and programmes will prioritise the highest importance roads (i.e. Tiniroto Road), for example unsealed road metalling, sealed road pothole prevention, and culvert clearing. • Capital investment will be prioritised to the Waikura and Hangaroa Rivers catchments. Bridges in other catchments are unlikely to replaced "like-for-like".

Catchment (Figure 17)	Summary of Interventions and Outcomes
	• High Importance Roads will achieve target level of service, meaning roads that provide access to communities (Matawai) have resilience level of service of C or above. • Following an event there may be potentially up to three days without access for these communities. This enables communities to be resilient and connected to the state highway network, however will require some preparedness planning for moderate disruption. • Similarly, Tiniroto Road and Parikanapa Road which are identified as a lifeline route by providing an alternative route to State Highway 2 will also have resilience level of service of C or above. • Other roads in the catchment should expect high to severe disruption from unplanned events. Specifically, approximately 75% of the roads (by km length) in this catchment will be level of service E or F.
4	• Represents the urban centre of Gisborne and therefore is a focus for investment of this programme due to the population density. As a result, all roads have residual risk of medium risk or low, and all roads have a residual resilience level of service of C or better. • Investment in system change interventions such as District Plan provisions and participatory planning will mean development has a positive impact on the resilience of the network. • Maintenance strategies will reduce the vulnerability of roads with a focus on proactive drainage and renewals, and pothole prevention to achieve maximum asset life and resilience. Supporting maintenance will include active monitoring of critical assets and river management strategies • Capital investment will include green and blue infrastructure in the urban centre for stormwater improvements and coastal protection. There will also be a prioritisation of culvert capacity improvements and structural improvements to bridges. • With all roads having a residual resilience LoS of C or better, disruption from unplanned events should be resolved within 1 to 3 days. • It is noted that although the programme has an "all hazards" setting, there is limited investment to reduce seismic risk other than bridge seismic strengthening and slope protection systems. The network is therefore still vulnerable to seismic events, with Catchment 4 having higher exposure due to the high amplification susceptibility of the urban centre.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Application of the Preferred Option

The success of the Balanced Reach option will be in rationalising the length of the network as soon as possible, and prior to the 2027-37 LTP. It is clear that the benefits of the Balanced Reach approach are only affordable if the network length is reduced. The reduced network length (i.e. roads with Resilience LoS Grade F) has been identified through desk top analysis of available district wide data sets. Council will need to review and validate the actual

roads which could be reverted to Resilience LoS Grade F. Further to the network reduction, other application considerations are outlined below.

The preferred resilience investment prioritisation approach can be used to help manage expectations about levels of service across the network by:

- Documenting clear and consistent investment decision making requirements for future planning.
- Demonstrating where GDC anticipate needing to apply Avoid-Protect-Accommodate-Retreat responses, and provide visibility to iwi, communities, road users and other infrastructure providers.
- Creating a basis for long-term, proactive conversations about future network states and access provisions.
- Inform funding decisions including through the business case approach.
- Better connect recovery and resilience planning.

The guiding principles are:

- Operationalising Enhanced Maintenance and Renewals interventions as soon as possible within the first 10 Years through adjustments to outsourced contracts (as they come to the end of their contract periods).
- Prioritising System Change interventions that will increase potential funding as soon as possible to offset increases to Costs.
- Prioritising interventions that require less resources or specialist capabilities to achieve quick wins and allow time for capability enhancements necessary for more complex interventions.

It is acknowledged changing the LoS of parts of the network will be disruptive to people that use the roads and potentially rely on it for access. It is important that the investment prioritisation approach is applied only after appropriate engagement.

It is essential that the Balanced Reach approach outlined in this PBC is subject to public consultation within the statutory processes necessary before the 2027-37 LTP and RLTP are approved by Council.

Conclusions

The preferred Balanced Reach resilience programme performs best against the PBC investment objectives and critical success factors.

The PBC prioritisation framework can be used to help manage expectations about LoS across the network by:

- Documenting clear and consistent investment decision making requirements for future planning.
- Demonstrating where Council anticipate needing to apply Avoid-Protect-Accommodate-Retreat responses, and provide visibility to iwi, communities, road users and other infrastructure providers.
- Creating a basis for long-term, proactive conversations about future network states and access provisions.

- Informing funding decisions including through the business case approach.
- Better connecting recovery and resilience planning.

It is acknowledged changing the LoS for parts of the network will be disruptive to people that use the roads and potentially rely on it for access. It is also clear that benefits of the Balanced Reach approach are only affordable if the network length is reduced. It is important that the framework is applied only after appropriate engagement through the next RLTP and LTP.

Financial Case

Introduction

The Financial Case provides a high-level cost assessment of the preferred option Balanced Reach resilience programme, over a 30-year period. The programme concentrates on changes to Levels of Service (LoS) rather than specific projects. Furthermore this PBC does not represent a bid for funding, and any work of that nature will come through the next (and subsequent) Regional Land Transport Plan (RLTP) and Long Term Plan (LTP).

Funding and Affordability

With a total population of just over 50,000 there is only a small ratepayer base in Te Tairāwhiti, and many competing priorities for roading investment across Aotearoa New Zealand. As a result there is never likely to be sufficient funding for upgrading resilience of roading routes to a level that delivers an ideal future state – where the risk of disruption from severe weather events and climate change is eliminated. Te Tairāwhiti region has a small share of total travel demand in Aotearoa New Zealand – just 0.4% of journeys based on a local roading network length of 1.9%. Therefore the region does not rank highly in terms of national transport investment priorities.

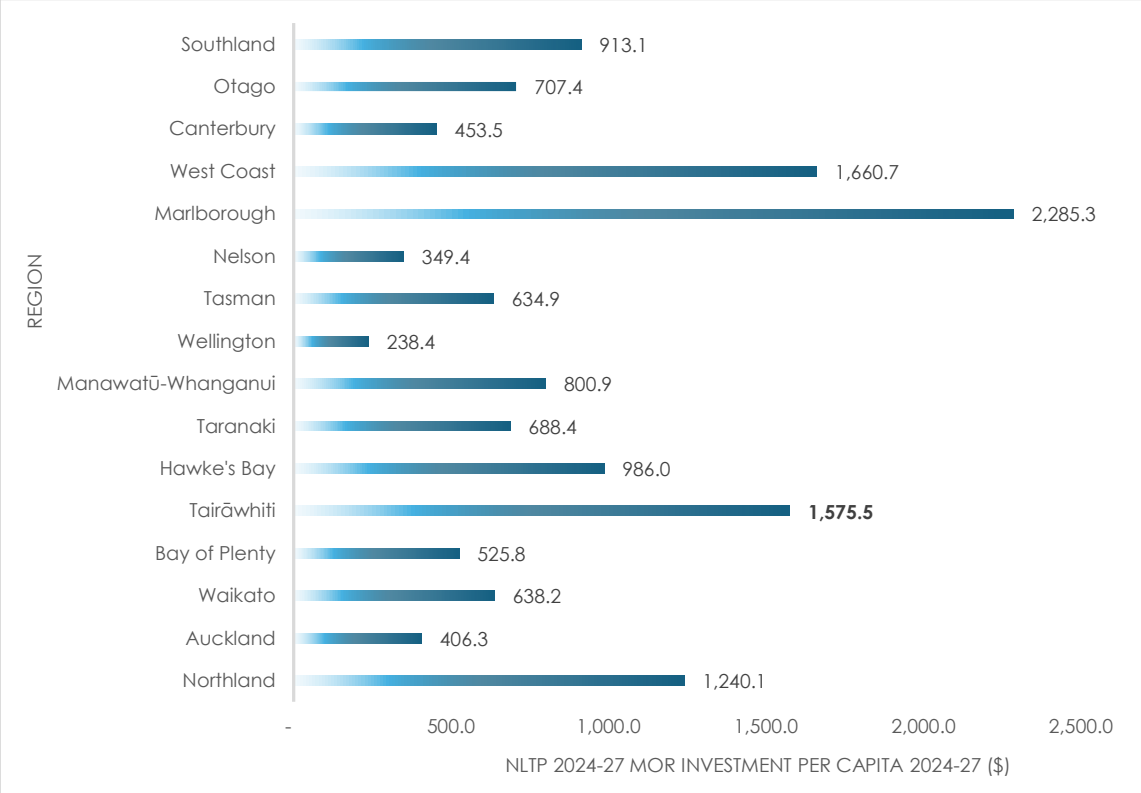
Ratepayers who live in the region are not generally wealthy. In 2024 the mean household income in Te Tairāwhiti was $120,402 – which is 10% below the Aotearoa New Zealand figure of $132,873. This means that many residents are simply unable to afford high rate rises to pay for increases in roading maintenance. In 2024, the Three Year Plan consulted on two investment options:

- 3.7% rates increase to sustain the existing three-year MOR budget of $84 million (reflecting inflation increases only, with no additional investment).
- 19.7% rates increase to secure a higher three-year MOR budget of $125 million and increase LoS.

In the subsequent public consultation, 75% of respondents expressed a preference for the lower rates rise. A lack of ability to pay means that available investment needs to work as hard as possible to deliver both individual and collective value to the region and Aotearoa New Zealand.

In the 2024-27 National Land Transport Programme (NLTP), in comparison to previous years Te Tairāwhiti region received a relatively high total allocation for Maintenance, Operation and Renewal (MOR) activity classes. Figure 20 shows that Te Tairāwhiti received the third highest per capita allocation for the Local Road Operations and Local Pothole Prevention activity classes after Marlborough and West Coast – two regions also badly affected by severe weather events. Around 15% of this MOR investment is for emergency work in relation to Cyclone Gabrielle (and the Crown has provided much more).

Figure 21 MOR Investment from the 2024-27 NLTP



Source: National Land Transport Programme, Waka Kotahi NZ Transport Agency

Despite a relatively high level of MOR investment in 2024-27, Table 45 shows that Te Tairāwhiti region has one of the lowest number of people per road kilometre in Aotearoa New Zealand, more than double the national average. This means that resilience investment which requires both NZTA investment in State Highways local share through the region's ratepayers is spread very thinly over a very long roading network.

Table 45 Population Per Road Kilometre Across Aotearoa New Zealand Regions

Region	Road Length (Kilometres)	Population	Number of People Per Road Kilometre
Northland	6,671.9	203,900	30.6
Auckland	8,387.0	1,739,300	207.4
Waikato	9,850.6	522,600	53.1
Bay of Plenty	4,795.4	354,100	73.8
Te Tairāwhiti	**2,224.3 ***	**52,600**	**23.7**
Hawke's Bay	4,697.7	184,800	39.3
Taranaki	3,999.4	128,700	32.2

Region	Road Length (Kilometres)	Population	Number of People Per Road Kilometre
Manawatū-Whanganui	8,785.1	260,900	29.7
Wellington	4,081.1	550,500	134.9
Tasman	2,045.9	59,400	29.0
Nelson	346.3	55,600	160.6
Marlborough	1,820.8	52,200	28.7
West Coast	2,780.9	32,900	11.8
Canterbury	14,800.9	666,300	45.0
Otago	9,345.8	254,600	27.2
Southland	6,510.80	103,900	16.0
All	**91,143.9**	**5,222,300**	**57.3**

* Includes both State Highways and local roads, figure for local roads only is 1,899 kilometres.

Source: Te Ringa Maimoa and Stats NZ Census

Given the potential increase in frequency of severe weather events, added to the longer-term impacts of climate change, it is highly likely that funding requirements for resilience investment will outpace any increase in population growth and prosperity of the region's residents.

Option Cost Comparison

High-level programme costs have been produced for option comparison purposes and are expressed in 2025 prices. These figures represent a 30-year estimated cost including the base programme and unplanned emergency works (which are clearly subject to significant uncertainty and hence expressed as bounded ranges). As shown in Table 46, Balanced Reach is similar in cost to Status Quo when a lower bound of emergency works cost is included. Balanced Reach is lower cost than Status Quo with an upper bound emergency works estimate, demonstrating impact of increased proactive resilience investment.

Table 46 High-Level Programme Options 30-Year Comparative Cost Estimates

Description		Comparative 30-year Estimate in 2025 Prices ($m)			
		Status Quo	**Resilient Communities**	**Strategic Routes**	**Balanced Reach (Preferred Option)**
Proactive Investment	Base programme	656	945	944	776
	Potential	164	109	148	81

Description		Comparative 30-year Estimate in 2025 Prices ($m)			
		Status Quo	**Resilient Communities**	**Strategic Routes**	**Balanced Reach (Preferred Option)**
Reactive Investment	emergency works (lower bound)				
	Potential emergency works (upper bound)	327	219	295	163
Total Investment	**Lower Bound**	**820**	**1,054**	**1,092**	**857**
	Upper Bound	**983**	**1,164**	**1,239**	**939**
Summary		Lowest proactive investment, but significantly higher potential for reactive investment, reducing the level of certainty of the estimated cost.	Higher cost interventions result in significantly larger proactive investment. Reduced potential reactive investment does not offset the higher proactive investment.	Higher cost interventions result in significantly higher proactive investment. Reduced potential reactive investment does not offset the higher proactive investment.	Second lowest proactive investment but includes system change interventions that are uncosted but will potentially increase external funding to offset some of increased proactive resilience investment.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Preferred Option Costs

The preferred "Balanced Reach" programme has been costed to fit within an assumption that MOR funding will remain broadly at current levels. Therefore this PBC does not presume that funding will increase beyond inflation, and this PBC does not represent a bid for additional investment. Instead the preferred option makes better use of existing funding through prioritised investment in proactive and planned asset management to target resilience and LoS improvements.

Table 47 provides a summary of preferred programme estimated costs, by expenditure type and intervention hierarchy, over the 30-year programme period. Costs are expressed in 2025 prices and do not include inflation. Actual costs of programme interventions and available budgets will be determined through successive Activity Management Plans (AMPs), Long Term Plans (LTPs) and Regional Land Transport Plans (RLTPs). The above figures do not represent a funding request.

Around 68% of the programme's cost is allocated to a refined business as usual approach which assumes higher levels of capital and proactive investment compared with the status quo.

Table 47 Preferred Programme 30-Year Comparative Cost Estimates

Hierarchy	Alternatives	Operational Expenditure	Capital Expenditure (MOR)	Capital Expenditure (Improvement)	Total
System change	Policy Responses	Uncosted	-	-	Uncosted
	Divestment Decisions	Uncosted	-	-	Uncosted
	Financial Mechanisms	Uncosted	-	-	Uncosted
	Organisational Changes (Governance)	Uncosted	-	-	Uncosted
Business-as-usual (refined)	Maintenance Strategy	17.5	-	-	**17.5**
	Maintenance Programmes	163.2	143.0	-	**306.2**
	Proactive Renewals		304.6		**304.6**
Targeted interventions	New Roading	-	-	3.0	**3.0**
	Drainage Improvement		35.0	0.2	**35.2**
	Stormwater Management		-	2.5	**2.5**
	Slope Protection		-	17.0	**17.0**
	Temporary & Alternative Structures		17.4	-	**17.4**

Hierarchy	Alternatives	Operational Expenditure	Capital Expenditure (MOR)	Capital Expenditure (Improvement)	Total
	Structural Improvements	-	30.7	18.2	**48.9**
	Green Infrastructure	-	-	1.2	**1.2**
	Blue Infrastructure	-	-	24.6	**24.6**
Reactive investment	Emergency Works	81 – 163	-	-	**81 – 163**
Total		**261.7 – 343.7**	**530.7**	**66.7**	**859.1 – 941.1**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Investment Sensitivities

Table 48 summarises key potential implications of the system change interventions that may impact the delivery of the preferred option.

Table 48 Implication of System Change Options

Intervention Alternatives	Potential Implications
Policy Responses	• The system change measures are uncosted, and any impact on Council operational resourcing and skillsets have not been quantified. • Policy Responses require time to be implemented and to take effect. • Decisions may be made that are contrary to the intention of the preferred option from a land transport perspective which could result in a worsening resilience of the land transport system or affecting the affordability of the preferred option.
Divestment Decisions	• The assumption of reduced expenditure due to divestment has been factored into the overall costing for interventions. • If divestment decisions are delayed until later in the 30-year period, this will affect the cost estimate due to ongoing maintenance requirements until divested, thereby reducing the anticipated savings.
Financial Mechanisms	• Interventions increase third-party funding for investments in resilience improvements, which helps to offset the

Intervention Alternatives	Potential Implications
	increased proactive investment of the preferred option over the status quo. • Timing of these implementations will impact the available funding.
Organisational changes	• Affects the mechanisms available for the Council to invest in resilience within the transport network, thereby impacting the obtainable resilience benefits. • Depending on the changes, efficiencies could be achieved; however, inefficiencies could also be introduced (e.g. through procurement).

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The assessment completed largely assumes that programme investment is evenly spread over the 30-year programme period. Table 49 summarises potential implications based on different investment timing scenarios.

Table 49 Implications of Investment Timing

Intervention Alternatives	Potential Implications
Increased early investment	If investment was increased for the first ten years, and decreased in the subsequent twenty years, Council and / or their funders would need to increase investment levels, posing an affordability risk for ratepayers. However, anticipated benefits could be realised earlier by an expected reduction in reactive investment requirements (i.e. investing in improving the resilience of the local road network is expected to reduce future damage from storms, etc. and associated emergency works costs). Other benefits could also include reducing operational expenditure requirements through earlier asset renewal and / or improvements, which are expected to reduce asset deterioration and associated costs for asset maintenance and repairs.
Deferred early investment	If investment was reduced for the first ten years, by deferring it to the subsequent twenty years GDC and / or their funders could expect to see reduced pressure on budgets, improving short-term affordability for ratepayers. However, it would be expected that the local road network would continue to deteriorate, potentially at a faster rate (especially if there are severe weather events), increasing medium-long term investment needs.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

The preferred investment approach concentrates investment in the central area of Te Tairāwhiti, where most of the population resides. Table 50 outlines key implications for programme cost.

Table 50 Implications of Geographic Approach

Category	Potential Implications
Land use or population change	Should significant land use or population change increase occur in the northern and western parts of the District, this could change the associated importance level of roads and may trigger an increase in target LoS which would impact on the overall cost of the option.
Distance from main centres	Costs for project implementation are likely to be lower closer to the urban centre of Gisborne and other population centres. While the preferred option focuses on townships, any shift in this focus could result in increased expense due to higher labour, plant, and material costs.
Advocacy	There is potential for advocacy and legal action regarding LoS reduction on low importance roads. This may result in hesitation by decision-makers or delay in implementing aspects of the preferred option. This will impact on the ability for Council to realise the anticipated cost savings and resilience benefits of the preferred option.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 51 summarises how further severe hazard events, such as another cyclone, may impact the implementation of the preferred option.

Table 51 Implications of Further Severe Weather Hazards

Category	Potential Implications
Recovery focus	A shift in focus toward recovery of the network rather than implementing recommended system and investment changes. Resourcing and financial burdens will likely lead to a reprioritisation of investments towards recovery efforts instead of preventative and cyclical maintenance.
Deferring maintenance	Minor maintenance issues could escalate into major problems if resources are diverted to recovery efforts and away from proactive asset management.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 52 indicates the key assumptions and limitations of the assessment with respect to investment sensitivity.

Table 52 Key Assumptions and Limitations

Category	Potential Implications
Certainty	Intervention costs have been developed based on high-level parametric costings to enable comparison of the options. They do not account for specificities of project sites, and how the interventions are implemented in practice will impact total cost, affordability, and realisation of resilience benefits.
Achievability	System change interventions proposed are concepts. Further work, including assessment from a legal and regulatory perspective, is recommended as the programme is developed further.
Resilience	The State Highway resilience LoS have not been considered in detail relative to Council proposed resilience LoS.
Affordability	The evaluation has considered possible reduction in future emergency works costs, as a result of increased proactive investment in network resilience. Whilst this reduces the overall spend, it increases the direct cost to Council due to maintenance operations, renewals and improvements having a lower NZTA Funding Assistance Rate (FAR).

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

User Pays Approaches

Council is committed to increasing the total amount of maintenance funding received directly from users whose activity results in damage to the Te Tairāwhiti network, especially large logging trucks operated by the forestry industry.

Table 53 sets out the level of roading rates to be collected from different property types between 2025 and 2027.

Table 53 Rates Collected From Different Property Types

Area	Property Type	Rates Collected ($m)	Rates Collected (%)
Gisborne city	Residential	16.1	36.2
	Industrial	1.8	4.1
	Commercial	1.1	2.4
Townships	Residential	2.2	4.9
Rural	Residential	4.1	9.3
	Industrial	0.6	1.3

Area	Property Type	Rates Collected ($m)	Rates Collected (%)
	Commercial	0.1	0.1
	Horticultural & Pastoral	8.9	20.1
	Forestry	9.6	21.6
All	**All**	**44.5**	**100.0**

Source: Gisborne District Council

Excluding recovery funding, around 75% of the Council MOR budget is spent in townships and rural areas, with rates collected from these properties being just under 43% of the total. Gisborne city residents and businesses are cross-subsidising roading MOR investment in the rest of the region. In principle there is nothing wrong with this situation, as rural areas provide economic value in terms of natural, production and people resource – and they have a vast roading network that contributes to all of that.

However, the reality is that physical condition and resilience of the region's roads continues to deteriorate. With a very small and economically deprived rural residential rating base, and much of the damage being attributed to heavy logging trucks on low volume roads, there is a strong case for investigating higher financial contributions to MOR from forestry in particular.

Section 101(3) of the Local Government Act (LGA) 2002 states:

"The funding needs of the local authority must be met from those sources that the local authority determines to be appropriate, following consideration of,

(a) in relation to each activity to be funded,

(i) the community outcomes to which the activity primarily contributes; and

(ii) the distribution of benefits between the community as a whole, any identifiable part of the community, and individuals; and

(iii) the period in or over which those benefits are expected to occur; and

(iv) the extent to which the actions or inaction of particular individuals or a group contribute to the need to undertake the activity; and

(v) the costs and benefits, including consequences for transparency and accountability, of funding the activity distinctly from other activities; and

(b) the overall impact of any allocation of liability for revenue needs on the current and future social, economic, environmental, and cultural well-being of the community."

Point (iv) around actions or inactions of people or groups contributing to a need to undertake MOR activity is key to the question of user pays.

The Road Controlling Authorities Forum (NZ) Inc *Guidelines for equitable funding of pavement maintenance for low volume roads*[15] states that:

[15] Guidelines-Final-21_May_2018_Revision.pdf

"A large proportion of pavement consumption on local roads occurs on low volume roads, caused almost entirely from commodity cartage."

The guidelines set out a method for:

- Calculating pavement consumption on low volume roads caused by industrial land-use.
- Allocating the cost to industrial ratepayers, in an equitable way, using rules prescribed by local government legislation (i.e. the LGA 2002).

This allocation is appropriate for primary industries - forestry, dairy farming and sheep and beef farming - where production and hence pavement consumption is proportional to land area. For impacts not associated with land area, the method allows this area-based allocation to be further adjusted to account for:

- Distance travelled on roads by heavy vehicles from land in different locations.
- Intensity of production arising from farming types that differ significantly from a national average (such as for the five classes of dairy farming and eight classes of sheep and beef farming).
- Intensity of production, where this is influenced by factors other than land-area (such as for quarrying, processing of dairy, meat and wood, and port activities).

Alternatively, the method allows for allocations not associated with land area to be based on land value or capital value.

A stepped methodology allows for more proportionate allocation of total roading costs between road users, which is the sum of:

1. Pavement consumption maintenance costs, allocable as a targeted rate.
2. Fixed road maintenance costs, allocable as a uniform general charge to each ratepayer.
3. Other pavement maintenance costs, to be decided by Councils, allocable as a uniform general charge to each ratepayer.

For each land use activity, average annual transport requirements, in tonnes per hectare, over a long period (e.g. 30 years) can be estimated for outbound and inbound movements. These freight movements can then be converted into the measure of pavement loading, Equivalent Standard Axles (ESA) and calculated per hectare (ha). ESA per ha values can be used to calculate annual pavement consumption costs from different industries. An average annual measure enables comparison of both short-term and long-term pavement consumption on a common basis.

The heavy vehicle traffic generation from particular types of land use can be estimated by the following steps:

1. Identify the land use or activity to be considered i.e. forestry, quarrying, dairying, dry-stock beef farming, stock finishing, sheep farming, horticulture, viticulture, arable cropping, etc.
2. Determine the comparison period (in years) to be used to compare the HCV traffic generated by differing land uses.

3. Determine the average output values in tonnes per hectare for area-based land uses.
4. Determine the average input values for area-based land uses in tonnes per hectare.
5. Determine the average output and input values for non-area-based land uses in tonnes.
6. Determine the HCV traffic generated by the identified land uses:
    a. For each transport task, identify the typical vehicle configuration(s) that will be used and payload capacity.
    b. Determine the ESA per payload tonne associated with each input and output commodity.
    c. Determine the ESA per hectare for the land use or activity being considered.
7. Determine the distance travelled on the affected roads.

This is clearly a lot of data, and step 7 requires much more comprehensive information than currently available on origins and destinations of heavy vehicles across the region, and hence the local roads they travel on. Council is seeking funding through the current RLTP for a transport model which, if developed, would be able to assist with assessment of roading impact and user pays charging options.

Another option is to follow the lead of neighbouring Wairoa District Council (WDC) who have introduced a change whereby people or companies who own more than 100 ha of plantation forest pay a general rate at a proportion four times that paid by residential ratepayers per dollar of capital value. This charge is not levied in proportion to the level of roading damage, but is a more general reflection of the negative impact that the level of forestry rates contribution has on social, economic, environmental, and cultural wellbeing in Wairoa district. WDC has managed to establish that forestry makes a much lower economic contribution than other industries such as farming.

This negative impact of forestry isn't necessarily the same in Te Tairāwhiti, and so implementing a similar approach to WDC may not be the best way forward.

Conclusions

This financial case in this PBC is predicated on there being no significant investment in MOR activities beyond the level in the current 2024-27 budget – around $28 million per year. The high-level 30-year cost estimate (excluding inflation) for the preferred "Balanced Reach" programme is a band between $859.1 million and $941.1 million, depending on the level of emergency works (which cannot be predicted with any certainty).

The preferred programme seeks to rebalance investment away from reactive emergency works to repair damage to a proactive asset management approach which aims to prevent or minimise damage occurring, at least on the highest importance routes.

Given the budget constraints, the preferred resilience investment programme has a strong focus on three lifecycle approaches.

The first of these involves implementing changes from a systems perspective, particularly for roads with the highest risk and lowest overall importance. These roads may be transitioned to user-paid maintenance, phased out through Dynamic Adaptive Pathways planning (i.e. retreat), or improved with funding from risk-based property ratings and development levies.

By altering how Council maintains these parts of the network, resources can be better allocated for the maintenance and improvement of the remining network.

The second approach is to reduce resilience risk by focusing on maintenance of both sealed and unsealed roads in the central area of the region, as well as the most important roads in northern and western areas. Investing geographically where the majority of the population live allows Council to achieve their target level of service on these roads. Unsealed roads of lower importance may have seasonal restrictions for heavy vehicles to prevent deterioration. Sealed roads of lower importance will be considered for reversion to unsealed at the end of their economic life, as a cost efficiency measure. Resilience will be further supported by an increased focus on proactive drainage and bridge maintenance.

The third approach is to deliver structural improvements to bridges on roads with high importance that cross key rivers and waterways to maintain key access needs. However, as a trade-off, bridges on the lowest importance roads may not be reinstated with a permanent "like-for-like" replacement following damage in an event. Additionally, when bridges on lowest importance roads reach the end of their economic life, they may not be replaced "like-for-like" and instead be replaced with low level crossings such as floodable fords being likely if appropriate. Resilience will be further supported through green and blue infrastructure to improve storm water management, erosion and coastal protection.

A significant financial risk is that further severe weather and climate change impacts will, despite best intentions, keep the need for emergency works at a higher level than desirable which will reduce proactive asset management investment.

This means that any options to significantly increase the level of user-pays level of investment in the roading network – potentially including a contingency fund for emergency works – should be actively investigated and (if beneficial and deliverable) implemented as part of the next Long Term Plan (LTP).

Commercial Case

Introduction

The preferred resilience programme identified in this PBC will require efficient and effective delivery by Council as the client, and contractors who provide specialist labour, skills and expertise. The relationship between client and contractor is critical for success, and expressed through a contract between the two parties (which can also include consultants and sub-contractors).

Council will be tendering new contracts for maintenance, operations & renewal (MOR) and pavement renewal / rehabilitation by July 2027. Given that programme details and costs are high-level, it is not the purpose of this PBC to prescribe which contract delivery model is most appropriate, but rather to set out options and identify critical success factors.

Council Procurement Policy

Principles and objectives as defined by the Office of the Auditor General: *Procurement Guidance for Public Entities* are consistent with Council's organisation-wide procurement policy which procures works, goods or services following the basic principles governing public spending:

- Accountability.
- Openness.
- Lawfulness.
- Fairness.
- Integrity.
- Sustainability.

The Government directs Council to approach the procurement of land transport activities in certain ways, including seeking new and innovative solutions, avoiding transfer of all risk to suppliers, and supporting greater collaboration. When procuring land transport activities, Council seeks to:

- Seek opportunities to include New Zealand businesses.
- Undertake initiatives to contribute to a low emissions economy and promote greater environmental responsibility.
- Look for new and innovative solutions.
- Engage with businesses with good employment practices.
- Promote inclusive economic development within New Zealand.
- Manage risk appropriately.
- Encourage collaboration for collective impact.

In addition to the core principles outlined above, Council has identified its own procurement objectives which align with Council's vision, values, strategy and community outcomes – as shown in Table 54.

Table 54 Procurement Objectives and Council Commitments to Regional Value

Objective	Council Commitments to Regional Value
Economic Development	Council will use resources effectively, economically and without waste, with due regard for the total costs and benefits of an arrangement, and its contribution to the outcomes Council is trying to achieve to facilitate economic development. Achieving economic development through Council's procurement activity includes: • Increasing direct employment opportunities in the Tairāwhiti region and improving employment opportunities for disadvantaged populations. • Improving viability of existing businesses and / or creating new businesses.
Social Responsibility	Council will consider the social costs and benefits to the Tairāwhiti region as part of its procurement decision-making process to facilitate socially responsible procurement. Achieving social responsibility through Council's procurement activity includes: • Enabling and building capability in the local workforce, including: • Providing opportunities for youth and under-represented people groups to transition positively into the work force. • Providing training and apprenticeship opportunities to foster career development. • Providing opportunities for lower socio-economic communities in the Tairāwhiti region to empower its people with greater skills and capabilities to facilitate economic and social development. • Increasing regional as well as national resilience to effectively navigate changes outside of Council's control.
Environmental Sustainability	Council is committed to taking responsibility for leading the community now and into the future. This means Council will consider environmental costs and benefits to the Tairāwhiti region as part of its procurement decision-making processes to facilitate environmentally sustainable procurement. Achieving environmental sustainability through Council's procurement activity includes: • Requiring use of sustainably produced goods / materials where appropriate and available. • Looking for carbon reduction opportunities. • Looking for opportunities to minimise waste, conserve resources and save energy throughout the procurement project lifecycle.

Objective	Council Commitments to Regional Value
Cultural Sustainability	Council is committed to fostering the Tairāwhiti region's cultural heritage, assets and diversity. Achieving cultural sustainability through Council's procurement activity includes: • Better use of iwi assets and assisting Māori development. • Promoting cultural diversity. • Fostering use of te reo Māori. • Acknowledging and applying tikanga Māori in decision-making where appropriate.
Climate Change	Council updated its climate change considerations on 30 September 2021 to: • Expressly state Council's commitment to consider climate change implications in all decision-making, including procurement. • Seek opportunities to reduce Greenhouse Gas (GHG) emissions in procurement processes. • Encourage suppliers to meet relevant environmental sustainability standards that support our climate change response.

Source: Gisborne District Council Procurement Strategy

These objectives are part of Council's decision-making framework, promote regional value for Te Tairāwhiti, and inform sustainable procurement decision-making. A long-term programme of transport network resilience investments gives Council an opportunity to consider how these commitments can be reflected in future contracts.

Procurement procedures must be designed to obtain best value for money spent and approved by NZTA. The principle of value for money does not necessarily mean selecting the lowest price, but rather the best possible outcome (including regional outcomes) for the total cost of ownership (or whole of life cost).

The best value for money concept is aligned with Government's procurement concept of "public value". Specific measures that Council will take to achieve best value for money within the resilience programme include:

- Open and effective competition is the primary mechanism for achieving value for money with effective competition stimulated by the quality of the specification, the transparency of the process and the quality of the engagement with the supplier markets
- Asset management planning to identify an effective work programme and provide a whole-of-life approach.
- Use of the most appropriate selection and engagement processes that suit the individual procurement and its level of risk.
- Successful delivery of the goods, services and works. The right outcome, at the right time, in the right place, and at the right price (within budget)

- Optimising asset life while meeting affordable Levels of Service (LoS).
- Promotion of regional value for Te Tairāwhiti.

Current Roading Contracts

Four new area-based road maintenance contracts (see Figure 22 below) were competitively tendered (using a price-quality supplier selection method) and commenced in July 2022:

- Turanga and Waiapoa (Fulton Hogan).
- Uawa (Downer).
- Hikurangi (Blackbee).

Scope includes local roads operations and pothole prevention. Contracts are due to expire at end of June 2027.

The maintenance contract traditional model is either measure and value (focusing on quantifying work performed and / or materials used) or lump sum (for lower risk items which can be priced with confidence).

Measure and value promotes transparency and flexibility, accommodating changes in works scope. This can be beneficial in environments such as Te Tairāwhiti with variable and often challenging geographic and geological conditions. Adaptability allows modifications without extensive renegotiations, making them a good choice for dynamic programmes. However relying on actual quantities can make predicting final costs difficult, leading to budgeting challenges for Council and cashflow issues for contractors.

Lump sum contracts offer a fixed price, providing Council with a clear financial commitment. This is advantageous for projects with well-defined scopes, minimising financial uncertainty. However, the rigidity can be a drawback, as unforeseen changes require contract amendments, potentially delaying progress.

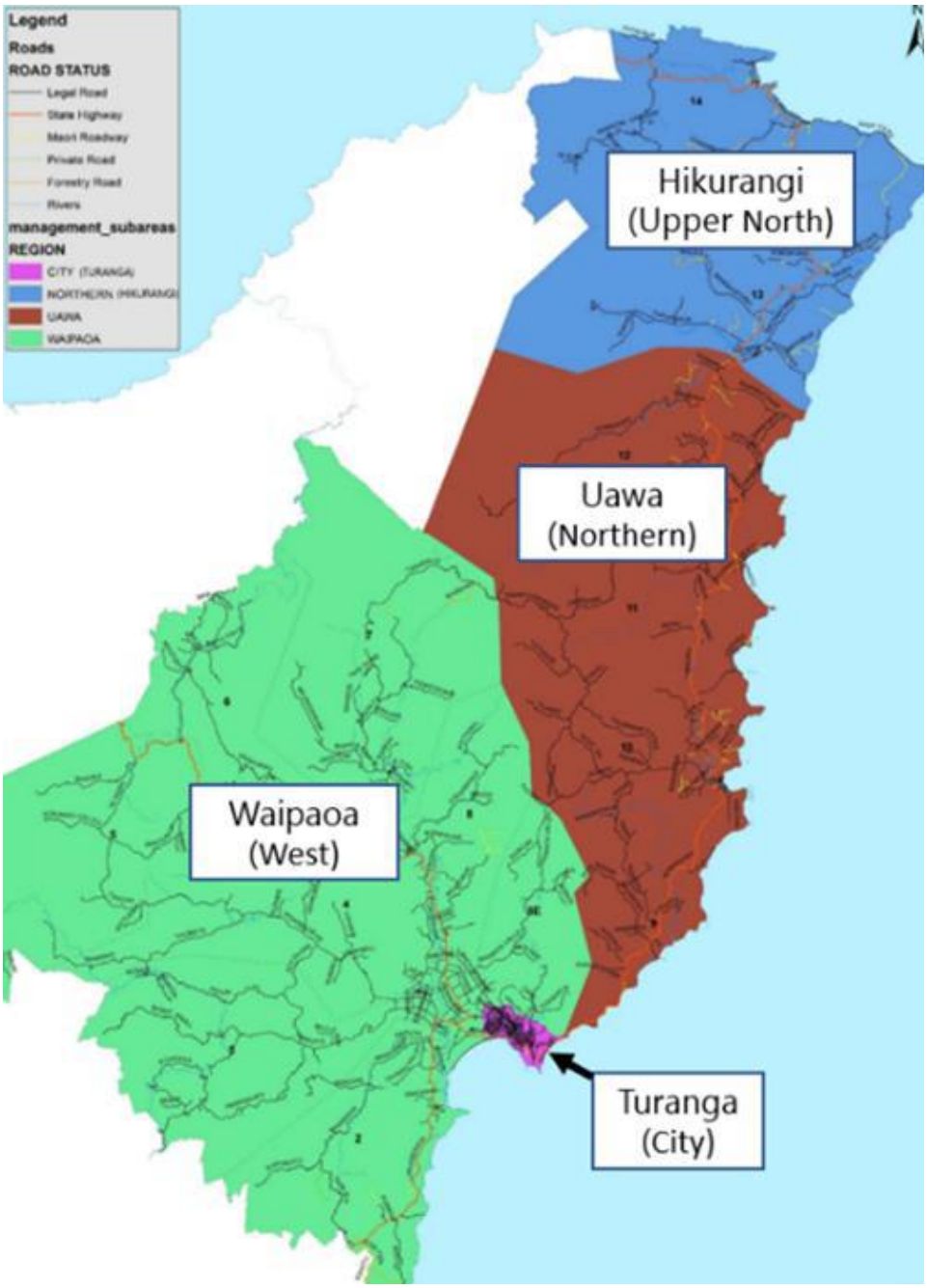
A single region-wide pavement rehabilitation and reseals programme was tendered at the same time as the four maintenance contracts - using the price quality selection method and same contract model as for maintenance. Fulton Hogan is the current contractor. In line with the focus on pothole prevention in the current Government Policy Statement (GPS), Council is tendering a new pavement rehabilitation and reseals contract for a maximum term of five years.

In the 2024-27 Regional Land Transport Plan (RLTP) period the four regional contracts are being used to deliver:

- Ongoing maintenance and operations of the local road network: $33.65 million.
- investment in resealing, rehabilitating and drainage maintenance on the local road network: $70.54 million.

Recovery work post-Cyclone Gabrielle has been tendered either through a contractor panel for physical works or the open market.

Figure 22 Current Roading MOR Contract Areas



Source: Gisborne District Council

Contract Delivery Models

Most material for this section comes from Road Efficiency Group (REG) *Road maintenance procurement: Delivery model selection guidelines* (2018)[16].

[16] Road maintenance procurement: delivery model guidelines

Delivery models are defined as a combination of contract type and features / parameters. The four major contract types are:

- Traditional.
- Performance-based.
- Alliance / collaborative.
- Framework.

These contract delivery models have a range of features and parameters, as outlined in Table 55.

Table 55 Contract Delivery Models – Features and Parameters

Model	Features and Parameters
Traditional	• Council or its consultant undertakes work programming along with design, asset management and contract administration. • The physical works contract can be developed and managed by either Council or its consultant. • Payment to the contractor is usually by measure and value based on work programme outputs set by Council • Elements of lump sum and cost reimbursable work exist where outputs are difficult to measure or risk is difficult to assess (including emergency works). • Measure and value shares risk of variable quantities between Council and contractor. Cost risk remains with the latter as the contract rates are fixed. Cost is therefore reasonably certain, if the schedule of rates is accurate. • Work activities are determined by the Council / consultant. • Items not included in the original contract scope prepared by the consultant and Council are paid as extras through variations. • Contract documents must be of a high standard before going to tender.
Performance-based	• Combines design / asset management and construction functions with the aim of optimising work / resources. • Council specifies requirements through performance indicators and material properties specifications; and the contractor is required to meet these when delivering the maintenance services. • Method of payment is usually lump sum in monthly instalments. Failure to comply with the performance indicators or to promptly rectify revealed deficiencies adversely affects the contractor's payment through a series of clearly defined penalties.

Model	Features and Parameters
	• Performance-specified road maintenance contracts (PSMCs) define the minimum conditions of road, bridge and traffic assets that must be met by the contractor. • Choice of work activities and application of technology along with the pursuit of innovation in materials, processes and management are all up to the contractor. • All work activities usually need to be included in the one contract, so the contractor can optimise the work programme and look for innovation over all activities.
Alliance	• Also combines design / asset management with construction, but Council is included as part of the alliance / collaborative agreement. • All parties aim to work collaboratively to deliver a "best for network" result. • Performance measures are developed and agreed by all the parties who operate in a positive, no blame culture. All parties also agree the specifications. • Alliance / collaborative agreements rely on efficiency KPIs combined with benchmarking - understanding cost structures of work activities and targeting genuine value for money improvements. • Council in an alliance / collaborative agreement receives a percentage of any savings made during the contract term, rather than everything going to the supplier. • The alliance / collaborative agreement payment mechanism is based on input costs, overheads and an agreed profit margin. • Once the alliance / collaborative agreement team has agreed performance measures and a work plan to achieve them, a total cost estimate is produced and independently peer reviewed using recent market rates. • The total cost estimate becomes, in effect, the Council annual maintenance budget and can be further peer reviewed by comparing it with previous years.
Framework Panel	• Divides design / asset management and construction functions making them separate sequential processes. • Council establishes panels of contractors and / or consultants based on expertise. • Then engages specific contactors or consultants as needed to match the skills and experience sought. • Appointment to the panel is mainly based on the scoring of attributes according to the skills and experience required, as determined by Council.

Model	Features and Parameters
	• Measure and value is usually the method of payment with a schedule of rates also submitted with a bid.

Source: *Road maintenance procurement: Delivery model selection guidelines*, REG, (2018)

All contract options have advantages and disadvantages which need to be weighed up when considering which may be most appropriate for a future resilience programme.

Table 56 Contract Delivery Models – Advantages and Disadvantages

Model	Advantages	Disadvantages
Traditional	• Widespread use, experience and familiarity • Direct Council participation and control, including cost control • Suitable for all sizes of contractors • Consultant enhances the Council's smart buyer capacity if needed • Council can minimise risk and has certainty provided the contract is scoped correctly • Can overcome the risk of a lack of competition using small and medium sized contractors • Flexible to changes in circumstances • Relatively simple to understand and operate	• Can be adversarial because of conflicting objectives • Large Council or consultant resource needed to administer extensive management • High transactional cost • Can result in overly conservative design specifications, if design / asset management function is included • Not suitable for very complex networks • Less incentive for innovation • All doubts and errors in documentation need to be identified by the contractor at the time of preparing the tender • Contractor can load rates when measure and value is used • Contractor unlikely to own the outcome of the work they perform • May not give contractor efficient work packages
Performance-based	• Enables Council to focus on big picture outcomes and not get distracted operationally	• Defining performance standards can be challenging • Lengthy and expensive procurement process

Model	Advantages	Disadvantages
	• Council performance expectations are clearly defined • Significant risk transfer to contractor • Potential cost certainty and savings resulting from aggregation and bundling • Can be used to engage multiple specialist suppliers • Provide a clear financial incentive for contractors to meet performance standards • Contractors are incentivised to improve their efficiency and minimise waste because they are paid at a set level for performance • Minimal transactional costs • Single point of contract and responsibility thereby removing the risk of dispute between design / asset management and contractor	• Requires extensive data for procurement and definition of outcomes • Only suited to medium to large contractors with smaller and medium sized firms as sub-contractors • Self-auditing of own work to meet performance measures • Lack of direct Council participation, control and flexibility • Change management needed as model not familiar to all • Reduced flexibility regarding funding levels and LoS changes
Alliance	• Council gains a share of any cost savings and value for money initiatives. • Direct Council participation, control and flexibility • Collaborative and non-adversarial • Provide for continuous improvement and value for money • Joint responsibility • Allow long-term strategic partnerships • Support a best for network approach • Sharing of risk rather than transfer	• More difficult to ascertain and fix contract price at outset and the total cost estimate can be set too high • Not all Councils are familiar with this procurement method, which requires a high level of Council involvement • Have been a lengthy and expensive procurement process in past but not more recently • Council can be exposed to capped cost overrun • Only suited to skilled and experienced Councils

Model	Advantages	Disadvantages
	• Usually reduce customer response times by half • Provide flexibility to handle budget and levels of service changes • Performance defined • Good for managing complex networks • Allow optimal use of combined Council / contractor resource	• Only suited to medium to large contractors with SMEs as subcontractors • May be seen as non-competitive and difficult to show any price tension • Relatively complex and require extensive coordination • Only work for a collaborative Council contractor consultant and their staff
Framework Panel	• Achieve consistency when there are a number of similar activities across a programme • Develop a long-term relationship with supplier(s) • Provide specialist skills • Effective for a large volume of work involving a number of activities • Provide a choice of suppliers for selection at short notice • Provide opportunities for a panel of suppliers to work together to provide increased value for money to Council	• Very resource intensive for Council in terms of determining work programmes, scope and coordination • Do not promise the supplier work but agree on processes for when work comes along • There is no performance framework and Council accepts all risk

Source: *Road maintenance procurement: Delivery model selection guidelines*, REG, (2018)

As can be seen above, the choice of delivery model is a trade-off between a range of factors:

- Risk versus certainty.
- Simplicity versus complexity.
- Control versus delegation.
- Stability versus innovation.
- More versus less procurement effort.
- More versus fewer suppliers.
- Collaborative versus contractual.

- More versus less quality asset information.

Council's choice of contract delivery model for the resilience programme is likely to be based on a series of "decision elements" and "attributes". Table 57 outlines key drivers, secondary drivers and characteristics.

Table 57 Drivers and Characteristics of Delivery Models

Decision Elements	Attributes

Key Drivers	• Council smart buyer capability and capacity
	• Council desire to control the work programme
	• Health of supplier market, including number of potential contractors
	• Availability of good quality network asset condition data
	• Stability of funding and LoS
	• Council appetite for:
	  o Risk management
	  o improved value for money (VfM) and continuous improvement
	  o Commercial tension
	  o A collaborative model
	  o Sustainable pricing
	• Outstanding customer care

Secondary Drivers	• Council ability to decide all requirements prior to tendering
	• Council appetite to:
	  o To appoint multiple suppliers on a skills basis
	  o For better ownership of network by suppliers
	  o Enforce the contract using performance indictors
	• Close involvement and collaboration with the work
	• Size and scale of roading network

Key Characteristics	• Required supplier capability • Ability to provide cost transparency • Good levels of governance • Growing ideas and improving innovation • Encouraging competition between local suppliers • Council or supplier succession planning • Simplicity • Method of payment • Contract duration

Decision Elements	Attributes
	• Selection process • Ability to enable clustering of services

Source: *Road maintenance procurement: Delivery model selection guidelines*, REG, (2018)

Council aspires to be a smart client which includes having:

- An improved understanding of costs that better informs decision-making processes.
- An understanding of the impact that delivery models and supplier selection criteria can have on the value of contracts.
- Robust forward work programmes that are communicated to the industry and supported by budgets that allow the work to be completed.
- Knowledge of the network to determine treatments required based on physical evidence and supported by better data as to the costs involved.
- In-house expertise that aids the decision-making process and allows acceptance of innovative solutions (with or without the involvement of consultants).
- A clear understanding of how risk is allocated and managed.
- An appreciation that lowest price does not always mean good outcomes, and being prepared to pay more can result in better whole-of-life outcomes.

Critical Success Factors for the Resilience Programme

Introduction

Based on the preferred "Balanced Reach" programme set out in this PBC, there are several critical success factors that should be considered when undertaking the next round of maintenance, operation & renewal (MOR) contracts.

Levels of Service

Future Levels of Service (LoS) for the preferred programme have been determined based on local road importance and, as such, should be reasonably stable once asset management and maintenance regimes have been established. The challenge will come if unanticipated land use changes result in alterations of local road importance and hence LoS.

The next contracts should clearly establish accessibility and availability performance standards for each LoS category and, within that, quality metrics for key tasks such as grading of unsealed roads (as these are likely to become more common) and culvert maintenance (which becomes even more important when a surface is unsealed). A need to specify outcome KPIs in relation to road safety and minimising environmental harm again reflects specific challenges of driving along, and living near to, unsealed roads. For each LoS there is a need to articulate design philosophy principles, which could include:

- Safety first: minimising risks for all users of the roading assets based on road traffic volumes and surface.
- Traffic efficiency: ability to accommodate the most appropriate size and weight of vehicle.
- Sustainability: incorporating environmentally friendly materials, stormwater management, and minimising / mitigating ecological disruption.

- Resilience to natural hazards: ability to withstand or mitigate impact of extreme weather events, earthquakes, and other hazards, ensuring long-term functionality and safety.
- Cost-effectiveness: balancing financial constraints with long-term benefits is crucial.

The resulting construction standards - including materials specification – can then be based on these LoS design principles rather than rigid engineering specifications which lack appropriate context. This approach will ensure that the risk of either under or over designing the physical works is managed.

Asset Management Maturity

A review of Council asset management practices was conducted by WSP in February 2023 based on their Asset Management Capability Assessment Model (am2c). The model assessed Council asset management practices against eight capability elements:

Table 58 Asset Management Maturity Elements

Element		Maturity Grade	Description
1	Leadership & Organisational Alignment	Establishing	Council has a periodic review of its strategic directions for land transport through the Regional Land Transport Planning (RLTP) process as well as the Strategic Case within their Asset Management Plan (AMP). However, no asset management policy or strategy links high-level organisational strategies and the AMP. Previous AMPs indicate a good understanding of asset management practices, but it needs to be clarified how it is integrated into daily activities.
2	Core Processes & Management Systems	Establishing	The Land Transport Asset Management System is not yet fully developed or documented; however, key components such as the AMP are in place. Council has some high-level organisational Asset Risk Management guidelines. No land transport asset risk management strategy or documented process is in place. However, there are some risk management components in the standard maintenance contracts Council leverages relevant industry practices and tools to understand its asset management performance, including RAMM and Te Ringa Maimoa's Transport Insights tool. However, there is limited documentation / evidence that performance monitoring is informing improvement. **Note**: *Some aspects of this capability element were not reviewed as part of the land transport activity, as they are more applicable at an overarching organisational level.*
3	Asset Management	Establishing	The current AMP documents show Council's decision-making approach, including an overview of demand, risk, and level of service, as well as their alignment with

Element		Maturity Grade	Description
	Decision Making		Waka Kotahi and Council's strategies and objectives. However, there is limited optioneering and detail of asset lifecycle strategies. Lifecycle costing is not always taken into account in decision-making.
4	Capital Planning & Delivery	Establishing	Council reviews capital projects as part of the Long Term Plan (LTP) process every three years to prioritise capital projects. However, there is no formal investment decision-making framework, so the prioritisation criteria and methods are unknown. Capital expenditure categorisation happens through Waka Kotahi Work Categories (WCs). Costs are being captured, and supply options and procurement processes exist. There is no evidence that financial impact factors are considered (e.g. Net Present Value (NPV) analysis for renewals or Benefit Cost Ratio (BCR) for improvements).
5	Maintenance Planning & Delivery	Establishing to Competent	The condition of the assets is being recorded and monitored on RAMM /Pocket RAMM, but there is no process to initiate corrective actions. Proactive maintenance is carried out through Forward Work Plan. There is a Maintenance intervention strategy in place.
6	Operations & Business Continuity	Establishing to Competent	There are strategies to prioritise operations and update the procedures through Maintenance Intervention Strategies. However, it is not clear how Council responds to incidents and prepares preventative actions based on incident investigation reports. Contractors primarily handle incidents, and Council has not much visibility on their procedures. There is an organisational Business Continuity Plan, but it is not clear how much detail it provides for asset operations. The operations team is not fully involved in the process of asset management planning. There is limited collboration between teams in developping and implementing asset management practices.
7	Digital Assets & Information	Establishing to Competent	Reliable data is captured and maintained regarding asset inventory, replacement costs, remaining life, etc. Asset criticality data or asset drawings / plans / BIM do not exist. Data governance, stewardship, and reporting are not clearly defined. According to Te Ringa Maimoa, the overall data quality score is 70%.
8	Roles & Resource Capabilities	*Not Assessed*	*This capability element was not reviewed as part of the land transport activity, as it requires review at an overarching organisational level.*

Source: Gisborne District Council, Activity Management Plan, 2024-27

Results showed that for most capability elements, Council's asset management maturity is at the "Establishing" level, with some areas progressing towards "Competent". Table 59 sets out priority tasks, which are in progress:

Table 59 Asset Management Maturity Priority Tasks

Tasks (from high to low priority)		Description	Benefit
1	Asset Management Policy & Strategy	Develop an Asset Management Policy outlining the fundmental principles by which Council will manage its assets, which is endorsed by senior leadership. Develop an Asset Management Strategy documenting Council's long term strategic approach to asset management, including: asset management objectives, key stakeholders, roles and responsibilities for asset management, investment decision-making criteria, asset management system requirements and roadmap for improvement. Council has the majority of this in various existing documents; however, Council would benefit from pulling this together in one place.	These documents give asset management leaders and teams a clear direction for asset management practice and expectations for their role in the Council's asset management practices.
2	Consistent Decision-Making	Review Council's current investment decision preferences and establish a formal Investment Decision Making Framework (IDMF). Evaluate the decision processes for fairness, transparency, repeatability, and robustness. Implement the IDMF to prioritise projects/activities and support your decisions with facts. Capital expenditure evaluation needs to be supported by financial impact factors (e.g. Net Present Value (NPV) analysis for renewals or Benefit Cost Ratio (BCR) for improvements).	When decision-making is consistent and transparent, it leads to more robust and effective decision-making across all service areas. It will help to prioritise what Council invests in practically.
3	Risk management	Further develop the "Infrastructure Asset Management Strategic Risk	Having a clear risk management approach

Tasks (from high to low priority)		Description	Benefit
		and Assurance Map 2020", which is a one-pager risk bowtie to establish a land transport asset risk management strategy. Ensure that it is integrated into your investment decision-making process as well as planning and operations procedures.	demonstrates that Council is acting appropriately to anticipate risks; assess risks; avoid excessive risk; embrace necessary or desirable risks with appropriate safeguards; that its response to risk, whether by insurance, control measures or avoidance, is proportionate and effective; that responsible staff are equipped to take risk-based decisions with confidence; and that we are intelligent in applying our risk appetite.
4	Asset Criticality analysis	Conduct a comprehensive asset criticality analysis, document the results, and share them with relevant stakeholders. The results should inform Asset Management Strategy and Asset Management Plan. It can also be used in Investment Decision-Making.	Understanding asset criticality is essential, as assets support the core services provided by Council, but not all assets have the same impact on service provision, should they fail. To assist in targeting improved asset management efforts, the criticality of an asset, relatively to another asset, must be assessed.
5	Improvement planning	Continuously identify the strengths and weaknesses of the current plans and processes and make improvements. Ensure that improvement recommendations that you receive from Waka Kotahi and Te Ringa Miamoa are fully addressed and considered in future plans. Ensure that performance monitoring is used to develop formal improvement plans.	Overall, improvement planning can help Council to achieve their goals, increase efficiency, and foster a culture of continuous improvement. Through a systematic process of identifying areas for improvement, and developing action plans, Councilcan proactively address issues and optimise asset performance over their lifecycle.
6	Lifecycle Management	Asset lifecycle management must be at the centre of any AMP. Council is using lifecycle management approaches in some areas, for example using dTIMS for pavement lifecycle management. However, it needs to be clear how lifecycle	Lifecycle management approaches, including lifecycle cost analysis, ensure sustainable long term outcomes for Council. All costs and impacts are accounted for over the life of an asset, so you can effectively avoid

Tasks (from high to low priority)		Description	Benefit
		management and cost analysis impacts the asset management decision-making processes. Adopt a lifecycle cost approach and demonstrate how asset management practices are going to consider assets' cost in their various periods of the lifecycle (i.e. Acquisition, Operation, Maintenance, Renewal, Disposal)	surprises and reduce financial risks.
7	Internal Collaboration	There is limited input from the Operations team in the development of AMPs. Collaborating with all teams, especially the operation team, is integral in asset management planning. Involve the Operation team in the process of asset management planning at all stages.	Asset Management is an organisation-wide approach to utilising assets in the most efficient and effective way. Among other teams, the operation team's involvement in asset management planning will ensure that the plans and directions are feasible and consistent with the realities on the ground.
8	AMP implementation	Further develop AMP with more detail to include activities and routine operations, roles and responsibilities, performance metrics and KPIs and a monitoring and reporting system.	Although having an AMP is essential, ensuring that the plan is going to be implemented is even more crucial in achieving the objectives of the plan. It also provides feedback to improve future AMPs.
9	Data & Tools	Data and information are foundational to asset management processes. Establish a data governance framework highlighting the processes, standards, roles, stewardship, reporting etc., in collecting, storing and sharing asset data.	When data and information are complete and updated regularly, it is more likely to get used in decision-making. It also means that if/when staff changes occur, there is no loss of organisational knowledge and information because the information is not stored and managed appropriately. Having a clear and comprehensive data governance framework will enhance data security, clarity, and usability.

Source: Gisborne District Council, Activity Management Plan, 2024-27

These opportunities for improvement have provided Council with general direction on how to develop its asset management practices, in preparation for implementing the resilience programme through the next contracts. Items such as improved approaches to asset criticality and risk could influence Council considering an alternative contracting model to the traditional measure and value approach.

Reactive to Proactive Investment

By its nature reactive maintenance work can be hard to plan for and means that resource allocation is less than optimal, which feeds through into overall efficiency and value for money. The challenge is compounded by issues such as poor quality locally available materials (especially aggregate), multiple competing priorities and a very large rural network with long journey times to get anywhere.

A much greater emphasis on planned proactive asset investment should enable greater certainty for both Council and contractors about:

- How much work there is likely to be (although this is always dependent on funding).
- Where the work will take place, and where it won't.
- When the work will be needed.
- How to plan for maximum time on site (versus travelling to get there).
- Priority interventions for short, medium and long term.
- Type of work required to bring assets up to standard.
- What the work should cost (recognising that there may be unforeseen challenges such as ground conditions).

The four area-based maintenance contracts are currently separate from the single regionwide renewals / rehabilitations contract. A key consideration will be whether to retain that structure or combine into one or more Maintenance, Operations, Renewals and Rehabilitations (MORR) contracts.

Contract Geography

The resilience programme will see a change to levels of investment across the four current maintenance contract areas, with a higher proportion of funding going into Gisborne city (Turanga) and the central section of the district (parts of Uawa and Waiapoa). Hikurangi is likely to see a reduction in total funding, with investment concentrated on the most important economic routes.

Areas with lower future investment levels will, if anything, become even more important from an efficiency and effectiveness perspective – as every dollar must deliver positive economic, social, cultural and environmental outcomes.

Within all contract areas there is a need to optimally locate staff resource and equipment to minimise length of time taken to get to site and set up necessary temporary traffic management. A long-term view of the work programme and priority investment geographic areas should enable optimal depot and out-station location(s) to be identified. There is, however, also a need to maximise agile responses where unplanned emergency works are required. This may involve designation of mobile rapid-response crews and equipment, especially if potential adverse network impacts are forecast in advance.

Innovation

Innovation – the process of creating value from ideas – is an essential ingredient for the future resilience programme. The current situation – waiting for the next severe weather event and undertaking emergency repairs after it – needs to be developed into a risk-based programme management approach based on understanding of asset need. Innovation comes with identification of land use interventions which, where possible, tackle the sources of risk which may be well away from the roading network, high in the region's hill country. Where this approach is not practical or effective, innovation in the design process should be used to identify cost-effective solutions without always sticking to a rigid specification.

Table 60 summarises several technology and innovation developments in roading maintenance which could have applicability to the preferred resilience programme:

Table 60 Possible Technology and Innovation Developments in Roading Maintenance

Development	Description
Sensors and real-time monitoring	Sensors can detect surface changes, such as the formation of cracks or potholes, and send alerts to maintenance authorities. The speed and automation of detection enables a quick and efficient response to repair damage before it becomes a major problem. Costs are minimized and in parallel the good condition of the road is optimised.
Advanced construction materials	More durable asphalt mixes that are resistant to extreme weather conditions are now being used. In addition, some materials have self-healing properties, they can self-manage when small cracks occur, significantly extending the service life of the road.
Drones and robotics	Use of drones and robots for road inspection and repair is gaining market penetration. Drones can fly over large areas and capture detailed images of the road surface, quickly identifying areas in need of repair. Robots, meanwhile, can perform maintenance tasks with precision and efficiency, reducing the need for human intervention and improving worker safety.
Smart-roads	Smart-roads are currently one of the most advanced innovations in road infrastructure maintenance. These roads are equipped with technology that enables communication between vehicles and infrastructure, providing real-time information on traffic conditions, weather and potential hazards. Some outstanding features of smart roads include: Intelligent lighting systems can automatically adjust according to ambient light and the presence of vehicles, improving visibility and reducing energy consumption. In addition, some lights can change colour to alert drivers to impending hazards or changes in road conditions. Temperature and humidity sensors installed on smart roads can detect adverse weather conditions, such as ice or snow. These sensors send alerts to drivers and activate heating systems built into the road to melt ice, reducing the risk of accidents.

Development	Description
	Integration of wireless chargers for electric vehicles. These chargers are embedded in the road surface and allow electric vehicles to charge while on the move, eliminating the need for frequent stops to recharge and encouraging the use of sustainable vehicles.
Photovoltaic	Photovoltaic pavements are an innovation under experimentation and development that combines energy generation with road maintenance. These roads are covered with solar panels that can generate electricity from sunlight. Energy generated can be used to power lighting systems, sensors and other devices, turning roads into sustainable energy sources.
Using artificial intelligence and big data	Artificial intelligence (AI) and big data are transforming the way roads are managed and maintained. By analysing large volumes of data, authorities can accurately predict when and where repairs will be needed. AI algorithms analyse data from sensors, cameras and other devices to identify patterns and trends, optimizing maintenance processes and improving road safety.
Pavement recycling technology	For years, pavement recycling for road maintenance has been improving. This technology reuses material from old roads to build new ones, reducing the need for natural resources and minimizing waste. Recycled asphalt is not only more sustainable, but can also be more durable and resistant to adverse weather conditions. Pavement recycling itself is not a current innovation, as it has a long history. However, improvements in the recovery and recycling processes have been incorporated.
Intelligent traffic management systems	Intelligent traffic management systems use advanced technologies to optimise traffic flow and improve road safety. These systems can include intelligent traffic lights, dynamic signalling and early warning systems that inform drivers of congestion, accidents or dangerous conditions. By improving traffic management, travel time, fuel consumption and pollutant emissions are reduced.

Source: Innovations in Road Maintenance: Towards a Safer Future - Openvia

It will be important for future maintenance contracts to consider the extent to which these or other innovations can make a significant difference to both cost-efficiency and service provided to the travelling public.

Collaboration and Competition

Public sector clients and private sector consultants / contractors bring complementary perspectives, experience and skills which can be harnessed for the collective good – delivering genuinely resilient roading networks for the region's communities.

Both sectors also have specific needs:

- Public: to deliver maximum value for funding raised from ratepayers and road users, including a competitive market for roading contract work.

- Private: to earn an acceptable return (profit) on resources deployed (including staff, equipment, intellectual property and capital).

The view that these two needs are completely opposed can result in roading contracts and ways of working which are adversarial in nature, with each side trying to maximise its position at the expense of the other. In such situations, neither side generally receives maximum satisfaction and so collaborative contracting models have become much more common in recent years.

A challenge with collaborative contracting models is that they can become a "winner takes all" situation, which freezes out other suppliers and reduces competitive tension (potentially leading to overcharging and complacency).

NZTA is tendering 17 ten-year "Integrated Delivery Contracts" (IDCs) which aim to provide certainty around a pipeline of work, which enables contractors to plan where to allocate resources and training. IDC contracts include "contestable work" - tasks that can be competed for by different "directory" companies other than the incumbent IDC supplier. In theory this ensures that no single company has control of all the work, allowing others to bid to offer the same service, often to try to do it better or at lower cost.

The IDC holder will be allocated the majority of "potentially contestable" work at the start of the contract tenure. However, a percentage of this work will be held "at risk" based on performance. If the IDC holder underperforms, the "at risk" component will be made available to the directory companies. Conversely, if the IDC holder demonstrates outstanding performance, some contestable work may be directly awarded to them.

Integrated delivery implies closer collaboration among various stakeholders – almost working shoulder-to-shoulder. However, as the client NZTA intends to provide firmer direction in strategic asset management - deciding what work needs to be done on the network and when. Delivery of work aims to be more collaborative, involving NZTA and contractors working together to optimise programmes and ensure efficient, effective delivery.

NZTA will lead programme management to align and sequence all activities – whether undertaken by the IDC supplier, directory suppliers, third parties, or capital projects. This approach aims to optimise network use and minimise customer impact.

NZTA's 2025 procurement framework represents a significant shift towards collaboration and performance-based outcomes, with clear roles for both core and contestable work. This framework seeks to balance efficiency, innovation, and effective delivery while maintaining flexibility to adapt to regional needs and contractor performance.

The Transport Rebuild East Coast (TREC) Alliance was set up to plan, organise and deliver much of the recovery and rebuild work needed on the highway and rail networks in Te Tairāwhiti and Hawke's Bay, in conjunction with local businesses and contractors.

TREC Alliance members include NZTA, KiwiRail, Downer, Fulton Hogan and Higgins. The Alliance works alongside local businesses and contractors and has a pool of skilled and experienced contractors, consultants and suppliers who understand both road and rail building and the East Coast whenua. TREC is complementing – not replacing – existing resource within the region, using an "East Coast first" philosophy for physical works, with specialists from other regions brought in as required.

Views expressed by various stakeholders during production of this PBC suggest TREC has done a very good job of liaising with Treaty Partners and local communities to ensure they are kept fully informed around progress and impacts of the recovery work.

The IDC and alliancing approaches will be important to consider for future MOR contracts in Te Tairāwhiti, although this will need to be balanced against the need to keep things simple where this makes sense. Some contractors take the view that simplicity – based on traditional measure and value contracts – can work very well by promoting healthy market competition, and does not necessarily work against collaboration.

Conclusions

This Commercial Case has set out to raise awareness and discuss possibilities in relation to future MOR contracts, without prescribing any preferred approach which would, in any case, require a more detailed programme of work.

Council is using the 2023 asset management maturity assessment to build up both capability and capacity, all of which is predicated on robust data.

A key challenge will be to ensure that a right-sized capital renewals and improvements deliver resilience improvements which enables roading maintenance programmes to undertake work at the right time, and to the necessary specification. The preferred option therefore focusses more on proactive planned maintenance and aims to remove the "break-fix" approach that is currently necessary.

As set out in the Management Case below, the period up until the next RLTP and LTP in mid-2027 represents the opportunity to establish the priority activities and projects for inclusion within the programme and its constrained funding envelope. Emerging packages of work – with a much greater emphasis on proactive asset management and renewal – will therefore shape the contract options and desired outcomes.

The contract delivery model options and key critical success factors outlined in this Commercial Case provide a sound basis for moving forward.

Management Case

Introduction

The Management Case sets out how the preferred Balanced Reach roading network resilience programme should be delivered, and the key activities required. A shift from reactive and emergency maintenance to a more planned and proactive one will require a different set of skills and capabilities amongst Council, consultants and contractors.

Project Management Methodology

The resilience programme will adhere to the Council Project Management Methodology, which includes the following fundamentals:

- Continued business justification: A project must make good business sense. There needs to be a clear return on investment, and use of time and resources should be justified.
- Learn from Experience: Project teams should take lessons from previous projects into account. A lessons log should be kept updated for this purpose.
- Define Roles and Responsibilities: Everyone involved in a project should know what they and others are doing. This includes knowing who the decision makers are.
- Manage by Stages: Difficult tasks are better off broken into deliverable chunks, or management stages.
- Manage by Exception: A project running well does not need a lot of intervention from managers. Project governors is only informed if there is, or might be, a problem.
- Focus on Outputs: Everyone should know ahead of time what is expected of the output. Output requirements determine work activity, not the other way around.
- Tailor to the Environment: The methodology can be scaled and tailored. The project framework must suit the project's environment, size, complexity, importance, capability and risk. Each project should identify how to best utilise the framework to help rather than hinder project delivery.

Programme Management Plan

A detailed Programme Management Plan (PMP) should be developed to control and track progress and delivery of constituent projects and resulting outcomes. The PMP describes how, when and by whom a specific project, milestone or set of targets will be achieved. This includes detailed analysis of how identified programme targets, milestones, deliverables and products will be delivered to timescales, costs and quality.

The PMP will include:

- Explanation of the grouping of projects and major activities into tranches and the points at which end-of-tranche reviews will take place.
- Overall programme schedule showing the relative sequencing of investment tranches and projects.
- Content of investment tranches to maximise benefits.

- Dependency network illustrating project input and output relationships.
- Cross-reference to the risk register to explain any planned mitigation activities.
- Risks and issues referenced during planning.
- Transition planning information and schedules.
- Programme level management activities required to implement the monitoring and control strategy.
- Estimated effort and costs associated with the programme.
- When business cases for key projects in the programme (or tranches) will be delivered.

Indicative Key Milestones

Next steps will be expanded upon in the Programme Management Plan. Indicative and immediate key milestones and deliverables include the following:

Table 61 Key Milestones

Key Milestone	Estimated Timing
PBC endorsed by Council	26 June 2025
Peer review of PBC document	July 2025
Business case assurance	July 2025
Programme mandate approved	August 2025
Programme steering group terms of reference approved	August 2025
Senior Responsible Owner appointed, and terms of reference approved	August 2025
PBC approved by Council	14 August 2025
Programme governance structure established	August 2025
Establish programme team and procure resources	September 2025 onwards
Commence work on asset management plan, including: key supporting policies (abandonment & reversion), user pays funding model and TRMP integration	October 2025
Commence programme and project management collateral development	October 2025
Community engagement on programme development	Ongoing

Governance

The Roading Network Resilience Programme will be governed in accordance with the Council Project Governance Framework.

At the political level, investment prioritisation will be undertaken by:

- Regional Transport Committee (RTC) – as part of the RLTP.
- Council and its various committees – as part of the LTP.

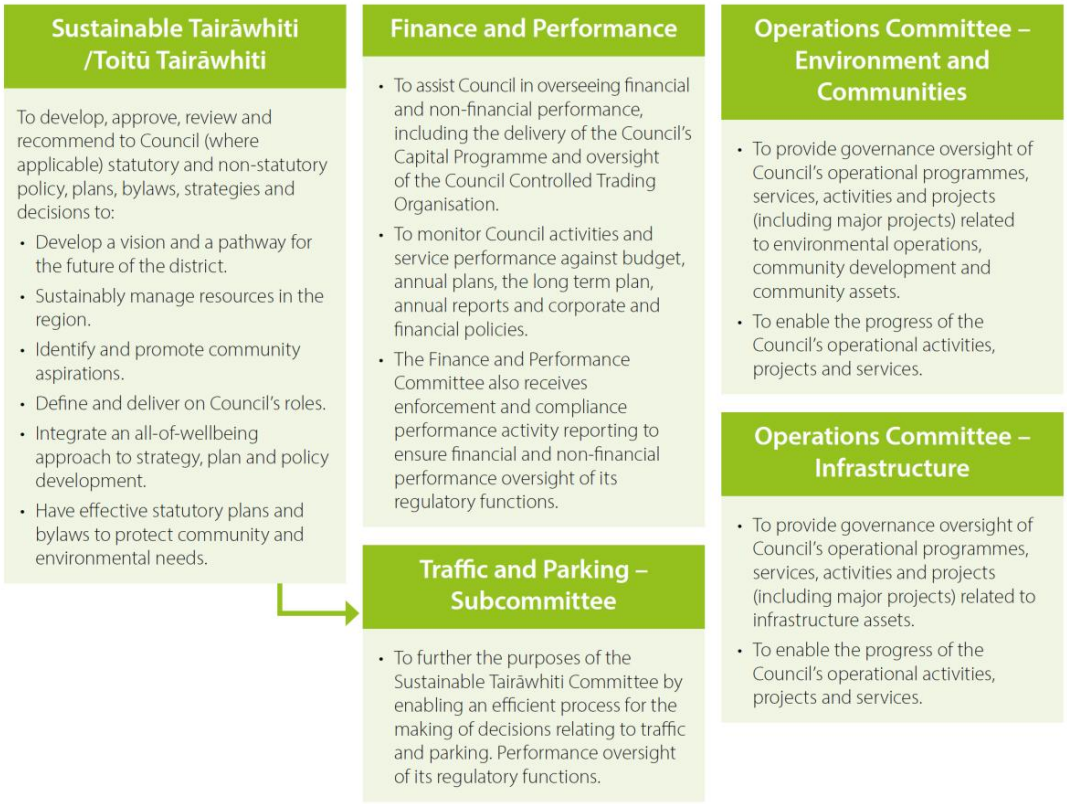
Under section 106 of the Land Transport Management Act 2003, the purpose of the RTC is to:

- Prepare a regional land transport plan, or any variation to the plan, for the approval of the Council
- Provide the Council with any advice and assistance requested in relation to its transport responsibilities.

Roading network resilience will be a major part of future RLTP objectives, policies, actions and programmes. The RTC will therefore have a critical governance role to play, bringing together Council, NZTA and other members.

Figure 23 shows the Council Committee structure:

Figure 23 Council Committee Structure



Source: Gisborne District Council

The Operations Committee – Infrastructure will have governance oversight of the resilience programme. The other three main committees all have a significant interest in how the roading network delivers both financial and environmental sustainability.

The Local Leadership Body is a statutory body established as a permanent joint committee of the Council under the Ngai Tāmanuhiri Claims Settlement Act 2012. Its purpose is to:

- Contribute to the sustainable management of the natural and physical resources in the LLB area for the use and enjoyment of present and future generations while recognising and providing for the traditional relationship of Ngai Tāmanuhiri, Rongowhakaata, and Te Aitanga a Māhaki and affiliates with their ancestral lands, water, sites, wāhi tapu, and other taonga
- Enable individuals and communities within the LLB area, as resources allow:
- To provide for their social, economic, and cultural wellbeing
- To achieve improved outcomes in respect of the environment.
- To ensure that the Council is appropriately informed of its statutory obligations within the LLB area, including obligations in respect of Te Tiriti o Waitangi arising under the Local Government Act 2002 and the Resource Management Act 1991, and any other relevant laws.

Other committees likely to have an interest in the roading resilience programme include:

- Risk and Assurance.
- Civil Defence Emergency Management (CDEM).

At officer level, a new Programme Steering Group (PSG) will focus on the health and viability of the entire roading network resilience programme. Meeting every two months or so, the PSG will take a strategic view to decision making and focus heavily on stakeholder engagement and the viability of the Programme. Benefit management will also be a core focus of this steering group, so that this can be easily communicated to all stakeholders affected. The PSG will also serve to address medium-to-high risks and issues which are beyond the scope of project governance to address. Indicative membership of the PSG is identified below. This will be explored and confirmed in greater detail post approval of this document.

Indicative Programme Steering Group membership:

- **Senior Responsible Owner:** Director of Community Lifelines.
- Iwi representative.
- Communications and stakeholder lead.
- Change management lead.
- Finance lead.
- Journeys technical lead.
- Asset planning lead.
- External representatives as required.

- Supporting membership: Programme manager.

Each resilience intervention tranche or project will require its own bespoke Project Control Group (PCG) which will report to the PSG. The membership, tolerances and change control will be explored in the PCG terms of reference.

Indicative Project Steering Group membership:

- **Chair:** Programme manager.
- Iwi representative.
- Communications and stakeholder lead.
- Change management lead.
- Finance lead.
- Journeys technical lead.
- Asset planning lead
- External representatives as required
- *Supporting membership:* Project manager and project co-ordinator.

The following artefacts will also serve as the foundation for the Programme Steering Group conversations and be frequently reviewed to ensure risks are mitigated and health of the Programme is intact. This includes:

- Programme Management Plan, including embedded Resource Plan.
- Risk Management Plan.
- Benefit Realisation Plan.
- Stakeholder Plan.
- Communications and Engagement Plan.
- Dependency Plan.
- Quality Assurance Plan.
- Master Schedule.

Benefits

Undertaking a project and investing in change, should result in benefits of some kind. Benefits can be considered as the return on investment (ROI) in undertaking any project within the programme. Assessing contribution of benefits to organisational outcomes is also a way to align initiatives with the RLTP and LTP.

Benefits management is vital to ensure that programme investment achieves the investment objectives. This involves articulating benefits expected from the programme, how it will be known that benefits are achieved, and assessment of what has eventuated versus what was planned. Managing benefits extends beyond the lifecycle of a project, therefore requiring a structure that survives long after the work has been completed.

The following table summarises anticipated benefits, which will be fully investigated and expanded upon in a full programme Benefits Realisation Plan. This will include obtaining robust baseline data and making a forecast.

Table 62 Anticipated Programme Benefits

Benefit	Owner	KPI Descriptions	Baseline	Forecast
Targeted network investment – 40%	Chief Executive	• Prioritised and strengthened critical assets • Essential transport routes kept open, or re-opened quickly after closure • Boost community and investor confidence with reliable transport links • General local jobs and business opportunities, retaining investment in the local community	To be explored in Benefit Realisation Plan	To be explored in Benefit Realisation Plan
Affordable resilient transport routes – 25%	Chief Executive	• Enhanced priority for high value, vulnerable transport routes • Improved long term availability of essential transport routes and lifeline nodes for social and economic purposes • Greater financial viability through proactive asset management instead of emergency repairs		
Value for money investment decision making – 35%	Chief Executive	• A thorough understanding of the social and economic value of transport routes • Maximising investment impact by enhancing resilience of key lifeline routes at optimal times • Ensuring access through targeted		

Benefit	Owner	KPI Descriptions	Baseline	Forecast
		maintenance and renewals to minimise road closure risks		

Disbenefits

The preferred programme will result in a reduction in the LoS for certain areas and communities, and these dis-benefits will need to be communicated and monitored through the Benefit Realisation Plan. Indicative disbenefits may include the following:

- Reduction in access to certain areas due to changes in LoS.
- Certain journey times may take longer following changes in LoS.
- Decreased public and business perception because of poor network resilience.
- Reduced business confidence in the resilience in the network due to reprioritisation of funding.
- Concerns pertaining to the health and safety of the network due to reduced LoS (including more unsealed).
- Some areas may become unliveable forcing the local population to consider relocation. The Council may be required to absorb the funding cost to support relocation.

Risk Management

Risk management provides coordinated activities which identify and control programme risks. The risk management process will create visibility of the programme risks (including assumptions and uncertainties) by describing consequences to be avoided or opportunities to be pursued. The risk management process also allows for targeted mitigations and risk owners to be allocated.

Table 63 provides an indicative assessment of key programme risks. Upon establishment of the programme team, regular risk meetings should be held to ensure sufficient controls are established and escalated accordingly to governance. Key risks and mitigation steps will be captured in a full programme Risk Management Plan.

Table 63 Key Programme Risks

Description	Implication	Severity	Mitigation	Owner	Status
IF public stakeholder concern about reduced LoS is not addressed THEN this will create exceptional opposition to the Programme	**AS A RESULT** this will have direct implications for Council reputation and ability to deliver the projects within the programme.	**CRITICAL**	The following mitigation strategies will be adopted: • Procure dedicated stakeholder engagement and change support • Ensure dedicated iwi / hapu engagement support • Dedicated community conversations on programme changes and LoS.	Senior responsible owner	Open
IF the Programme does not establish sufficient programme management controls, systems and processes THEN this will result in inadequate investment controls and weaken investment decision making	**AS A RESULT** the ability to manage and mitigate risks, manage stakeholders, and prioritise investments will be weakened and ultimately result in a delayed Programme and damage the Council reputation and trust in the Programme	**HIGH**	The Programme will develop the following: • Programme Mandate • Programme Governance Terms of Reference • Project Governance Terms of Reference • Programme Management Plan (refresh) • Benefits Realisation Plan	Senior responsible owner	Open

Description	Implication	Severity	Mitigation	Owner	Status
			• Dependency Management Plan • Quality Assurance Plan • Stakeholder Engagement Plan (refresh) • Risk Management Plan		
IF the Programme is not sufficient resourced with subject matter experts, including programme management and change resources THEN this will undermine the ability to engage with the community on proposed changes	**AS A RESULT** this will delay the delivery of the Programme and undermine community trust in the proposed changes and complicate efforts to communicate the changes in LoS.	**HIGH**	The following mitigation strategies will be adopted: • Iwi engagement lead • Stakeholder & communications lead • Change management lead	Senior responsible owner	Open
IF clear Programme – to – Project Governance is not established THEN this will weaken the decision-making process	**AS A RESULT** this will compromise the Programme prioritisation process and delay delivery of benefits. This will ultimately result in a reduction in community trust on the	**HIGH**	The following mitigation strategies will be adopted: • Programme steering group terms of reference • Project steering group • Senior responsible owner terms of reference	Senior responsible owner	Open

Description	Implication	Severity	Mitigation	Owner	Status
	proposed changes.		• Prioritisation process		
IF the region experiences another extreme weather event and damages core infrastructure THEN this will increase the requirement for emergency works intervention and funding	**AS A RESULT** this may further complicate or reduce the funding available for the programme, further requiring reassess of Levels of Service (LoS).	**HIGH**	The following mitigation strategies will be adopted: • Dedicated emergency funding reserve • Consider closing part of the network in event of an extreme weather event.	Senior responsible owner, Chief Financial Officer	Open
IF a reduction in the LoS result in an increase in Health & Safety (H&S) THEN this may increase the probability of harm and/or injury on those routes.	**AS A RESULT** the Council may be exposed to potential H&S legal implications and severe reputation damage.	**HIGH**	The following mitigation strategies will be adopted: • Unsealed road maintenance programme is kept up to date to mitigate H&S events • Public information campaign to affected members of the community on how to drive on an unsealed road.	Chief Executive	Open
IF the region experiences a reduction in funding THEN this will weaken the ability to maintain the	**AS A RESULT** this may result in a further reduction in the LoS across	**HIGH**	The following mitigation strategies will be adopted: • Engagement with industry and/or	Chief Executive	Open

Description	Implication	Severity	Mitigation	Owner	Status
resilience and safety of the network	the regional network.		commercial providers to illustrate how key economic corridors will continue to be maintained.		
IF the Programme is not supported by an Asset Management Strategy THEN the ability to maintain the health and resilience of the network will be reduced	**AS A RESULT** the Council will continue to be reactive in its climate change and resilience strategies, subsequently exposing the population to risk	**HIGH**	The following mitigation strategies will be adopted: • Development of a Regional Asset Management Strategy and supporting Plans to illustrate how the network health will be maintained	Chief Executive	Open
IF the benefits of the Programme cannot be proven and/or easily communicated THEN this will complicate engagement with the region and weaken investment prioritisation	**AS A RESULT** the ability to prioritise investments with confidence will be undermined, delay decision making and ultimately undermine the Council reputation	**HIGH**	The following mitigation strategies will be adopted: • Benefit Realisation Plan	Programme Manager	Open

Issues

The Programme has identified the following issues – either risks which have materialised or risks which are planned to come into fruition.

Table 64 Key Issues

Issue description	Implication	Severity	Mitigation	Owner	Status
The Council has a short period of time (two years) to establish the Programme, allocate funding and deliver the first tranche of projects.	If the Programme is delayed beyond two years then the options assessment will need to be reassessed. This will require another round of stakeholder consultation and further delay delivery	**HIGH**	• Establish and implement the recommendations as per the PBC, including allocation of necessary resources and collateral.	Chief Executive	Open
There is currently no permanent programme and project level governance established.	A lack of programme governance will result in sub-optimal decision making and disjointed investment prioritisation. This will weaken community trust in the Programme and undermine the ability to garner support for the proposed changes.	**HIGH**	• Noting the complexity of stakeholder relations and dependencies within the programme, establishment of clear Programme Steering Group terms of reference is critical to mitigate risks and to allocate resources accordingly.	Chief Executive	Open

Stakeholders

The following table summarises (at a high level) key stakeholders and their likely interests:

Table 65 Key Stakeholders

Key Stakeholder	Likely Interest
NZTA	Co-investor in the land transport system and operator State Highways, which make a up large part of the travel demand in the region.
Ministry of Transport	Responsible for strategic policy settings and advice to Ministers.
Neighbouring councils	Reliant on the transport system for cross-border personal and freight travel.
Other government departments and agencies	Reliant on the transport system for personal travel associated with their service provision – including education, social development and health. Ministry of Environment has direct interest in relationship between transport, spatial planning and environmental assets.
Mana whenua	Communities are reliant on the transport system to access cultural sites / activities, as well as the wider functions outlined immediately below. Direct interest through ownership and management of land and natural resources, especially water.
Local communities	Reliant on the transport system to access employment, services and facilities – as well as basic supplies such as food, fuel etc.
Transport operators	Reliant on the transport system to transport freight and passengers (including trucking firms, delivery companies and bus operators).
Primary industries	These are industries which generate demand for travel and have significant reliance on a resilient roading network, both for getting produce to market and ensuring people can access their place of employment.
Utility companies, including power, water and telecommunications	Require good access to their assets via the roading network, which are often located very close to it.
Civil defence organisations and community representatives	The roading network provides the basis both for emergency access through resilient lifeline routes and also

Key Stakeholder	Likely Interest
	a focus for emergency recovery work to re-open routes closed due to severe weather or other incidents
Economic development organisations, including Trust Tairawhiti	Performance of the roading network and its ability to support current and future economic activity
Lifeline nodes, including port, airport and hospital	Performance of the roading network and its ability to support continued access, especially during instances of severe weather

A dedicated Stakeholder Management Plan will be developed by the Programme team to further articulate these interests and programme responses.

Communications and Engagement Plan

Sections 78, 81 and 82 of the Local Government Act (LGA) 2002 require Council to carry out consultation for decision-making in the following circumstance:

- When Council makes significant decisions, to give consideration to the views and preferences of affected people.
- When undertaking consultation, to do so in accordance with the principles of consultation in the Act.
- Māori must have the opportunity to contribute to decision-making.

Council's consultation and community engagement focus is an important function as the greater the participation levels, the more likely that well-informed decisions will be made.

The Communications and Engagement Plan will outline how Council continues to engage iwi, hapū, community and other stakeholders to inform development of the detailed roading resilience programme. This PBC provides a prioritisation and decision-making framework, and does not propose specific investments (i.e. projects). The detailed programme – to be developed over the next 12-18 months will feed into the next RLTP and LTP, which will be subject to extensive and ongoing engagement with stakeholders and communities. Both documents will be operative from July 2027, and this can be considered as the formal start of the programme delivery phase.

The Communications and Engagement Plan will function as a living document and be refined as risks are further understood, new stakeholders identified and / or the Programme is established. The Plan will outline where further stakeholder engagement is required, as issues and risks emerge, and when circumstances could require a change of approach.

The Communications and Engagement Plan will be a key resource for discussion and action at the Programme Steering Group (PSG).

The engagement objectives of the Programme are to:

- To enable tangata whenua (whānau, hapū and iwi), stakeholders and the community to contribute to development of prioritised investment projects to address transport resilience challenges.
- Work with industry representatives to identify opportunities for co-funding of roading resilience improvements or other interventions such as temporary road closures during the winter season / severe weather.
- To ensure broad understanding amongst the public of what the resilience programme will be able to address, and what it won't.
- To receive meaningful feedback from an informed community as to LoS priorities for future transport network resilience investment, recognising the need to make tough decisions in a constrained funding environment.

The immediate investment priority for the PBC, is future resilience of the transport network. This will require a collaborative approach to understand and develop a plan for effective options within the constraints of:

- Technically feasibility.
- Environmental impact.
- Culturally sensitivity.
- Financial reality.

From the stakeholder perspective, resilience is about capacity of the roading system to maintain or restore functionality, given alteration because of severe weather events and longer-term climate change. Resilience is also about the ability for Council and communities to adapt to change.

The Programme will develop a detailed Communications and Engagement Plan which will be aligned with the Stakeholder Plan and Risk Management Plans. The Programme team will seek to communicate the purpose and benefit of the programme to different stakeholders and messages aligned with their interests.

Programme Dependencies

The Roading Network Resilience PBC will develop a detailed Dependency Plan, including linkages between Council and external projects, following confirmation of the preferred programme option.

A Programme Dependency Plan will outline relationships between various projects, tasks, and external factors within a larger programme, thereby helping to manage risks, coordinate activities, and ensure smooth delivery. Key elements of the plan will include:

- Identification of Dependencies – Clearly list all interrelated tasks, projects, and external influences that impact the programme.
- Categorization of Dependencies – Dependencies can be internal (within the programme) or external (reliant on third parties, regulations, funding, etc.). They can also be mandatory (must occur for success) or discretionary (preferred but not essential).

- Timeline Alignment – Define when dependencies must be addressed, ensuring schedules align with programme milestones.
- Ownership and Accountability – Assign responsibility for each dependency, specifying who ensures coordination and resolution.
- Risk Assessment – Analyse potential risks associated with dependencies, including delays, budget issues, and stakeholder coordination.
- Mitigation Strategies – Develop contingency plans to handle disruptions and adjust schedules or deliverables if dependencies shift.
- Monitoring and Governance – Implement tracking mechanisms, regular updates, and governance frameworks to ensure dependencies stay under control.
- Communication Strategy – Foster open dialogue among stakeholders to manage expectations and resolve conflicts.

A well-structured Dependency Plan will enhance programme efficiency, reduce bottlenecks and manage unforeseen disruptions. The Dependency Plan will be submitted to the Programme Steering Group for approval.

Quality Assurance

There will be multiple levels of assurance for the entirety of the Programme as well its component parts. This PBC will have its own Quality Assurance Plan which will specify levels of assurance. This may include the following:

- Independent quality assurance:
    - With a specific focus on this PBC and supporting programme and project management collateral.
    - Noting the complexity of stakeholder relationships, there will be a deep dive into the Communications and Engagement Plan, Programme Management Plan, Stakeholder Plan, Risk Management Plan, and Benefits Realisation Plan.
- Specific projects within the Programme, depending on the cost, complexity, will produce their own Quality Assurance Plan. Each project will require the following quality assurance activity:
    - Technical analysis and assessment.
    - Geographic information system (GIS) mapping.
    - Monitoring and evaluation.
    - Benefits realisation.

A Programme-level Quality Assurance Plan will be submitted to the Programme Steering Group for approval.

Tolerances and Change Control

The Programme Steering Group and Project Steering Group terms of reference will articulate the tolerances and change control. Key focus areas will be:

- Risk and issue management, including escalation control.
- Stakeholder management and communications.
- Variation and change control, including funding release.
- Benefit management.
- Geotechnical risk and issue management.
- Contingency release.

Programme Team Resources

The following dedicated resources are required for the Programme. This includes:

- Programme manager.
- Project managers(s).
- Programme co-ordinator.
- Project co-ordinator(s).
- Stakeholder and communications lead.
- Asset management lead.
- Māori engagement lead.
- Change management lead.
- Technical lead(s).

It is anticipated each project will develop its own Resource Plan (potentially included in the respective Project Management Plan) and report accordingly to the Programme Steering Group.

Asset Management Strategy

A core focus of this Programme is the proactive management of the health and resilience of the asset to withstand future climate change effects. This will require the GDC to develop a proactive asset management strategy to support the execution of the Programme. The Programme may be required to develop an Asset Management Strategy which will drive both project prioritisation as well as asset maintenance.

The Asset Management Strategy will ensure that assets are efficiently utilised, maintained, and aligned with broader organizational goals. There are three key requirements for the strategy:

1. Developing robust policies for supporting LoS reductions, including reducing the extent of the maintained network by around 10% and reverting roads from sealed to unsealed. A technical study to validate the outline proposals in this PBC should focus on determining extent of usage (benefits) versus Council maintenance activity (costs).

2. Developing a robust user contributions policy towards asset management costs which reflect roading network impacts, as set out in the Financial Case of this PBC. This work should ideally be based around the traffic modelling highlighted in the current RLTP.
3. Integration of asset management with wider land use policy work – for example through the TRMP review – to understand how travel demand may change in response

To support these three key requirements, elements of the strategy will include:

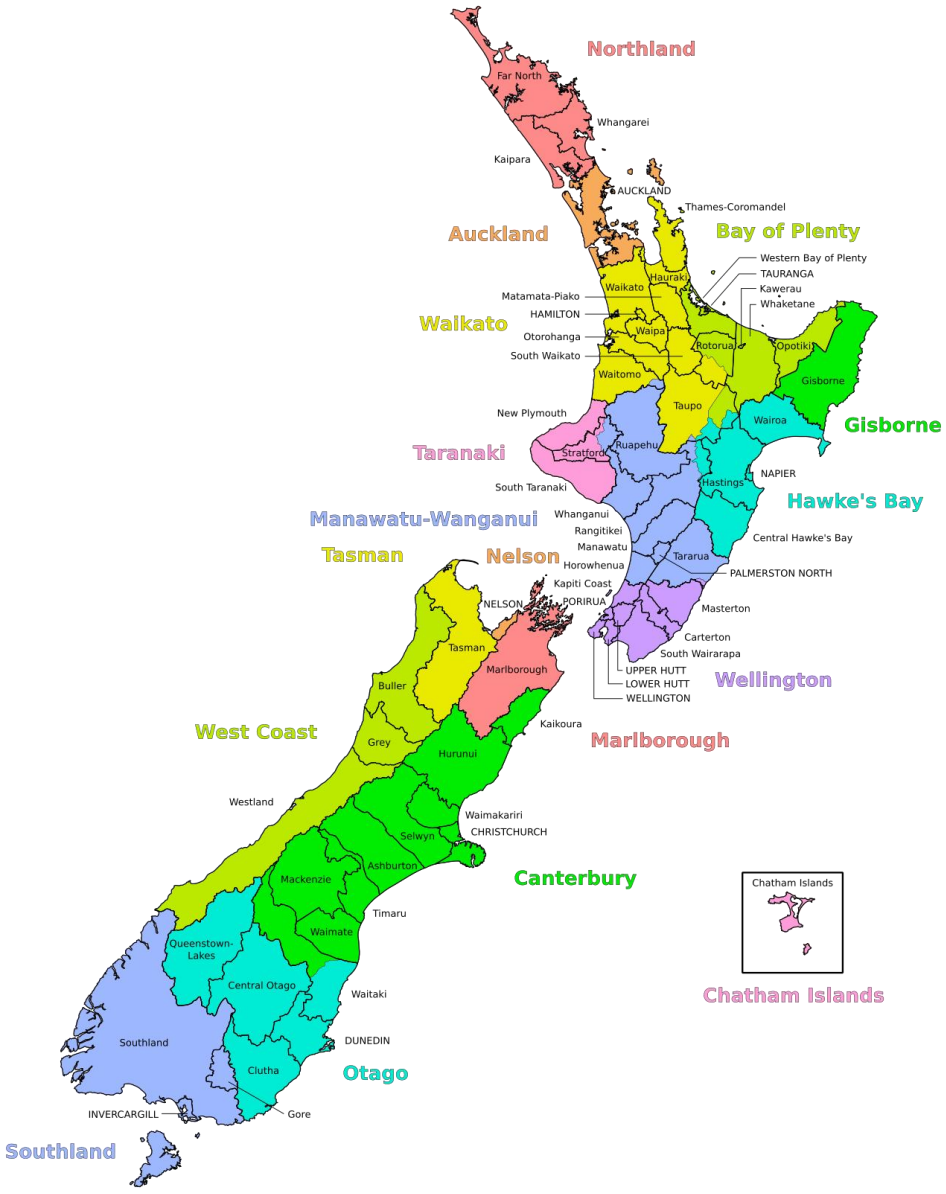
1. Strategic alignment: support for the Council's long-term objectives and integrate with financial, operational, and sustainability goals.
2. Asset lifecycle management: from renewal through to possible abandonment ensures optimal performance and cost-effectiveness.
3. Risk management: related to asset failure, financial loss, and regulatory compliance.
4. Performance monitoring: Key Performance Indicators (KPIs) to track utilisation, costs, network availability, and lifecycle value.
5. Technology integration: asset-tracking software and predictive analytics to enhance decision-making.
6. Stakeholder engagement: collaboration between asset managers, finance teams, and operational staff for effective implementation.
7. Regulatory compliance: adhering to industry standards and legal requirements to avoid penalties and ensure sustainability.

Appendix A: Strategic Context

Introduction

Te Tairāwhiti (Gisborne) region is located on the east coast of the North Island of Aotearoa New Zealand (see Figure 24), and is one of the most remote and inaccessible areas in the whole country.

Figure 24 Location of Te Tairāwhiti Region (Gisborne)



Source: By Korakys - Own work, CC BY-SA 4.0, https://commons.wikimedia.org/w/index.php?curid=56957024

There are only two main State Highways – 2 and 35 – into and out of the region, and they are highly vulnerable to impacts of severe weather and longer-term climate change. Table 66 provides the most recent 2023 census data which compares Tairāwhiti with Aotearoa New Zealand.

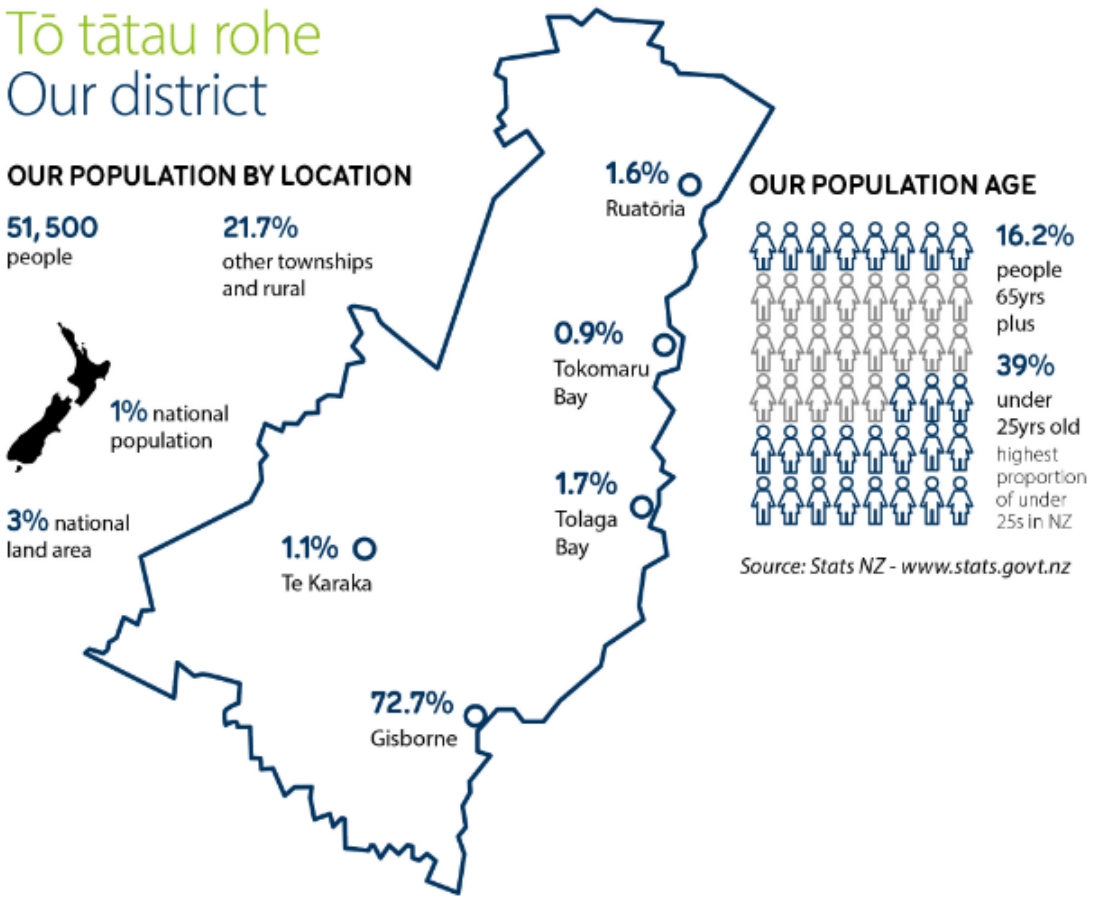
Table 66 Comparison of Te Tairāwhiti with Aotearoa New Zealand

Metric	Te Tairāwhiti	Aotearoa New Zealand
Resident population (total number)	**51,135**	4,993,923
Resident families (total number)	**12,258**	1,294,503
Māori population (total number)	**28,029**	887,493
All resident median age (years)	**36.7**	38.1
Māori resident median age (years)	**29.3**	26.8
Te Reo Māori speakers (%)	**16.9**	4.3
Businesses (total number)	**5,664**	649,164
Adults with post school qualification (%)	**51.6**	54.0
Adult median personal income ($ per year)	**35,800**	41,500
Home ownership (%)	**62.9**	66.0

Source: Stats NZ 2023 Census

With just over 51,000 permanent residents Te Tairāwhiti region makes up just 1% of the country's population. The land area is 8,351 square kilometres which is 3% of the Aotearoa New Zealand total. Just over three quarters of the region's population live in the city of Gisborne (Turanga-nui-a-kiwa), with the remainder (around 12,300 people) spread across a large rural area both along the length of the coast and also inland (see Figure 24 below). Te Tairāwhiti therefore has one of the lowest population densities in Aotearoa New Zealand at just 6.10 people per square kilometre. Outside of Gisborne city, densities are much lower at around 1.5 people per square kilometre. In contrast Nelson City – which has a similar total population to Te Tairāwhiti – has a density of around 131 people per square kilometre.

Figure 25 Population Distribution



Source: Council Land Transport Activity Management Plan 2024

The dispersal of the region's population across a large area is a major resilience challenge as a long network of roads – often traversing challenging terrain – is vulnerable to risks at multiple locations.

Connections to Land and Water

The geography of Te Tairāwhiti, including the Waipaoa River and the East Coast, played a crucial role in the lives of early Māori settlers. The coast and rivers were not only sources of food but also held deep spiritual and cultural significance. Māori relied on the ocean for fishing, gathering species like kahawai, snapper, and shellfish. Rivers and estuaries provided additional food sources, including eels and freshwater fish. Land, rivers, and sea are seen as living entities with their own mana (spiritual power), and they are protected by kaitiakitanga (guardianship) practices. Land and waterways continue to play a central role in Māori life in Te Tairāwhiti today.

Māori have strong spiritual bonds to the land, Papatūānuku, the Earth Mother. She provides unity and identity to her people and sustains them. It is therefore important that land and water is protected from erosion, deforestation and inappropriate use.

As European settlers sought more land, many Māori in Gisborne faced displacement. Some land was taken by force, while other areas were sold under unfavourable terms for Māori. The loss of ancestral lands remains a key issue for Māori, who want to use their own land management systems to protect and enhance natural systems. Soil resources are important for plant cultivation and for use as dyes. Soil also has an important cleansing role. Māori perceive that only through passing treated waste (such as farm effluent or treated sewage) through Papatūānuku can the mauri (life force) of water be restored.

Some tribal land is still covered with native forest. In other areas, Māori are concerned about environmental problems facing their lands. These include:

- Loss of forest cover on steep river headwaters increasing erosion, slumping and river siltation.
- Inappropriate land use.
- Landfilling
- Deforestation.
- Loss of soil quality for productive use.

Land forms (maunga) are also of great importance to Māori. The most well-known of these is Mount Hikurangi - within the rohe of Ngāti Porou and Ngati Uēpohatu and is the iwi's most significant icon. In Māori mythology, Mount Hikurangi was the first part of the North Island to emerge when Māui pulled it as a giant fish from the ocean. According to these beliefs, his waka, *Nukutaimemeha*, became stranded on the mountain, and lies petrified between the mountain's peaks in Lake Hinetakawhiti.

Marae (meeting grounds) are the focal point of Māori communities throughout Aotearoa, New Zealand. In Māori society, the marae is a place where the culture can be celebrated, Te Reo spoken, intertribal obligations met, customs explored and debated, family occasions such as birthdays held, and important ceremonies, such as welcoming visitors or farewelling the dead (*tangihanga*), performed. The marae is a wāhi tapu, a "sacred place" which carries great cultural meaning. As such marae are places where reliable and resilient transport access is essential.

Any discussion about resilience cannot, therefore, be separated from the wider issues of land use and the role of roading infrastructure in supporting sustainable and culturally appropriate practices.

Population Age Profile

At the 2023 census, 54.8% of the Gisborne population were recorded as being of Māori ethnicity, which rose to 70.4% for people under 25. This is the highest percentage in Aotearoa New Zealand. A total of 56.5% were recorded as having European ethnicity (some people reported dual heritage). Another 5.6% were of Pasifika heritage and 3.8% Asian.

As shown in Table 61, the region has a relatively young population, with a median of 36.7 years (compared to 38.1 years for Aotearoa New Zealand).

Table 67 Comparison of Te Tairāwhiti and Aotearoa New Zealand Age Profiles

Age Group	Te Tairāwhiti (%)	Aotearoa New Zealand (%)
Under 15 years	**22.3**	18.7
15-29 years	**18.8**	19.4
30-62 years	**42.3**	45.3
65 years and over	**16.6**	16.6

Source: Stats NZ 2023 Census

However median figures don't tell the full story. Te Tairāwhiti has relatively high proportions of people under 15 years of age compared to Aotearoa New Zealand, and a smaller proportion of people who are currently of working age. In the not-too-distant future these young people will be entering the workforce, and it is essential that the region offers them as many fulfilling opportunities as possible in order to prevent a "brain drain".

Employment

Table 68 shows that the region has a relatively lower proportion of people in full time employment than the Aotearoa New Zealand average, and consequently higher percentages of people who are either part time employed, unemployed or not in the labour force at all.

Table 68 Comparison of Te Tairāwhiti and Aotearoa New Zealand Employment

Labour Category	Tairāwhiti region (%)	Aotearoa New Zealand (%)
Full time employment	**47.5**	51.2
Part time employment	**14.3**	13.4
Unemployed	**4.8**	3.0
Not in labour force	**34.7**	32.4

Source: Stats NZ 2023 Census

Another relevant statistic is the relatively high proportion of the population – especially women - who are engaged in activities which are unpaid – as shown in Table 69. A reliable and resilient roading network is very important to support such roles, which don't get recognised in the standard economic statistics as they don't generate money. However, without care-giving the wider economy would struggle to function.

Table 69 Comparison of Te Tairāwhiti and Aotearoa New Zealand Unpaid Activities

Activity Category	Te Tairāwhiti (%)		Aotearoa New Zealand (%)	
	Female	Male	Female	Male
Household work, cooking, repairs, gardening, etc. for own household	**88.6**	**83.4**	88.2	83.4
Looking after a child who is a member of own household	**37.6**	**29.2**	30.9	25.5
Looking after a member of own household who is ill or has a disability	**14.1**	**9.6**	9.0	6.5
Looking after a child who does not live in own household	**23.9**	**13.0**	15.6	8.7
Helping someone who is ill or has a disability who does not live in own household	**15.5**	**8.7**	9.9	5.7
Other helping or voluntary work for or through any organisation, group or marae	**23.4**	**20.7**	14.5	12.1

Source: Stats NZ 2023 Census

Industry Categories

In terms of industry categories, the region's economy is significantly dependent on primary production – specifically agriculture, horticulture, viticulture and forestry. This is reflected in the very high proportion of people employed in primary industries (16.2%) compared to Aotearoa New Zealand (5.1%) – shown in Figure 26 below.

Higher proportions of health care & social assistance and education / training jobs in Te Tairāwhiti region also reflect the greater percentage of the population who are reliant on such roles. For instance in Te Tairāwhiti region 40.3% of people have some form of activity limitation compared with 32.1% nationally. As already noted above, there are higher proportions of children in the region, and they all require some form of care.

In contrast professional, scientific and technical services are relatively under-represented in Te Tairāwhiti region at only 6.4% compared with 9.9% nationally. Other significant industry categories such as construction and manufacturing are also under-represented.

Figure 26 Comparison of Te Tairāwhiti and Aotearoa New Zealand Industry Categories

Source: Stats NZ 2023 Census

Table 70 shows that lower wage employment categories are over-represented in Te Tairāwhiti region compared to Aotearoa New Zealand as a whole – especially in the Labourer category.

Table 70 Comparison of Te Tairāwhiti and Aotearoa New Zealand Employment Categories

Employment Category	Te Tairāwhiti (%)		Aotearoa New Zealand (%)	
	Female	Male	Female	Male
Mangers	**13.7**	**20.6**	14.7	21.7
Professionals	**29.4**	**17.1**	31.2	22.8
Technicians and trade workers	**5.4**	**17.3**	5.8	18.7
Community and professional service workers	**13.4**	**6.0**	12.6	5.7
Clerical and administrative workers	**16.2**	**3.5**	16.8	5.2

Employment Category	Te Tairāwhiti (%)		Aotearoa New Zealand (%)	
	Female	Male	Female	Male
Sales workers	**7.8**	**5.8**	9.5	6.1
Machinery operators and drivers	**2.7**	**11.0**	2.2	9.3
Labourers	**11.3**	**18.7**	7.2	10.6

Source: Stats NZ 2023 Census

Incomes

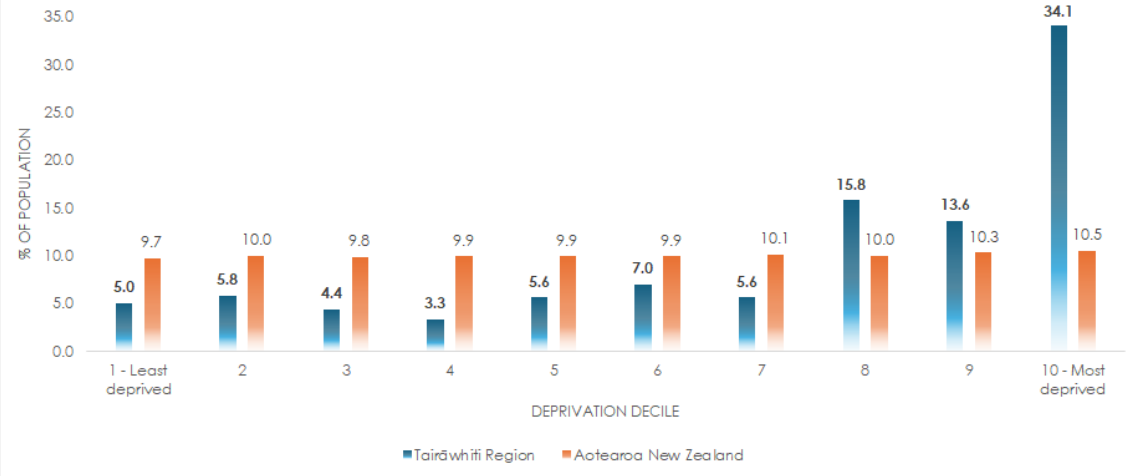
Median incomes for the region are significantly below Aotearoa New Zealand for the crucial 30-64 years age group, who represent the highest proportion of the working population.

Figure 27 Comparison of Te Tairāwhiti and Aotearoa New Zealand Median Incomes

Socio-economic Deprivation

Te Tairāwhiti region has the highest level of socio-economic deprivation in the country. Two thirds of the population (63.5%) are in the bottom three deciles 8-10, which is more than double that of Aotearoa New Zealand as a whole. This trend is further exacerbated when split by ethnicity, with 79.3% of Māori in Te Tairāwhiti region living within deciles 8-10.

Figure 28 Comparison of Te Tairāwhiti and Aotearoa New Zealand Socio Economic Deprivation

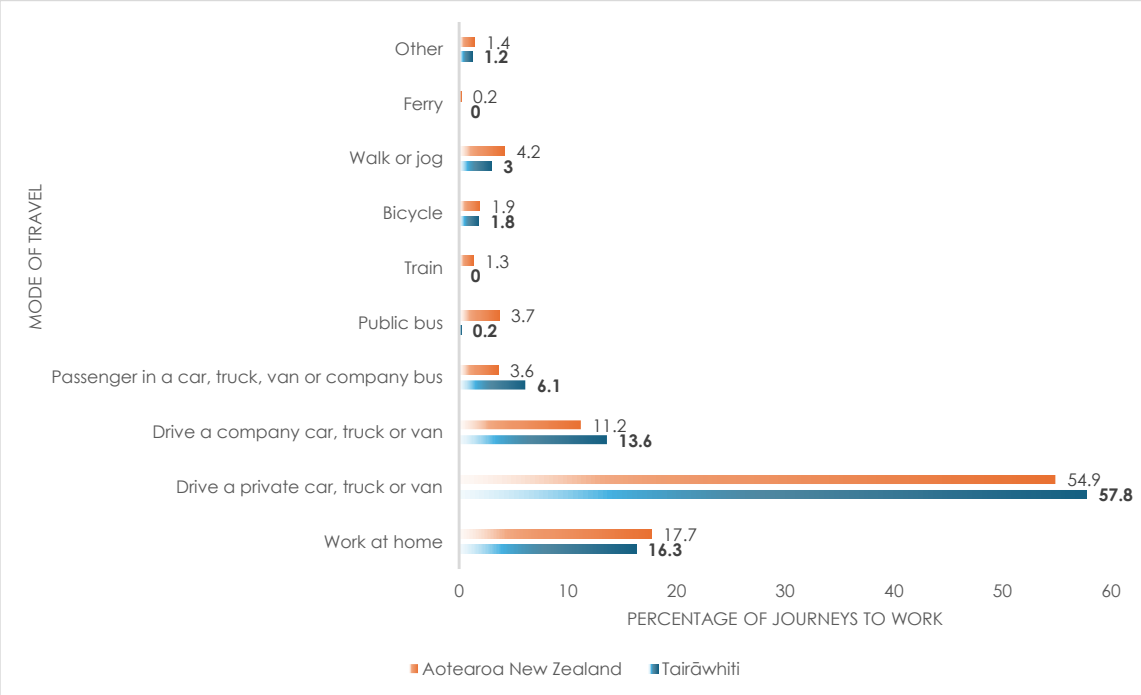


Source: Stats NZ 2023 Census

Transport Needs

Even as a relatively economically disadvantaged region, Te Tairāwhiti has a very high dependency on motorised private transport and the roading network needed to support it. In terms of travel to work, Figure 29 shows that 77.5% of people either drive or are a passenger in a private vehicle, much higher than the national proportion of 69.7% (which is itself one of the highest figures in the world).

Figure 29 Comparison of Te Tairāwhiti and Aotearoa New Zealand Travel to Work Modes



Source: Stats NZ 2023 Census

There are many reasons for this dependency, including relatively long journey distances, poorly developed public transport and pedestrian / cycle networks which are not always conducive to safe travel.

For education journeys, the region is much more dependent on school buses (provided by both Council and Ministry of Education) than Aotearoa New Zealand as a whole – 14.4% of journeys versus 9.4%. More school children in the region are also transported as passengers in a private vehicle – 49.5% of journeys versus 40.8%. Cycling and walking in the region is lower than the national average – 14.5% of journeys versus 21.3%.

All this means that the resident population, as well as the wider economy, in Te Tairāwhiti region is highly dependent on a safe, functioning and resilient roading network.

Local Roading Network

Introduction

To provide context for roading network resilience investment it is essential to understand several key aspects:

- Terrain.
- Land use changes.
- Roles and responsibilities.
- Roading asset base.
- Network length and classification.
- Network structure.
- Journey times.
- Travel demand.
- Current funding.

Although State Highways 2 and 35 are not the subject of proposed investment within this business case, they provide the two major and most heavily trafficked routes both within Tairāwhiti and to adjacent regions. The interface between local roads and the State Highways is critical.

Terrain

Te Tairāwhiti region is well known for its soft rock soil erosion – on a scale and severity greater than any other part of Aotearoa New Zealand. Natural erosion susceptibility has been aggravated by deforestation as native trees were cleared for pastoral farming over the late 19th and early to mid-20th centuries.

The region's roading network therefore traverses unstable and highly erodible land that is very prone to over slips (where debris falls on to the road from above) and dropouts (where the road collapses from underneath). This underlying challenge is exacerbated by issues including climate change impact (more frequent heavy rain and flooding) and increased heavy traffic volumes.

The cause of erosion in the district is a combination of soft rock geology, and in rural areas - historic vegetation clearance or deforestation. The last 12 years has seen a tenfold increase in freight to the port, which is represents significant additional heavy vehicle traffic volumes using the roads.

The challenge facing local roads, even before the last two to three years of weather events, is summed up in the 2019 route security business case, again produced by GHD[17]. The document highlighted that many transport routes were not resilient, because of susceptibility to slips, subsidence, flooding, tree fall, scour and other issues. These regular hazard events were already causing widespread disruption and adverse economic and social consequences for communities and regional producers.

Even prior to Cyclone Gabrielle regular hazard events were resulting in faster depletion of regional local roading maintenance budgets. Significant proportions were being allocated to reactive emergency maintenance activities responding to the impact of closures, as opposed to longer term works. Although necessary at the time, reactive spend is suboptimal as similar closures will continue to occur because the root causes are not generally addressed. In Te Tairāwhiti a yearly cycle transpires where large proportions of maintenance funds are allocated to emergency works, and therefore funds available to target the root causes of road closures are constrained.

Additional funding sought via the 2019 route security business case focussed on addressing the cause of issues which affect route security as opposed to the effects. This approach aimed to reduce future emergency maintenance costs at selected sites that could be better utilised for preventative future maintenance activities on other high risk network areas.

The business case concluded that scale of the problem outweighed available funding even with the injection of additional resource identified by the technical work. This was due to the sparse population and associated low traffic volumes, socio-economic status of the region, and levels of preventative and resilience investment.

Recommendations in the business case were scaled to fit available funding; additional high and medium priority issues were not prioritised. The business case concluded that whilst benefits would be achieved on prioritised routes, connectivity issues would continue to remain for the community and stakeholders in many parts of the network.

Fast forward to 2025, and the conclusions of the business case look somewhat prophetic. The catastrophic damage and destruction to the local roading network makes the situation far worse than in 2019. Had more resources been invested in proactive, rather than emergency, maintenance over the last 10-20 years the transport asset may have been in a better shape to withstand severe weather events.

As it is, the region is now faced with a Herculean task, both to repair the damage and build a future network that is resilient to all that can be thrown at it. Council provides regularly updated information on the immediate priorities for repair of the network[18].

[17] Tairāwhiti Route Security Business Case (GHD), 2019

[18] Flood-damaged road network | Gisborne District Council

Land Use Changes

At a strategy level land use changes aim to tackle the region's unique terrain challenges and grasp opportunities for economic and cultural development.

The *Tairāwhiti 2050* Spatial Plan identifies the current opportunity:

"Review current land use across Tairāwhiti on steep and erosive land, explore alternative uses and incentivise retirement of vulnerable land to permanent indigenous vegetation or less intensive forms of forestry or primary production."

By 2050, the aspiration is that:

"Land uses across the region are optimised to suit their physical and cultural setting, and have adapted to changing climate patterns."

The Regional Policy Statement (RPS), part of the Tairāwhiti Resource Management Plan (TRMP) identifies three key land use issues, plus a range of objective and policies to manage them. Table 71 summarises two issues are most relevant to this business case:

Table 71 Land Use Issues, Objectives and Policies Relevant to this PBC

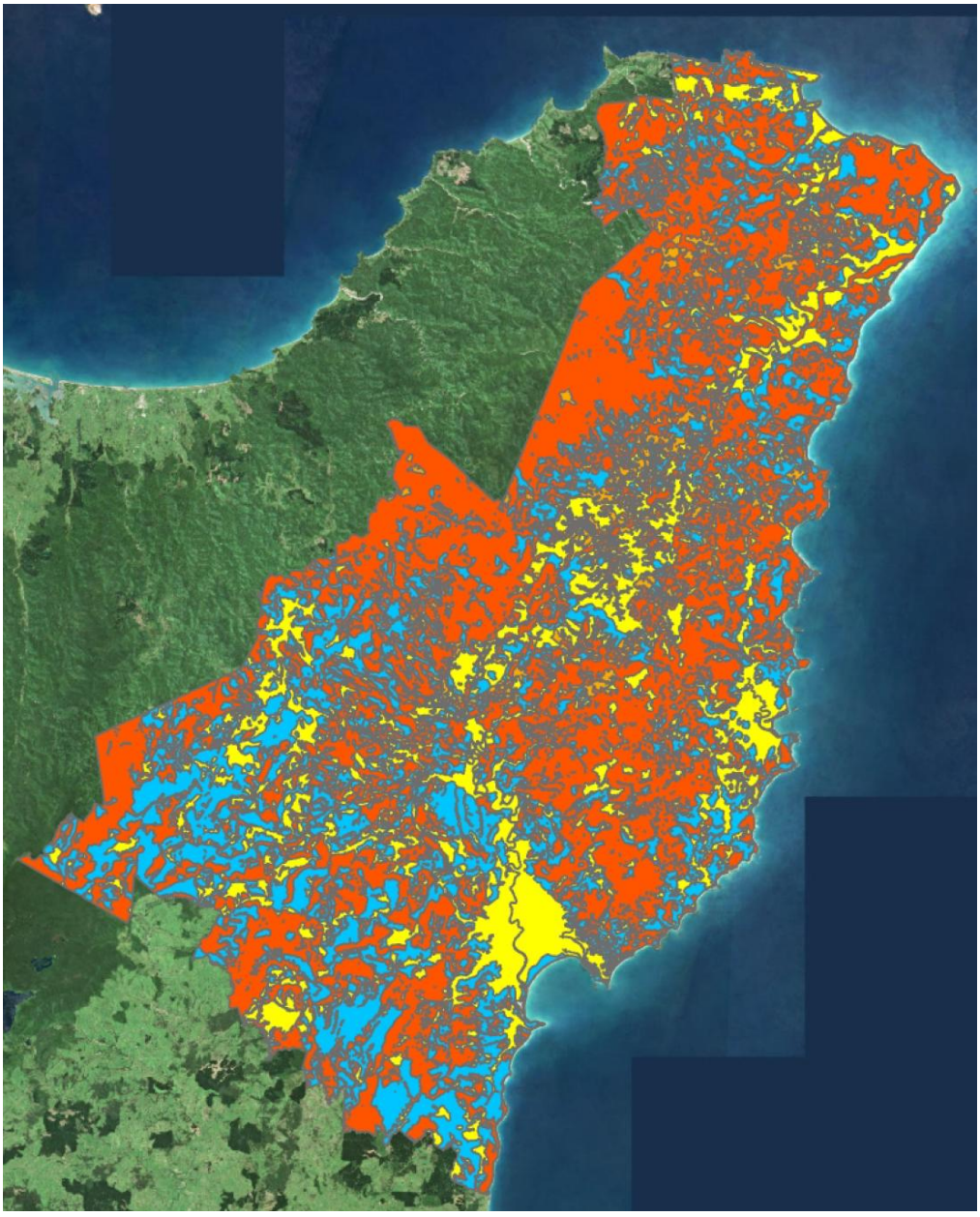
Issue	Objectives	Relevant Policies
Soil erosion and protection of erosion-prone land.	• Rehabilitation of eroded land and stabilisation of erosion-prone land. • To protect downstream natural and physical resources from the adverse effects of accelerated soil erosion. • To minimise the degradation of the soil and land resource caused by poor land management systems and unsuitable land uses.	• To facilitate and encourage land uses and management practices – such as forestry, soil conservation works, riparian management techniques, retirement and regeneration that reduces the level of accelerated soil erosion. • To provide for the maintenance and future development of essential public services such as network utility operations, where these activities meet section 5(2)(a)(b)&(c) of the RMA 1991
Loss of highly productive and versatile soils through closer subdivision and settlement, particularly around the urban area of Gisborne and loss of highly productive and versatile soils	• To protect soils which are highly fertile and versatile from the effects of subdivision and land use which are likely to result in their permanent or long-term loss.	• Enable low-density residential development to take place on sites where its effects would not conflict with objective.

Issue	Objectives	Relevant Policies
through unsustainable management practice.		

Source: Te Tairāwhiti Regional Policy Statement (RPS)

Four "land overlays" broadly reflect susceptibility to erosion across the region.

Figure 30 Tairāwhiti Land Overlays



Source: Tairāwhiti Plan Maps

- Land Overlay 1 (yellow): recognises the district's flat land and easy hill country (excludes the beds of lakes and rivers).
- Land Overlay 2 (blue): describes hill country land which is moderately limited in terms of its capability for sustainable use (excludes the beds of lakes and rivers).
- Land Overlay 3 (red): options for sustainable land use in these classes of land are severely limited, as it is the most susceptible to erosion, sediment generation and soil loss (excludes the beds of lakes and rivers).
- Land Overlay 3A (orange): is a subset of Land Overlay 3 and is particularly susceptible eroding land.

As shown in Figure 30 above, Land Overlays 3 and 3A cover a very large area of the region. Overlay 2 is most prominent in the west of the region, but is present elsewhere too. Overlay 1 – the least erodible land – is mainly concentrated around Gisborne city / Poverty Bay Flats, other flat estuary locations further up the East Coast as well as pockets further inland.

Not shown on Figure 30, Overlay 3B focusses on identifying and managing the region's most erosion-prone lands and transitioning these areas from plantation forestry or pastoral farming to permanent vegetation cover to combat erosion and protect waterways. This initiative is supported by advanced modelling techniques to assess landslide susceptibility and connectivity.

The issue for roading network resilience is to define the Levels of Service (LoS) which will be delivered to either enable access to overlay land or, in the case for 3, 3A and 3B, actively discourage it.

Roles and Responsibilities

When things go wrong, and a bounce back is needed, people look to the Road Controlling Authority (Council) for resilience leadership.

Council is responsible for the management of Te Tairawhiti's local roading network, which (at 1,899 kilometres in length) makes up approximately 85% of the region's total (State Highways make up the remaining 15%). Asset management activity includes operation, maintenance, renewal and improvements of sealed roads, unsealed roads, bridges, retaining walls, drainage assets, traffic services assets (e.g. signs, markings, rails), streetlights, footpaths, cycle paths and carparks. The Council Land Transport Activity Management Plan (AMP) sets out the Council's roading maintenance, operation and renewal (MOR) investment proposals which are further reflected in both the Long Term Plan (LTP) and Regional Land Transport Plan (RLTP).

All roading assets work together and enable people to live their lives and businesses to grow, using both the oldest methods of travel – walking and horseback - and vehicles such as cycles, scooters, wheelchairs, buses, cars, vans, and trucks.

The roading network connects places where people live, to destinations they need to access; whilst also linking wealth generating business to ports, airports, and other regions of New Zealand and indeed the rest of the world.

All parts of Te Tairāwhiti region roading network need to provide a safe, efficient, resilient, and environmentally friendly level of service to people and businesses, which requires effective asset management and resilience improvements to support sustainable economic

growth. The system needs to evolve in response to pressures placed upon it, both from growing demand for travel and external environmental forces such as severe weather, natural disasters, and climate change. People, communities and business need to have confidence that the land transport system is available when they need it, and to provide genuine transport choices across a range of modes.

The roading network is also a place where people live, work, socialise, shop and play. The region's villages, townships and city are shaped by land transport, and rely on it to function. There are natural assets - such as parks, gardens, streams, rivers, wetlands, forests, estuaries, and oceans - which are located near to the land transport system.

Network Length and Classification

The longer the roading network, the greater the resilience challenge as there are more locations where both gradual climate change and severe weather – coupled with increase travel demand – could result in points of failure. It is also the case that a small number of roads by length carry a disproportionately high level of total vehicle travel. As shown after Cyclone Gabrielle, if these key routes fail, the level of travel and wider economic / social disruption can be immense. It is also important that scarce funding is not allocated to routes which experience very little travel demand unless there is compelling reason why.

Council is responsible for 1,899 kilometres of Te Tairāwhiti Region's total roading network, of which:

- 12% of roads are urban and 88% rural.
- 47% of roads are sealed and 53% unsealed.

The region's local roading network services a small and, outside of Gisborne city, highly dispersed population. This fact is reflected in the length of each road classification under the One Network Framework (ONF) versus the number of journeys per year:

Table 72 Tairāwhiti Roading ONF Classification Network Length and Usage

Location	ONF Classification	Length (kilometres)	Length (%)	Vehicle Journeys (million)	Vehicle Usage (%)
Urban	Urban Connectors	21.9	1.2	60.9	27.8
	Activity Streets	34.1	1.8	34.3	15.7
	Main Streets	0.6	Less than 0.01	2.5	1.1
	Local Streets	165.4	8.7	35.1	16.0
	All urban	**222.0**	**11.7**	**132.8**	**60.6**
Rural	Stopping Places	20.2	1.1	1.6	0.7
	Rural Connectors	228.6	12.1	38.8	17.7

Location	ONF Classification	Length (kilometres)	Length (%)	Vehicle Journeys (million)	Vehicle Usage (%)
	Peri-urban Roads	42.9	2.3	6.2	2.8
	Rural Roads	1,337.0	70.6	33.4	15.3
	All rural	**1,628.7**	**86.1**	**80.0**	**36.5**
Other	Unclassified	42.4	2.2	5.9	2.7

Source: Te Ringa Maimoa

The table shows that urban locations in Gisborne city and smaller townships have by far the highest total vehicle usage (60.8%) despite being only 11.7% of the network by length. The Urban Connector category undertakes particularly heavy lifting – with 27.8% of journeys on just 1.2% of the network by length. This is because most city and township journeys will use an Urban Connector for at least part of their length, as they provide access to key destinations like shops, health centres, schools and employment.

In contrast rural roading locations have 36.5% of journeys on 86.1% of the local network. The Rural Roads category, which makes up 70.6% of total network length, supports just 15.3% of journeys. Rural Connectors fulfil a similar function to their urban counterparts – with 17.7% of vehicle journeys on 12.1% of the network by length. Many longer rural journeys will include this road classification for part of their length as they provide access to either State Highway 2 or 35.

Roading Asset Base

Any discussion of roading network resilience investment requires an understanding of baseline financial value of various assets, which reflects their current physical condition based on deterioration over time. It is also important to understand how a road is constructed, as well as the role played by supporting assets such as drainage and bridges.

Roading is by far the highest element of Council expenditure – representing 44% of the 2023-24 Annual Plan (the next highest element is solid waste at 13%). Council is responsible for the renewal and maintenance of roading assets with a replacement cost of over $2 billion with a historical budget that is less than 2% of that figure.

The Council AMP shows a breakdown from the land transport asset valuation as of 30 June 2022 is shown, in Table 73. Key definitions are:

- **Replacement cost:** the amount which would be required to build the asset back to its "as new" state at current (2023) prices.
- **Total accumulated depreciation:** allocated to each asset class since it was put into use, and in effect measures the loss in financial value over time.
- **Depreciated replacement cost** (obtained by subtracting total accumulated depreciation from replacement cost)**:** the amount required currently to replace the service capacity of an asset with a substitute asset of **current** comparable utility and condition.

- **Annual depreciation:** estimated of the level of depreciation per year, and will continue based on current levels of maintenance and renewal investment.

Table 73 Local Roading Asset Valuation (2023 Prices)

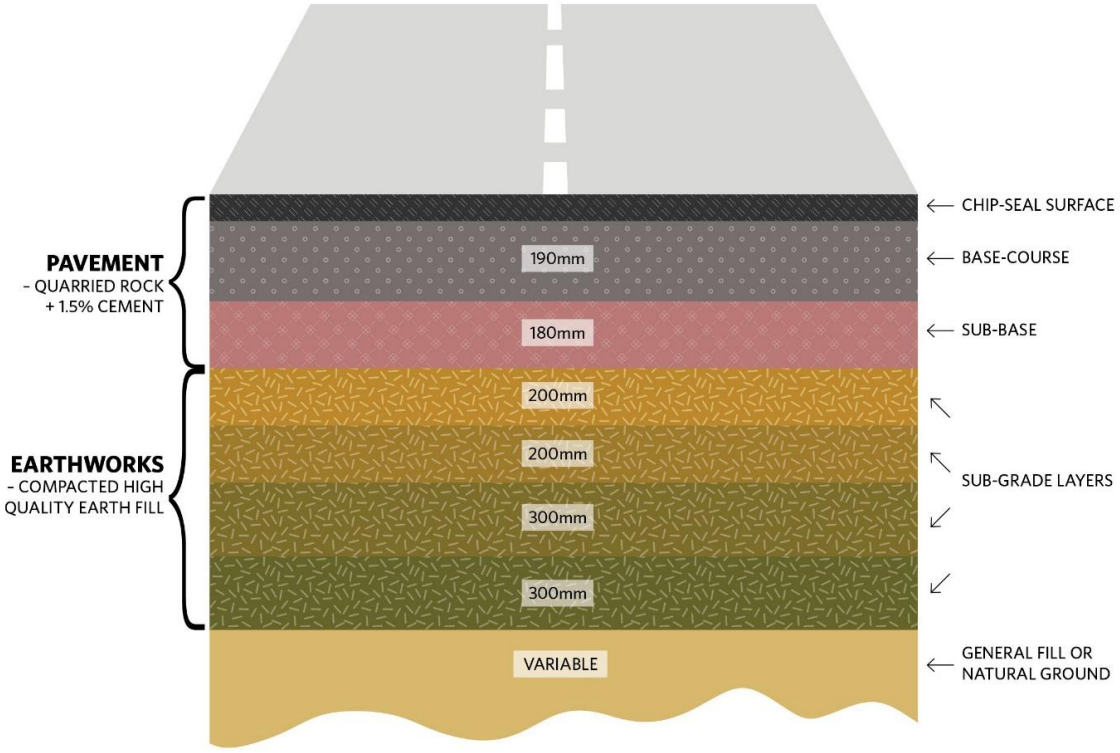
Asset Class	Replacement Cost ($m)	Total Accumulated Depreciation ($m)	Depreciated Replacement Cost ($m)	Annual Depreciation ($m)
Land	880.52	0	880.52	0
Formation	496.91	0	496.91	0
Sealed pavement surface	55.56	38.19	17.37	3.55
Sealed pavement layers	224.81	73.78	151.03	3.58
Unsealed pavement layers	58.77	18.90	39.87	2.54
Impaired roads	(66.98)	(7.86)	(59.19)	(0.67)
Treatment length sub-total total	*1,649.59*	*123.00*	*1,526.59*	*9.00*
Drainage	75.10	38.88	36.21	1.08
Surface water channels	46.41	22.47	23.93	0.62
Footpaths	59.01	26.88	32.13	0.81
Traffic facilities	15.26	6.17	9.09	0.27
Minor structures	1.99	0.41	1.58	0.35
Signs	2.45	1.73	0.72	0.16
Railings	8.83	7.33	1.49	0.34
Streetlights	10.32	5.46	4.86	0.39
Car parks	2.00	0.54	1.47	0.34
Bridges and major culverts	157.54	108.13	49.41	2.10
Other assets sub-total	*378.91*	*218*	*160.89*	*6.46*

Asset Class	Replacement Cost ($m)	Total Accumulated Depreciation ($m)	Depreciated Replacement Cost ($m)	Annual Depreciation ($m)
Total all assets	**2,028.49**	**341.09**	**1,687.48**	**14.83**

Source: Council Land Transport Activity Management Plan 2024

In financial value terms, land and formation on the roading network represent two thirds of the total asset value, but neither depreciate as they are enduring one-off costs which have been incurred during construction. In Figure 31 below the formation is denoted by the variable layers and earthworks.

Figure 31 Typical Sealed Road Pavement Layers



Source: Waka Kotahi NZ Transport Agency

For the "treatment length" extent of the roading asset (measured by the surface area), sealed pavement layers – the sub-base and base-course in the diagram above - have significantly higher value than either sealed surface or unsealed pavement layers. This is partly because sealed pavements are much deeper than a chip seal surface. Physical condition of the pavement – whether sealed or unsealed - is a critical element of a resilient roading asset, and any defects can result in a range of problems – from potholes through to under slips where the road collapses into the slope below.

Drainage assets are highly important to prevent water percolating into the pavement and causing problems referred to above. Failure to drain away surface water is also a significant safety concern as it can lead to vehicles skidding as well as impaired visibility through spray.

Given the number and length of rivers and streams in the region, bridges are perhaps the most critical asset from a resilience perspective. Put simply, it doesn't matter if there are robust road pavements and surfaces either side of a bridge if it is no longer there, or unusable because of physical damage. In 2023 the Gisborne network was severely impacted by Cyclone Gabrielle. Up to a third of the roading network was adversely affected, with seven bridges washed away and 15 others needing major repairs. The difference between the 2022 and 2023 asset valuations reflects impact from this event:

Table 74 Change in Asset Valuation Between June 2022 and June 2023 (Post Cyclone Gabrielle)

Valuation Date	Replacement Cost ($m)	Depreciated Replacement Cost ($m)	Annual Depreciation ($m)
30 June 2022	2,224.42	1,909.67	13.22
30 June 2023	2,028.49	1,687.48	14.83

Source: Council Land Transport Activity Management Plan 2024

Replacement costs have fallen by over 10% in a year due to the damages and impairments from the Cyclone, and the annual depreciation rate has consequently increased by $1.5 million.

Network Structure

The structure of the local and State Highway roading network is dictated by the region's topography. Much of Te Tairāwhiti is mountainous and there is only a limited extent of land on which roads have been constructed, specifically:

- Along the coast.
- On flat alluvial plains where most townships are located.
- Along valley and gully floors.

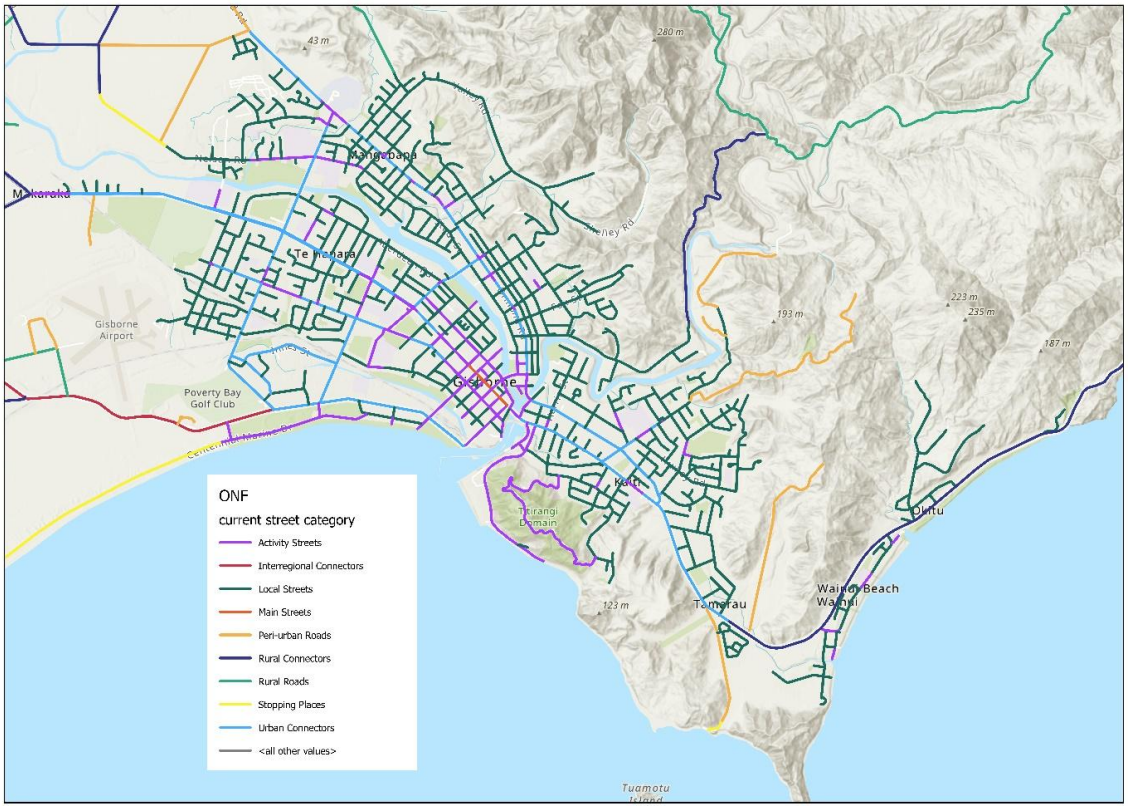
Figures 32 and 33 below shows the region's roading network using the ONF classifications.

The spine of the region's roading network is provided by State Highways 2 and 35:

- **State Highway 2:** along the coast from Wairoa to the edge of Gisborne city and then inland towards Opotiki via Te Karaka and Matawai townships. Between Wairoa and Makaraka, it is classified as an Interregional Connector under the ONF. After that it becomes a rural connector as far as the Bay of Plenty boundary north of Matawai.
- **State Highway 35:** along the coast from Gisborne city to the East Cape (linking the townships of Tolaga Bay, Tokomaru Bay, Te Puia Springs, Ruatoria, Tikitiki, Te Araroa and Hick's Bay) and then onward to Opotiki via Cape Runaway. East of Poverty Bay Golf Club, this route is classified as a Rural Connector under the ONF.

Figure 32 Te Tairāwhiti Roading Network

Figure 33 Gisborne City Roading Network



Outside of Gisborne city and the townships, the local roading network branches off the State Highway and provides essential access to small communities and individual properties, as well as vast tracts of agricultural and forestry land which are a significant part of the region's economy. Other roads often branch off the "main" local road to form a "fishbone" type of pattern. Many local roads run for tens of kilometres into a vast rural hinterland. The number of properties and levels of economic activity generally get lower further away from a State Highway intersection.

On the regional roading network (Figure 32) most links which branch off the State Highway are classified as Rural Roads under the ONF (shown in green). However, there are several Rural Connectors (shown in purple) where there are greater levels of economic and social activity in smaller townships, villages and forestry blocks, specifically:

- Tiniroto Road: from State Highway 2 west of Matawhero to the regional boundary with Hawke's Bay (this route provides an alternative to State Highway 2 between Gisborne and Wairoa).
- Waingake Road: from State Highway 2 at Manutake to Waingake.
- Wharekopae Road: from State Highway 2 west of Matawhero through Patutahi and as far as Ngatapa.
- Lavenham Road: from Patutahi to State Highway 2 at Waipaoa.

- Poverty Bay flats: several roads which connect townships immediately to the west of Gisborne city as far as (and including Ormond Road / Back Ormond Road).
- Waimata Valley Road: from Back Ormond Road into one of the largest areas of forestry in the region (the link continues as a Rural Road and provides a theoretical alternative to State Highway 35 for some vehicles between Gisborne, Uawa / Tolaga Bay and Tokomaru Bay).
- Tauwhareparae Road: from State Highway 2 at Uawa / Tolaga Bay to (where it meets up with the State Highway 35 alternative route).
- Mata Road: from State Highway 2 west of Tokomaru Bay to Fernside Road (where it meets the State Highway 35 alternative route).
- Ruatoria: several roads immediately east of the township ultimately leading up to the Waiapu River.

Within Gisborne city, Figure 33 shows that most of the network is made up of Local Streets (shown in green) and Activity Streets (shown in purple) which are where people live, work, shop and play. These are accessed of the Urban Connector routes which are the main local roads in the city – including Gladstone Road, Childers Road, Stanley Road, Lytton Road, Rutene Road and Ormond Road. State Highway 35 through the city is also classed as an Urban Connector, with access to both the city centre and Eastland Port being an important function. Throughout the city centre, Gladstone Road (shown in darker orange) is classified as a Main Street because of the high concentration of shops, businesses and other commercial activities. At the edge of the city there are a few Peri-urban Roads (shown in lighter orange) which provide access to lifestyle blocks.

Journey Times

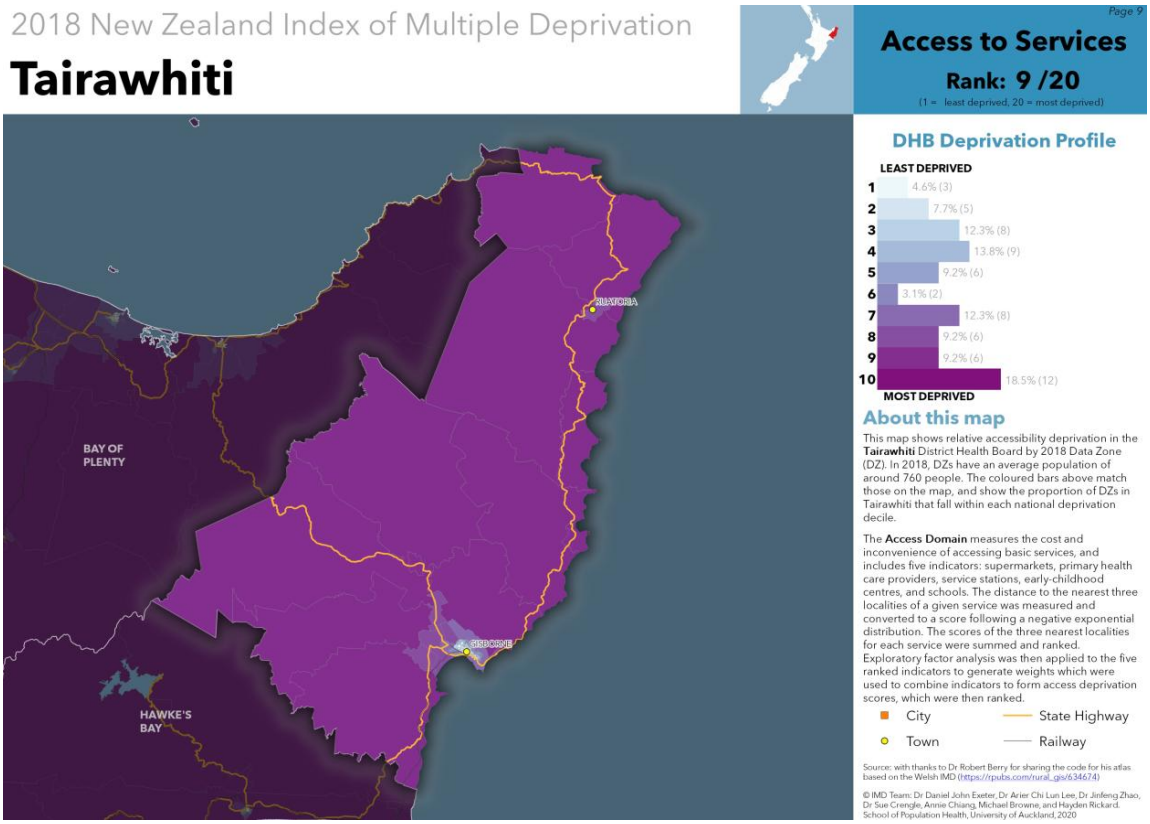
The time it takes people and goods to travel from A to B, and how consistent that time is for the road user, is an important aspect of roading network resilience. Large, rural, isolated and poor regions such as Te Tairāwhiti have an inherent tendency to experience long and often variable road vehicle journey times. This is a function both of distance between origins and destinations and route quality. If roading assets are vulnerable to damage and destruction, both journey times are reliability are adversely affected.

Long travel distances are partly a function of the concentration of jobs, services and key lifeline facilities in Gisborne city, which is located towards the southern part of the region. Gisborne city contains over 70% of the region's population, and includes the hospital, port, airport, employment, educational and retail centres. There are few comparable destinations anywhere outside of Gisborne city (Te Puia Springs hospital and six area schools) perhaps being the main exceptions).

Gisborne city residents benefit from having a relatively large concentration of jobs, educational opportunities, and services within a small urban area, no more than ten kilometres from east to west. It is a different story outside of the city, with residents having to travel significant distances to Gisborne city to access anything other than the most basic services within local townships. Public transport services are available in Gisborne city, but almost non-existent elsewhere in the region – which represents a significant accessibility challenge for people who do not have access to a car or who are unable to drive. For people who have significant health challenges, longer journey times could literally mean the difference between life and death.

This situation results in a high level of deprivation in terms of access to services. At the 2018 census, the Tairāwhiti District Health Board (DHB) area ranked 9 out 20 in the country (with 20 being the highest level of deprivation). However, the ranking masks the fact that access is relatively good in Gisborne city, whilst being very poor elsewhere in the region (as shown in Figure 34 below).

Figure 34 Access to Services and Levels of Deprivation



Whilst it takes around 90 minutes to travel from Wairoa (located in neighbouring Hawke's Bay region), a one-way journey from Wharekahika in the far north of Te Tairāwhiti region takes the best part of three hours. Figure 35 shows some typical estimated journey times from a web-based route planner, which does not account for delays resulting from post-Cyclone recovery road works.

These journey times have been made even longer by the damage caused by the various severe weather events, which have resulted in missing bridges, closed routes because of land slip risk, lower speed limits because of surface damage and extensive roadworks to repair the assets.

Long journey times increase the cost of transport both for people and business, both in terms of people (such as wages) and fuel consumption. Unreliable journey times – day-to-day variations resulting from roadworks, poor weather or slow-moving vehicles - can add to this cost as additional expense has to be factored in.

In terms of route quality, physical topography means that both horizontal and vertical road alignments have frequent bends and have often been constructed within very narrow

spaces – such as through gullies, along the side of hills and close to the coastline. This means that safe driving speeds are frequently under the theoretical limit for some parts of any journey.

Figure 35 Typical Journey Times Prior to Cyclone Gabrielle

The region's reliance on primary production is a significant challenge. From harvesting produce to its relocation to a cool store and then onwards to market, there is only a short amount of time before the risks of damage to the crop ramp up. There is no option to simply wait a few weeks or even days for a road to be re-opened. Furthermore, when opportunities for agricultural and horticultural land are considered at locations up the East Coast, investor confidence in a reliable and resilient roading network is critical. If this confidence is missing because of concerns over roading resilience, then economic opportunities may well be lost.

Travel Demand

The relative level of demand for travel is a very important metric for roading network asset management investment. Higher demand generally increases wear and tear on the roading assets, and benefits of maintenance will be experienced by larger numbers of people. This "collective value" generally means that the more an asset is used, the higher its importance.

However, relatively low levels of demand – especially in rural areas – do not necessarily indicate a lack of "individual value" or importance to the people and businesses who rely on them. In general terms, the further away individual people and businesses are from places they need to get to, the more valuable they may feel that their route is – especially if there is no alternative. Many rural roads are essential lifelines for the people and businesses who use them. Whilst in urban areas alternative routes can usually be found in the event of road closure, in rural areas this is not usually the case.

The relative level of under-development in Te Tairāwhiti region, also means that resilience investment could deliver relatively high levels of wider economic benefit compared to other regions where prosperity is (relatively speaking) "locked in".

The challenge in this PBC will be to balance and reconcile collective versus individual value of roading routes so that benefits are maximised and costs minimised, and this has been done through use of a GIS-based tool which is discussed in the section on problems below.

Resilience Implications

A key aspect of any resilient system is its ability to bounce back from setbacks, whether these are sudden or have taken place over many years.

The preceding analysis of population, economy and transport paints a picture of Te Tairāwhiti region as a small, isolated region with a series of structural issues which are restricting its development.

A very small and dispersed population – relative to both land area and size of roading network – is unable to generate sufficient economic output and therefore local rating revenue which can be invested in future infrastructure resilience. There is a heavy reliance on central government investment, which is reflected in the relatively high Funding Assistance Rate (FAR) for activities funded through the National Land Transport Programme (NLTP).

This population is relatively young and struggles with a lack of opportunities for employment in higher value add industry categories such as professional services. Instead there is high dependency on primary production which, whilst essential to the region's success, is unable on its own to generate the number and financial value of employment opportunities compared to other parts of Aotearoa New Zealand. The work that goes into activities which are unpaid – and on which the "real economy" depends – goes largely unrecognised.

The level of socio-economic deprivation – especially amongst the Māori population – is unacceptably high and, unless it is addressed, could act as a brake on further economic and social progress. The region risks being perceived as a "basket case", when nothing could be further from the truth.

Nothing has yet been said of the staggering beauty of the natural environment in the region, which is a positive outcome of its relative isolation. The region and its communities offer a very high quality of life which provides a more relaxed pace where people can truly develop their personal ambitions.

Statistics do not capture either the huge potential of the region nor the resourcefulness and skills of its people. Nor do they adequately measure the wider economic value of natural resources – especially those associated with land and water - upon which the population directly depends.

The Trust Tairāwhiti Economic Recovery Plan (TTERP) 2024 notes that the region is at a pivotal moment in time. As a "perfect storm" of the COVID-19 pandemic, severe weather events, housing, shortages, rising living costs begins to ease, the plan emphasises that it is time to take charge and plot a new course of action, based on a once-in-a-generation opportunity to confront the impacts of climate change and global economic headwinds.

The ERP contains several targets and high-level actions as summarised in Table 75:

Table 75 Trust Tairāwhiti Economic Recovery Plan 2024 Targets and High-level Actions

Target	High-Level Actions
Contribute 1% to New Zealand's GDP by 2034 (from 0.7% in 2023)	Grow through strategic investment in: • Higher value primary production • Manufacturing capacity and capability • Growing the knowledge economy • Igniting tourism
Add value to products by growing our manufacturing sector to 8%	Growing manufacturing base to amplify the value of existing production strengths, such as wood manufacturing, and drive economic growth
Elevate Tairāwhiti earnings to equal the national average	Create more 'higher earning roles' by focusing our economic growth on job creation which: • Delivers quality job opportunities for residents • Establishes pathways to lift Māori earnings
Unlock the economic potential of whenua more than 1,000 hectares	Transition more than a thousand hectares of land to higher-value production by: • Enhancing infrastructure • Enabling the adoption of improved production processes • Exploring new production opportunities

Source: Trust Tairāwhiti Economic Recovery Plan 2024

The TTERP sets out five strategic enablers, the first of which is:

"Invigorate our transport and logistics lifelines by elevating the resilience and quality of our road networks."

Resilient roading infrastructure is not a "nice to have", but rather something that is essential to the future prosperity and wellbeing of the region. However, the reality is that over the last few years of severe weather events roading resilience has been severely tested and found to be less than adequate to support the existing economy, never mind the desired future one.

Appendix B: Cultural Context

Joint Management Agreement

The purpose of the Joint Management Agreement (JMA) is to provide a mechanism for Ngā Hapū o Ngāti Porou to share in Resource Management Act (RMA) decision-making within the traditional Ngāti Porou rohe, mai i Potikirua ki te Toka a Taiau, specifically within the Waiapu Catchment.

The JMA requires Council to ensure that Te Runanganui is kept informed of relevant aspects of the preparation, review and changes to all relevant RMA planning documents, planning instruments, notified resource consent applications, and plan changes within or affecting the Waiapu Catchment.

Council and Te Runanganui will make the following decisions jointly in accordance with this JMA:

- Notified resource consent applications under section 104 of the RMA within the Waiapu Catchment.
- RMA planning documents under clause 10(1) of Schedule 1 of the RMA that affect the Waiapu catchment, including the Waiapu Catchment Plan.
- Private plan changes under clause 10(1) of Schedule 1 of the RMA that affect the Waiapu catchment.

Iwi and Hapū Management Plans

Iwi and Hapū Management Plans are policy statements that describe resource management issues important to tangata whenua. The plans provide iwi resource management strategies for sustainable development of natural and physical resources. They may also have information relating to specific cultural values, historical accounts, descriptions of areas of interest, hapū and iwi boundaries (rohe) and consultation and engagement protocols for resource consent and plan changes.

Hapū and Iwi Management Plans provide a mechanism for tangata whenua interests to be considered in Council processes. There are specific legislative requirements which place a duty on Council to take these plans into account.

Over 50 members of Nga Ariki Kaiputahi presented their plan to Council in April 2012. The first such plan to be presented at a full meeting of Council, it is a high-level document, and many aspirations expressed about sustainable management of natural and physical resources align with local policies.

The Nga Ariki Kaiputahi Hapu / Iwi Management Plan establishes the strategic vision for the sustainable management of natural and physical resources within the rohe of the Mangatu.

Engaging Māori

A key issue for any roading resilience investment programme is effective Māori participation in council decisions. The following table, from *Tairāwhiti Piritahi: Fostering Māori Participation in Council Decision-Making Policy*, summarises how this can be achieved:

Table 76 Involving Māori in Council Decision-Making

Explanation	Actions	What Success Looks Like
Council recognises that Māori decision-making processes are collective in nature. Council ensures that we are including the right people, at the right level, at the right time and on the right terms.	• Create and adhere to processes that ensure Māori needs / issues / concepts are considered and Māori are participating effectively throughout. • Co-ordinate and resource iwi engagement forums with a consistent investment approach. • Allocate the time and resource Māori collectives require in order to make informed decisions about our processes. • Make information relevant and reflective of Māori audiences. • Develop and maintain more collaborative partnerships and processes with agreed mutual outcomes instead of one-off consultation on an issue-by-issue basis.	• Council processes consider Māori needs / issues / concepts and includes relevant information reflective of Māori audiences. • Māori can participate effectively in any Council decision-making process. • Iwi engagement forums are well-resourced and contribute to improved outcomes in Council decision-making. • There are a number of collaborative partnerships and processes with dedicated mutual outcomes and reliance on consulting on an issue-by-issue basis is reduced.

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

Figure 36 Rohe of Ngāi Tāmanuhiri

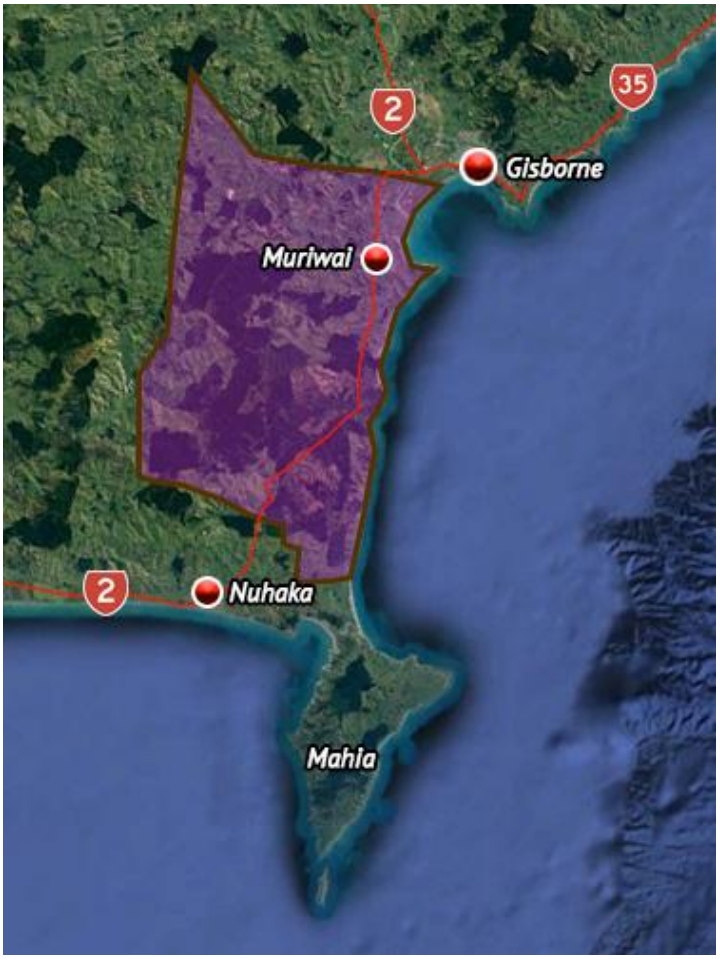


Figure 37 Rohe of Ngāti Porou

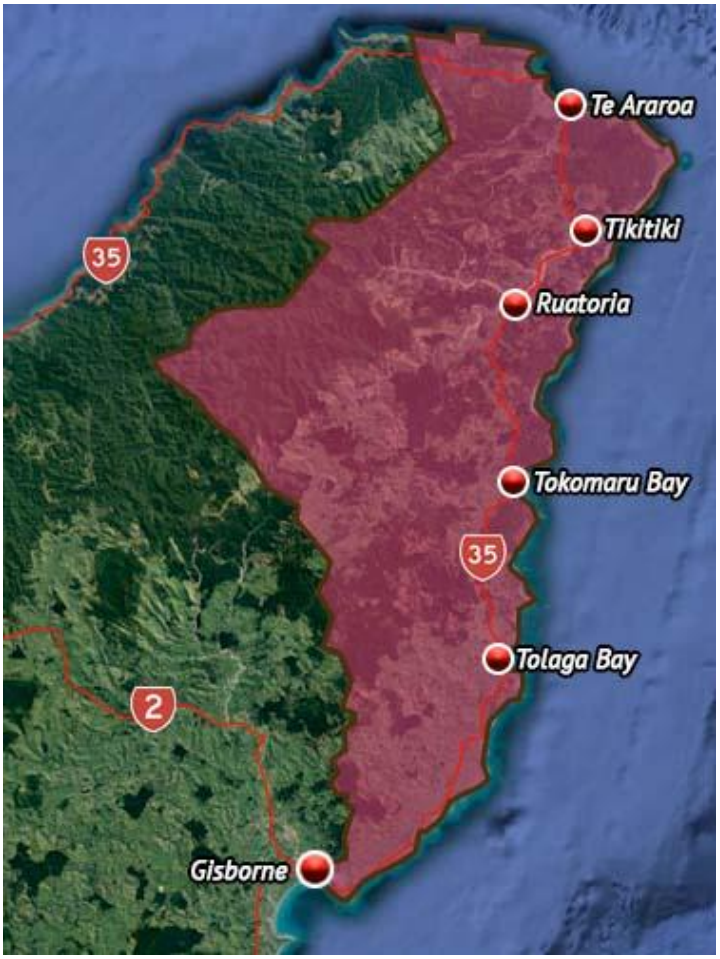


Figure 38 Rohe of Rongowhakaata

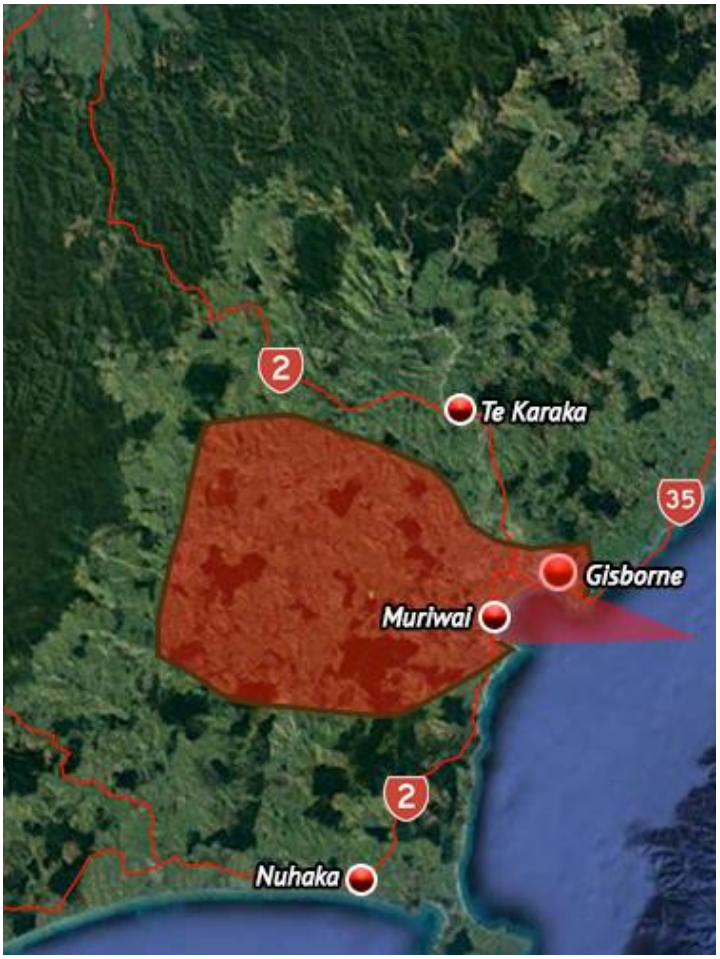


Figure 39 Rohe of Te Aitanga ā Māhaki

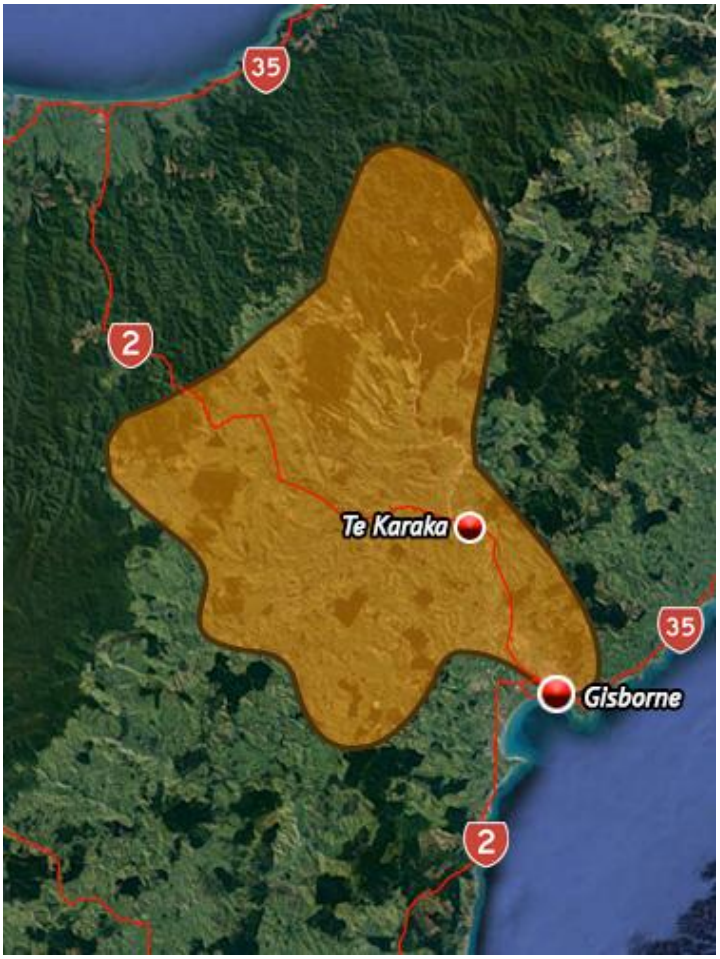


Figure 40 Rohe of Te Wairoa Iwi and Hapū

Appendix C: Previous ILM Problem Statements

As part of this business case, all problem statements from recent business cases have been summarised in Table 77, with those most relevant to network resilience highlighted in bold.

Table 77 Problem Statements from Previous ILM Exercises

Document and Date	Problem Statements (those most relevant to roading network resilience highlighted in bold)
Integrated Transport Priority Plan (2018)	• Conflict between active mode users of transport and heavy vehicles results in increased personal risk to active mode users. • Narrow seal, lack of passing opportunities and tight alignment contribute to a significant potential risk, particularly in rural areas, of death and serious injury. • The region's driver demographics are risk takers and with the maintenance which contributes to a higher-than-normal regional accident rate. • **Parts of the network lack capability and are not able to sustain the current and projected volume of traffic, particularly freight.** • **The network is susceptible to road closure and degradation from climatic conditions leading to poor road condition, excessive wear and tear on vehicles and resultant economic loss.**
Local Roads Route Security Single Stage Business Case (2020)	• **Parts of the network lack capability and are not able to sustain the current or projected volume of traffic, particularly freight.** • **The network is susceptible to road closure and weather degradation leading to poor road condition, excessive wear and tear on vehicles and resultant economic loss.**
Te Tairāwhiti Wairoa Resilience Strategic Response Single Stage Business Case (2023)	• **Increasing frequency and intensity of weather events reduces the availability of the transport system, including suitable alternative routes, resulting in negative economic, social and lane use impacts for local, district and regional communities.** • **Poor state highway resilience and lack of viable alternative routes impedes critical lifeline services from providing timely disaster response and recovery to support isolated communities.**

Document and Date	Problem Statements (those most relevant to roading network resilience highlighted in bold)
	• **Increasing resilience challenges has focussed investment in short term recovery resulting in long term underinvestment in a resilient and safe transport system, constraining social and economic opportunities.**
Regional Land Transport Plan (2024)	• **Historic underinvestment in asset maintenance, increased freight travel demand, increased severe weather events, and land use changes is resulting in declining network performance and inadequate network resilience that is negatively impacting sustainable economic growth, user safety, individual and community psychosocial wellbeing, community accessibility, maintenance costs, and aspirational outcomes.** • Low quality of vehicles, poor decision making by transport users, deficiencies in network design and deteriorating road surfaces are resulting in deaths and serious injuries on our transport network, with Māori disproportionately affected. • A lack of safe and convenient public and active travel infrastructure and services for all transport users is resulting in high levels of car use, increasing levels of greenhouse gas emissions, adverse health impacts, and reduced access to economic opportunities and key services for disadvantaged persons.
Land Transport Activity Management Plan (2024)	• **Historic underinvestment in asset maintenance, increased freight travel demand, increased severe weather events, and land use changes is resulting in declining network performance and inadequate network resilience that is negatively impacting sustainable economic growth, user safety, individual and community psychosocial wellbeing, community accessibility, maintenance costs, and aspirational outcomes.** • Low quality of vehicles, poor decision making by transport users, deficiencies in network design and deteriorating road surfaces are resulting in deaths and serious injuries on our transport network, with Māori disproportionately affected. • A lack of safe and convenient public and active travel infrastructure and services for all transport users is resulting in high levels of car use, increasing levels of greenhouse gas emissions, adverse health impacts, and reduced access to economic opportunities and key services for disadvantaged persons.

Within the five documents summarised in the table above, nine problem statements (out of 15 in total) are relevant to local roading network resilience. The Local Roads Route Security and Te Tairāwhiti Wairoa Resilience Strategic Response Single Stage Business Cases were both commissioned to address the overall challenges of increasing freight movements, severe weather events and climate change.

Therefore in discussion with NZTA, it has been decided to forgo another ILM exercise which – in all likelihood – would have generated very similar problem statements to those in previous business cases, the RLTP and AMP.

Appendix C: Transport Network Exposure, Vulnerability and Resilience Risk

Exposure

Exposure refers to the presence of people, livelihoods, species or ecosystems, environmental functions, services, and resources, infrastructure, or economic, social, or cultural assets in places and settings that could be adversely affected by a climate hazard (IPCC, 2014). General exposure descriptors from the Ministry for the Environment's (MfE) Guidance for Local Climate Change Risk Assessments are summarised as follows:

Table 78 Risk Exposure Descriptors

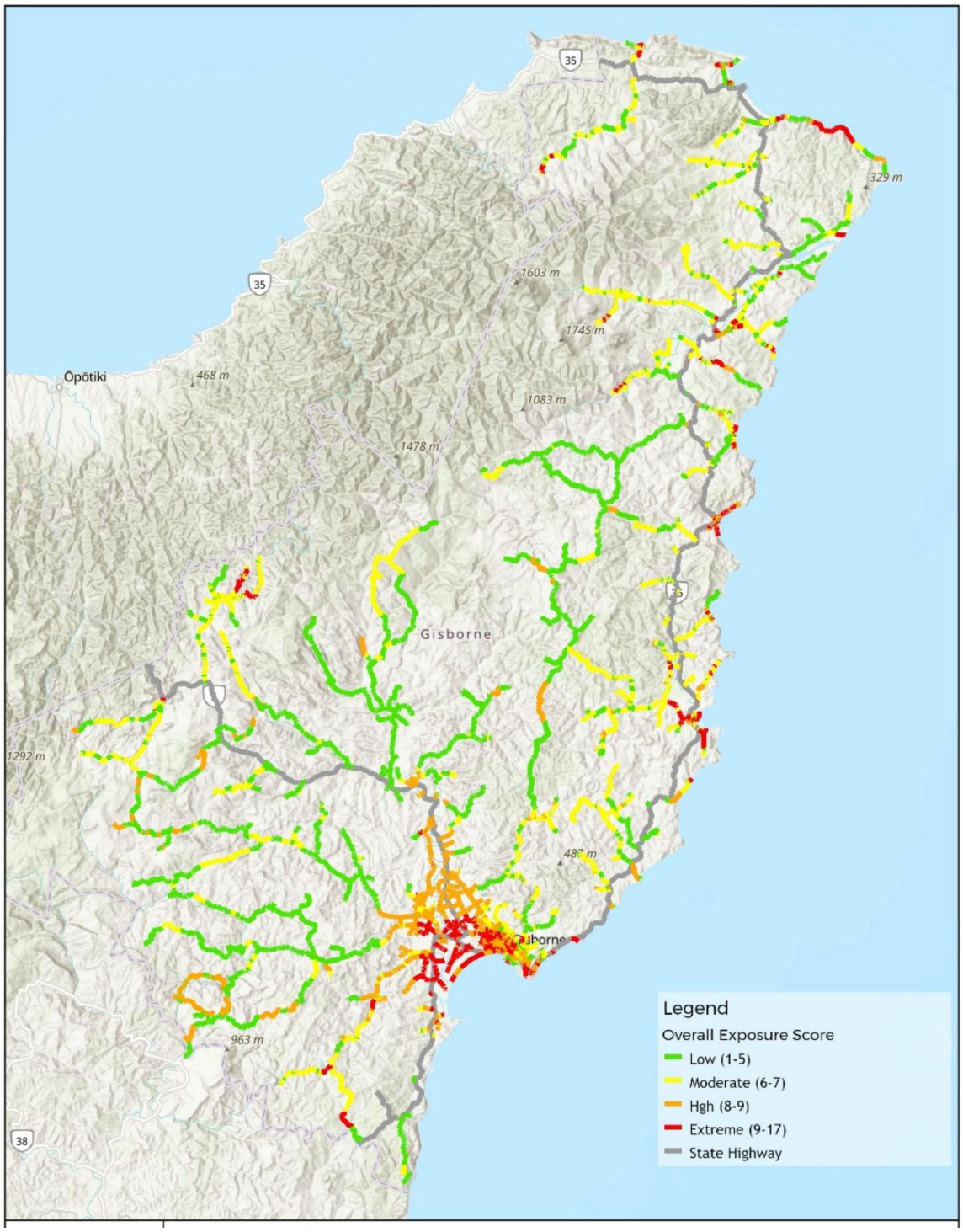
Exposure	Definition	Descriptor	Gisborne Exposure Score
Extreme	More than 75% of sector / element is exposed to the hazard	Significant and widespread exposure of elements to the hazard	17.9 – 23.7
High	50-75% of sector / element is exposed to the hazard	High exposure of elements to the hazard	11.9 – 17.8
Moderate	25-50% of sector / element is exposed to the hazard	Moderate exposure of elements to the hazard	5.9 – 11.8
Low	5-25% of sector / element is exposed to the hazard	Isolate exposure of elements to the hazard	0 – 5.8

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figures 41 and 42 provide an overview of transport network exposure, for the whole region and Gisborne city roads respectively. Total exposure is equal to the sum of the exposure to all identified hazards weighted equally. The red and orange lines indicate extreme and high exposure respectively.

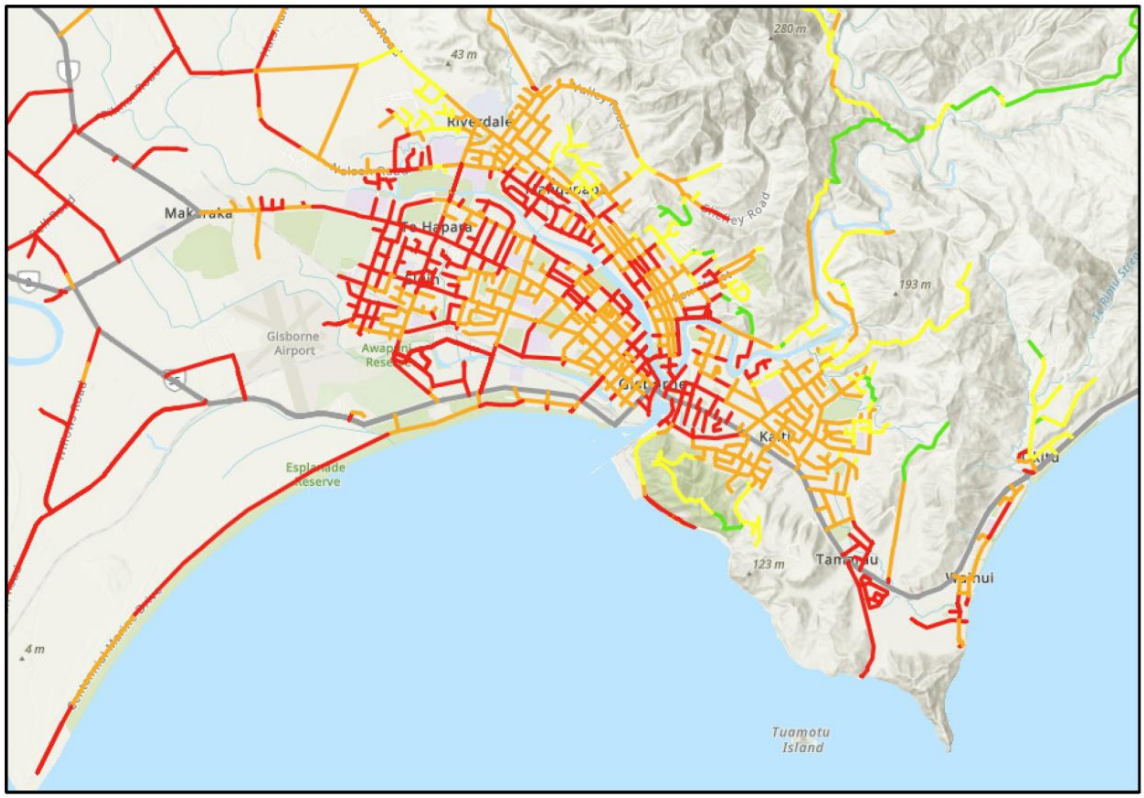
The Gisborne city urban network and coastal areas generally have higher exposure to most hazards, both stresses and shocks, including increased rainfall and flooding events, sea level rise / storm surge, earthquake amplification and liquefaction, and tsunami.

Figure 41 Overall Transport Network Exposure for Te Tairāwhiti Region



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 42 Overall Transport Network Exposure for Gisborne City



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Inland rural hilly areas have a higher exposure to some natural hazards, which is not apparent in the summarised data. Available data for extreme rainfall / storms and flooding is not accurate enough or suitable to fully capture exposure in these areas.

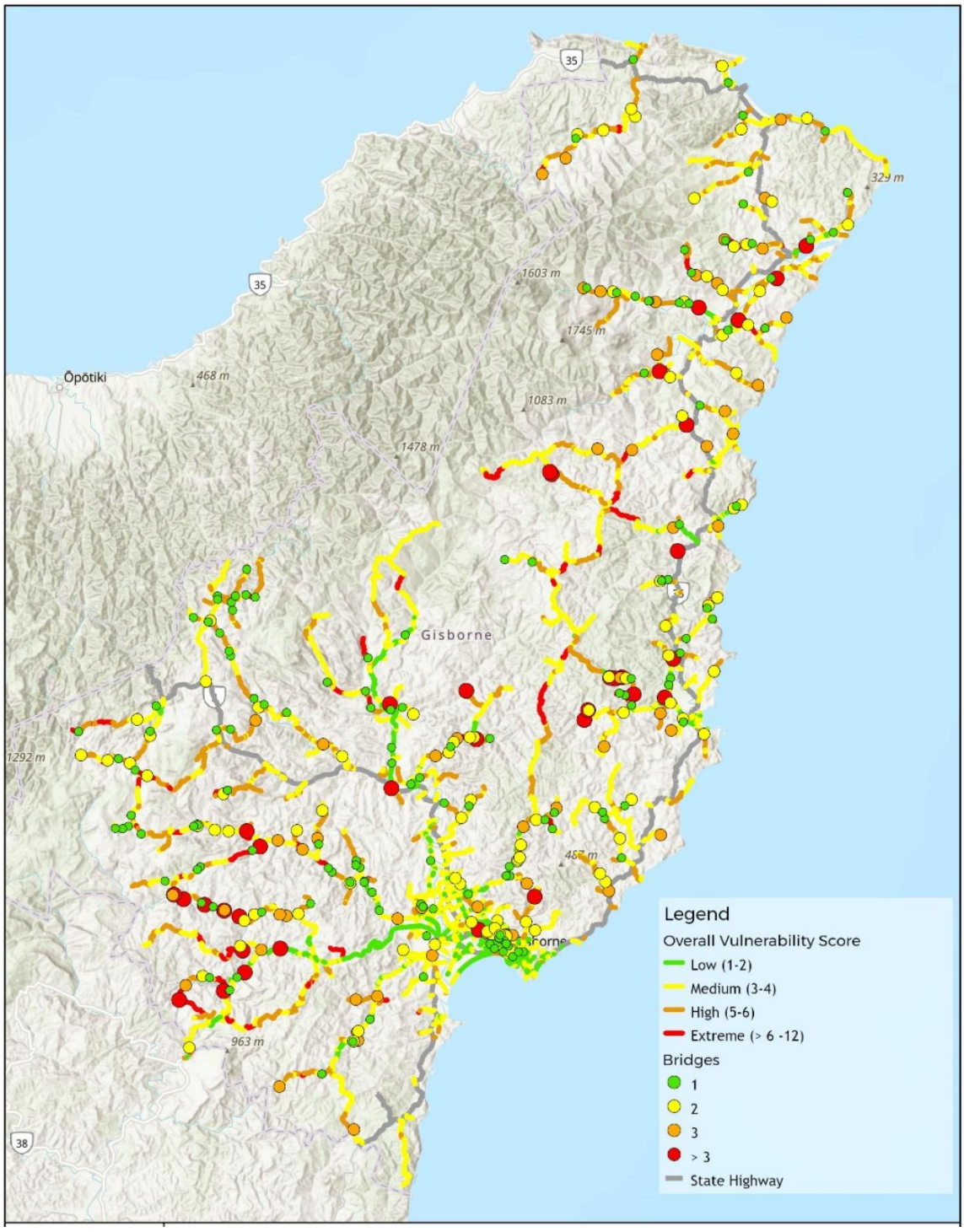
Vulnerability

The second resilience risk factor is **vulnerability**, a function of:

- **Sensitivity:** The degree to which an asset is affected, either adversely or beneficially, by a hazard.
- **Adaptive capacity:** The ability of an asset to adjust to potential damage or to respond to consequences of that hazard.

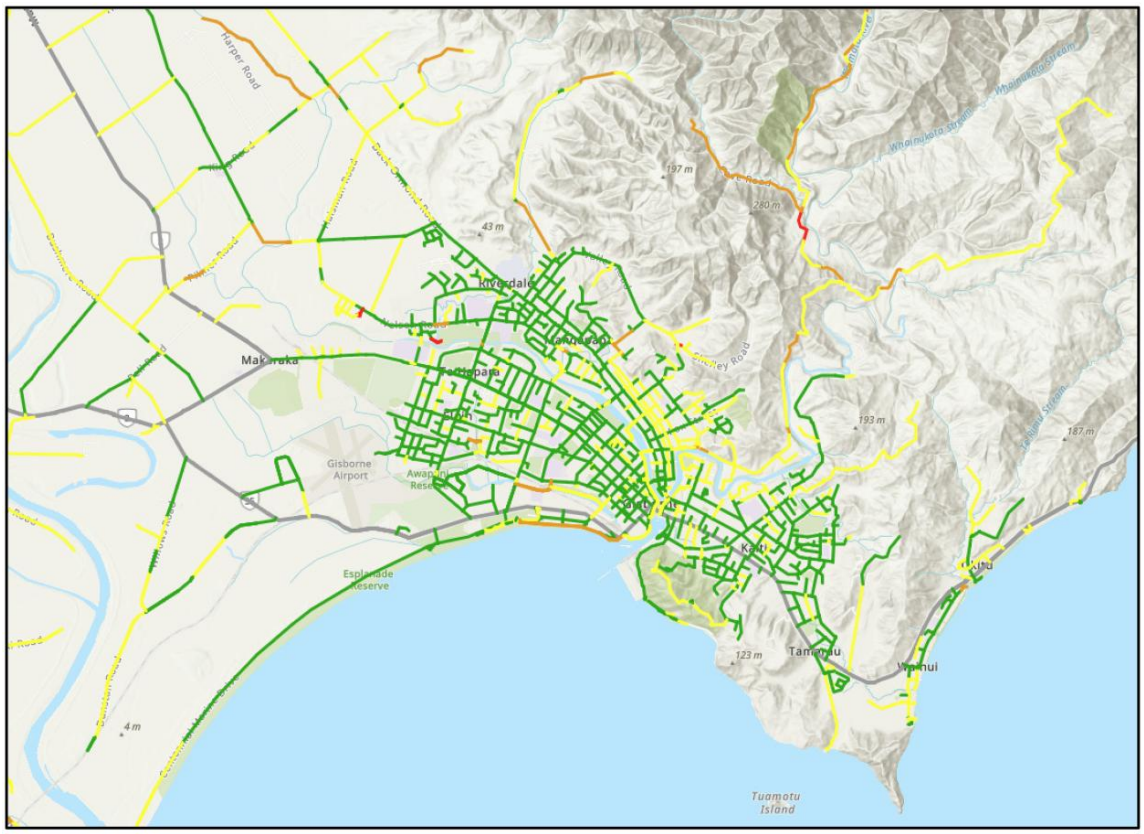
Figures 43 and 44 provide an overview of transport network vulnerability, based on structures and roads. The urban network has generally low vulnerability, because it has a more robust asset base. Vulnerability of rural roads and structures is higher because they are in poorer condition and / or not constructed to the same robust standard as urban roads.

Figure 43 Overall Transport Network Vulnerability for Te Tairāwhiti Region



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 44 Overall Transport Network Vulnerability for Gisborne City



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

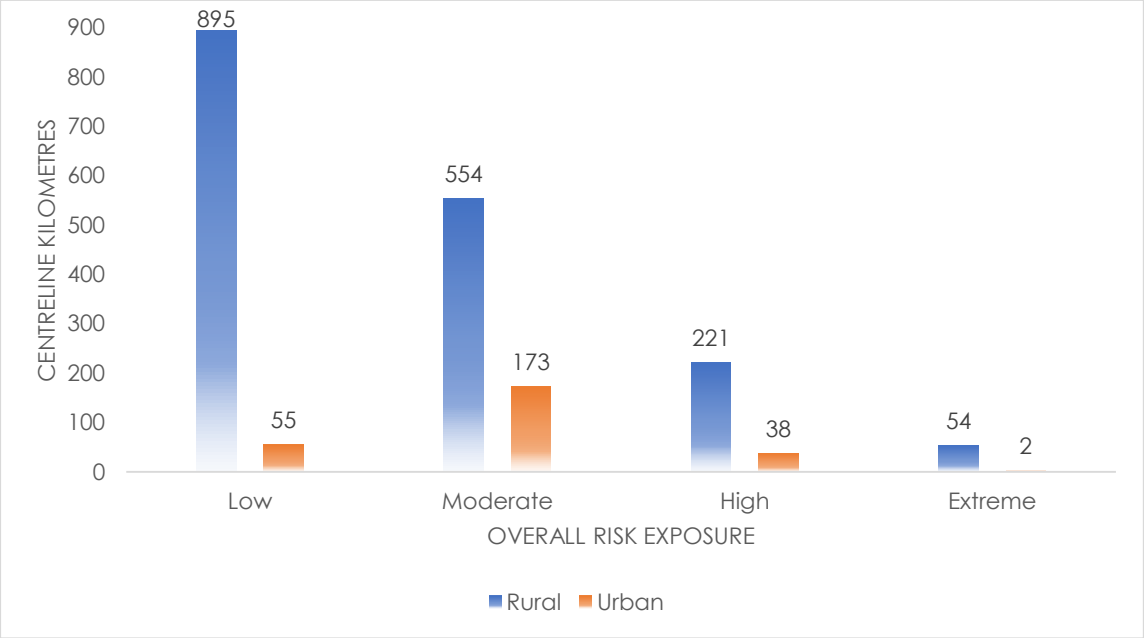
Overall Resilience Risk

A combination of exposure and vulnerability make up the **overall resilience risk** score. Figure 45 shows the total level of resilience risk measured by road centreline kilometres. Figure 46 shows the same data by percentage of centreline kilometres.

Just under 16% of Council's local roading network (a total of 315 kilometres) is scored as having extreme or high risk. For the rural network this equates to 54 kilometres extreme and 221 kilometres high. The rural network is less robustly constructed, which reflects the higher length and percentage of extreme risk.

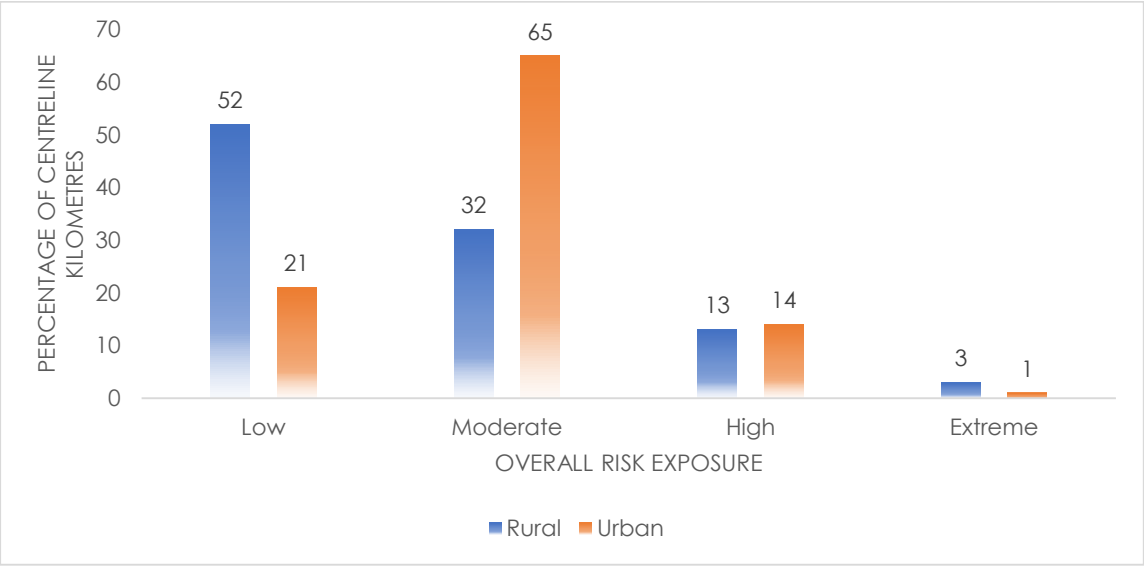
Even a relatively low length of road in the Gisborne city network (two kilometres extreme risk and 38 kilometres high risk) is very important for the relatively high number of people who are dependent on it, and this is for all modes of travel including walking, cycling and public transport. A total of 40 kilometres represents 15% of the urban roading length.

Figure 45 Overall Transport Network Resilience Risk for Te Tairāwhiti Region (Length of Centreline Kilometres)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

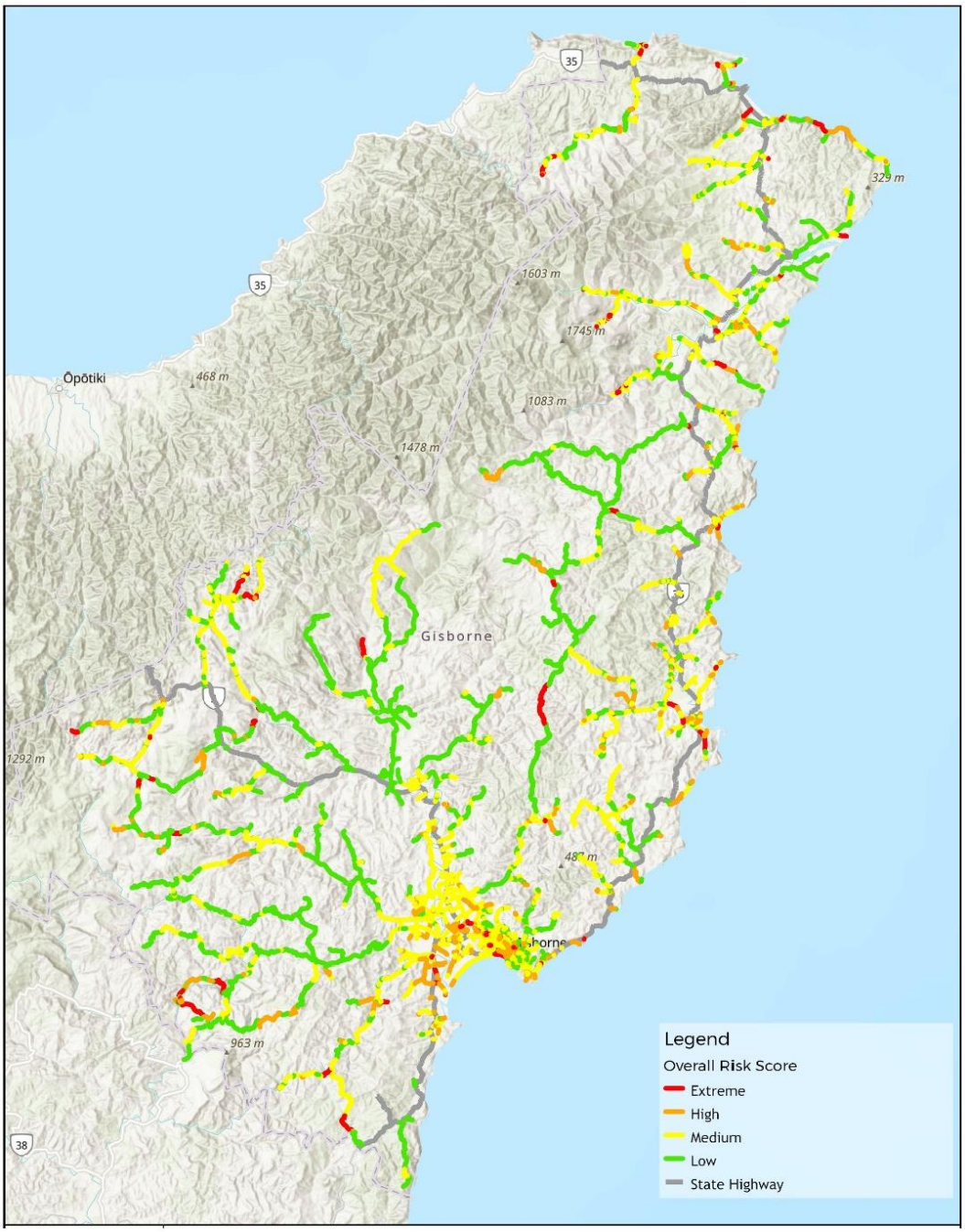
Figure 46 Overall Transport Network Resilience Risk for Te Tairāwhiti Region (Percentage of Centreline Kilometres)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

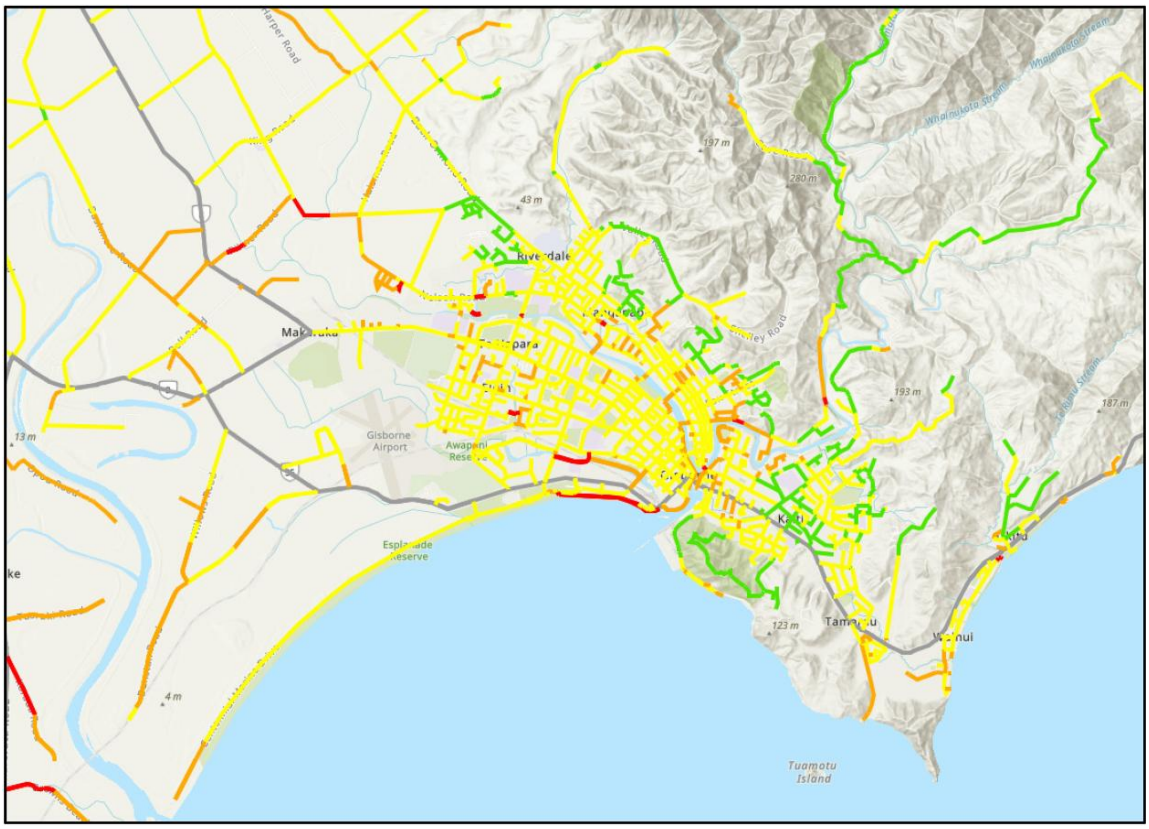
The maps in Figures 47 and 48 show how resilience risk is spatially distributed.

Figure 47 Overall Transport Network Resilience Risk for Te Tairāwhiti Region



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

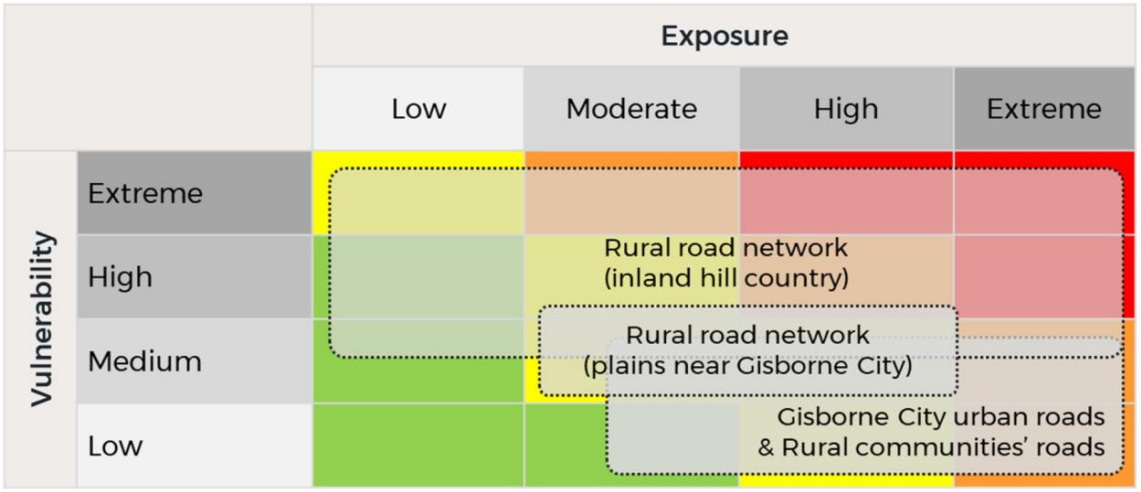
Figure 48 Overall Transport Network Resilience Risk for Gisborne City



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figures 49 outlines a risk matrix which summarises resilience risk spatial distribution across the roading network.

Figure 49 Overall Transport Network Resilience Risk Matrix Spatial Summary



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Resilience risk for Gisborne city, rural roads near the city and rural townships / communities is generally moderate to high. There are few road sections in these parts of the region that are considered to have extreme risk. This is because while these roads are exposed to natural hazards, they are well built so their vulnerability is reduced.

There is more variance in the resilience risk across the wider rural road network, with some places having extreme level and others low. This variance largely reflects differences in the vulnerability of local roads in the more rural parts of the region, which is a function of poorer asset construction and condition.

Figure 46 shows that there are many sections of rural road with extreme and high resilience risk which are located in between lower risk sections. Even a small percentage of the network being exposed to a single hazard – including sea level rise / storm surge and tsunami - is likely to have a much larger impact than the immediate area affected. This is because any **critical point of failure** – such as a bridge or key section of road that connects others together – will adversely affect any journey that traverses through it – even if adjacent sections have no exposure. If there are no viable alternative routes, then sections of the road network which are not exposed to hazards can't provide full, or even any, connectivity. A roading system is only as strong as its weakest links.

Regarding the Gisborne urban network, Figure 47 above shows that the vast majority of the network is medium risk at the very least. Generally only sections of road located on higher ground are considered low risk, as they will not be impacted by a tsunami. The river crossings and sections of road close to waterways are generally high risk, as well as areas west of the airport. The longest sections of road with extreme risk are adjacent to Waikanae beach and the inland creek of the same name.

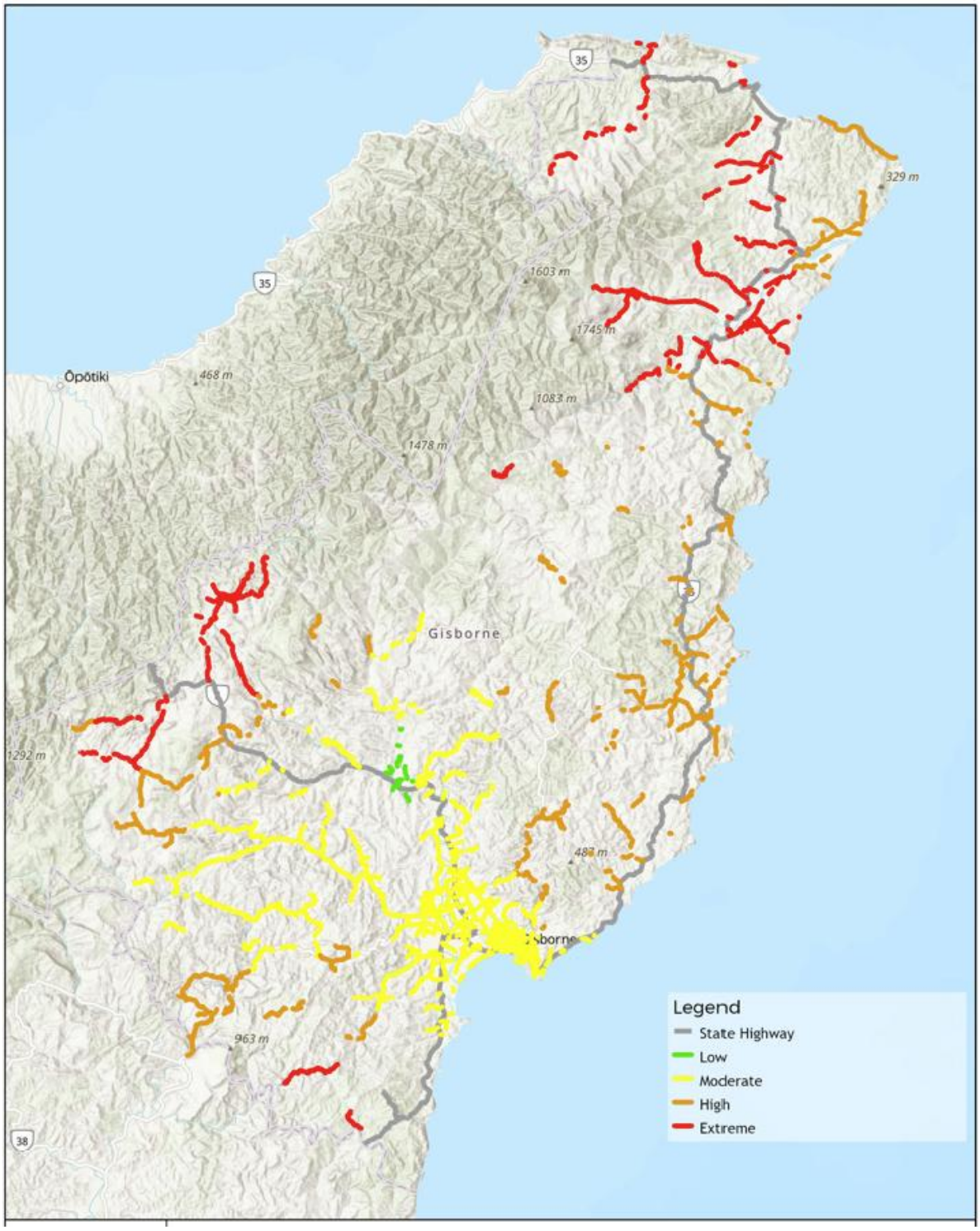
The following maps show risk by individual hazard:

- Temperature increase.
- Increased precipitation and flooding events.
- Increased rainfall and storm events.
- Sea level rise and storm surge.
- Tsunami.
- Earthquake amplification.

Figure 50 Temperature Increase (Extreme Hot Days)

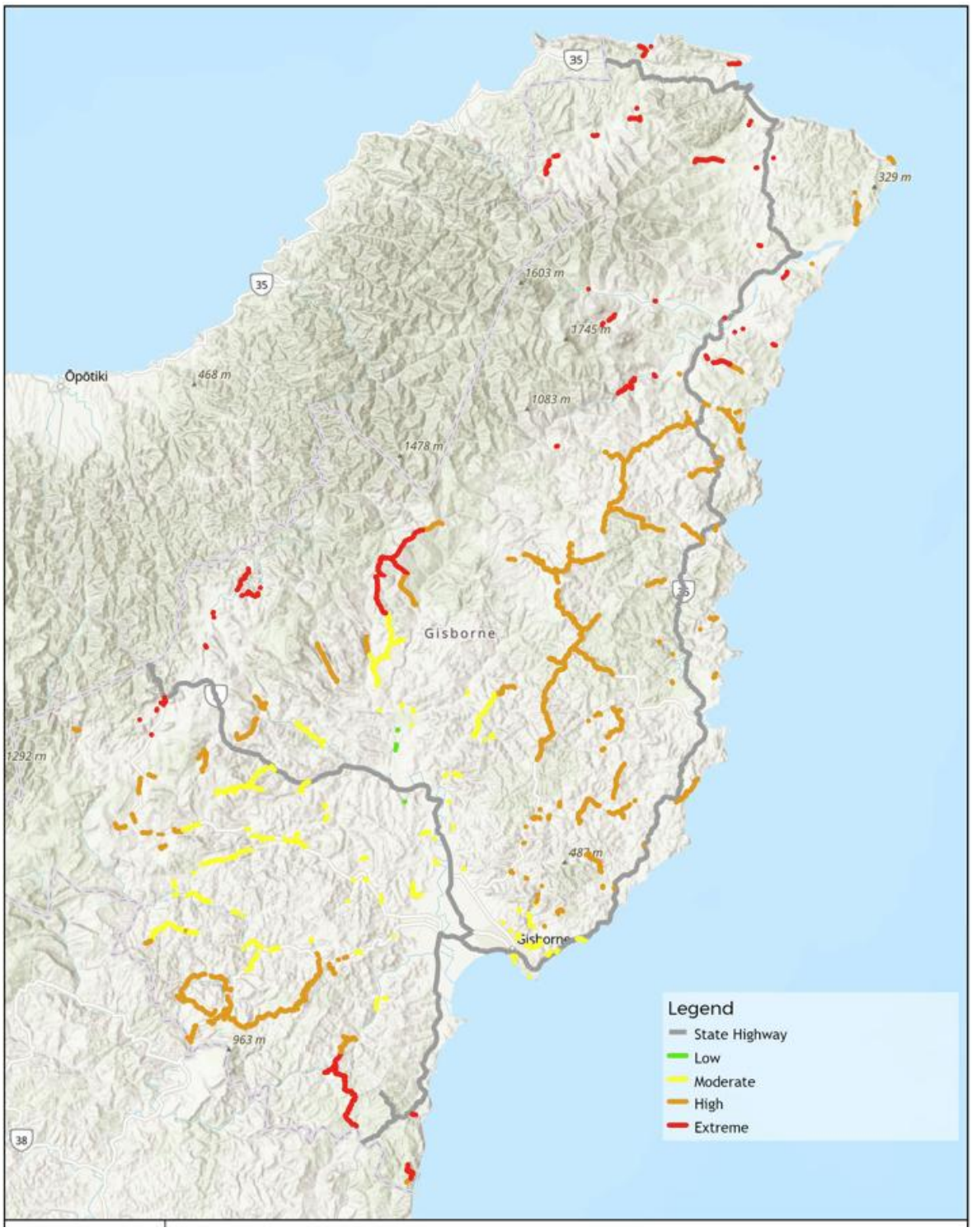
Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 51 Increased Precipitation and Flooding Events



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 52 Increased Rainfall and Storm Events



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

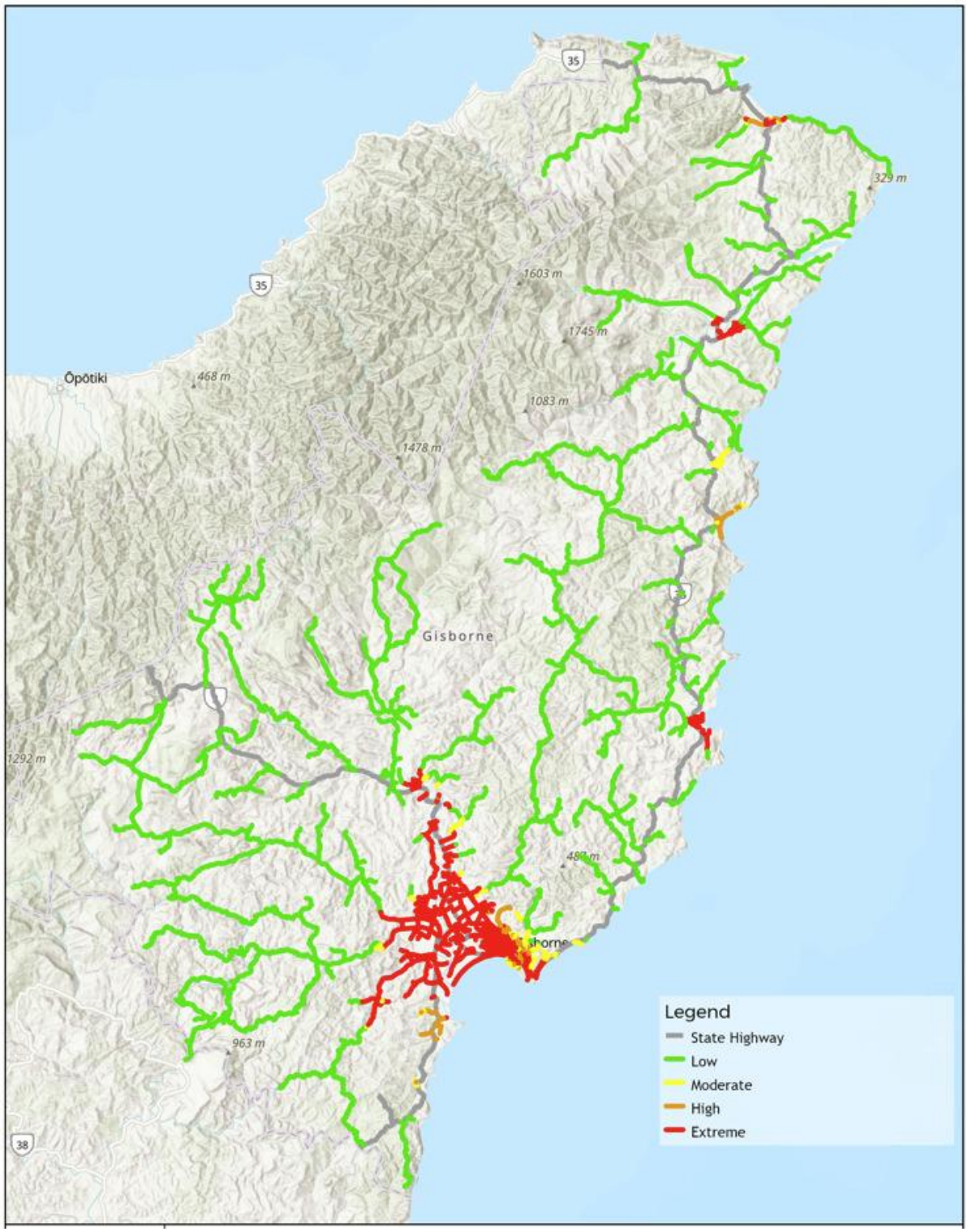
Figure 53 Sea Level Rise and Storm Surge

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 54 Tsunami

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 55 Earthquake Amplification

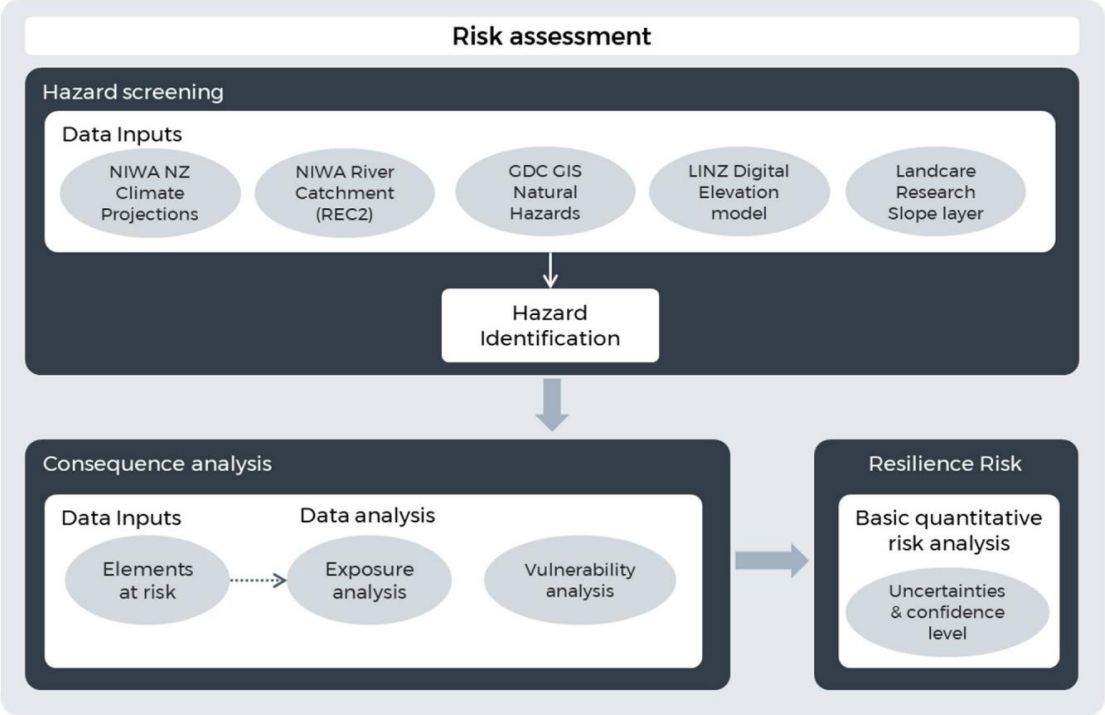


Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Appendix E: Technical Methodology and Scoring for Hazard Exposure and Vulnerability

The technical methodology follows a simplified version of the Ministry for the Environment's (MfE) Guidance for Local Climate Change Risk Assessments[19], summarised in Figure 56. A screening process using various data inputs identifies hazards that represent future risks to the roading network. Once identified, elements at risk and their **exposure** and **vulnerability** to each type of hazard are identified - as shown at the bottom of Figure 56.

Figure 56 Strategic Network Resilience PBC Technical Methodology



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

The level of exposure risk for each hazard ranges from extreme (a score of 4) to low (a score of 1). General exposure descriptors from the Ministry for the Environment's (MfE) Guidance for Local Climate Change Risk Assessments are included in Table 79. The Council exposure score represents the total for sections of local road exposed to all six natural hazards.

[19] A guide to local climate change risk assessments | Ministry for the Environment

Table 79 General Exposure Descriptions from MfE Guidance for Local Climate Change Risk Assessments with Council Exposure Scoring Bands

Exposure	Individual Hazard Score	Definition	Descriptor	Council Exposure Score (All Hazards)
Extreme	4	More than 75% of sector / element is exposed to the hazard	Significant and widespread exposure of elements to the hazard	17.9 – 23.7
High	3	50-75% of sector / element is exposed to the hazard	High exposure of elements to the hazard	11.9 – 17.8
Moderate	2	25-50% of sector / element is exposed to the hazard	Moderate exposure of elements to the hazard	5.9 – 11.8
Low	1	5-25% of sector / element is exposed to the hazard	Isolate exposure of elements to the hazard	0 – 5.8

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Table 80 General Vulnerability Descriptions from MfE Guidance for Local Climate Change Risk Assessments

Exposure	Definition	Total Vulnerability Score
Extreme	Extremely likely to be adversely affected, because asset is highly sensitive to a given hazard and has low capacity to adapt	Greater than 6
High	Highly likely to be adversely affected, because asset is highly sensitive to a given hazard and has low capacity to adapt	5 – 6
Moderate	Moderately likely to be adversely affected, because asset is highly sensitive to a given hazard and has low or moderate capacity to adapt	3 – 4
Low	Low likelihood of being adversely affected, because asset has low sensitivity to a given hazard and a high capacity to adapt	1 – 2

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Vulnerability of road length (surface and pavement) has been assessed with data from Council's RAMM database and recent under slip (dropout) inspection work completed post-Cyclone Gabrielle. Using this data the vulnerability scoring system is summarised in Table 81:

Table 81 Vulnerability Scoring System for Road Lengths

Criterion	Rationale	Existing Data Rating	Score
Surface type	Unsealed roads are more vulnerable when excessively wet or dry	No sealed surface (unsealed road)	2
		Thin flexible sealed surface.	1
Carriageway width	Increased vulnerability for narrower roads as there is less side support	Two lane narrow between 6 and 8 metres wide	2
		One lane more than 8 metres wide	1
		Two lanes more than 8 metres	0
Proximity to rivers	Roads within 30 metres of rivers have more vulnerable geology (especially proximity to banks)	Within 30 metres of a river	2
		More than 30 metres from a river	0
Existing damage	Generally reflects loss of at least half the road	Cost more than $200,000 (47 in total)	3
	Generally reflects loss of partial and, up to one, live traffic lane	Cost $100,000 to $200,000 (92 in total)	2
	Generally reflects loss of shoulder and into live traffic lane	Cost $50,000 to $99,000 (159 in total)	1
	Generally small impact on live traffic lanes	Cost less than $50,000 (91 in total)	0

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Structures vulnerability includes all bridges and large culverts (greater than 3.44 square metres). Data has been sourced from Council GC23 database, and then reviewed with subject matter experts to agree key factors which could indicate structure vulnerability, based on the following formula:

Structures Vulnerability = Overall Condition Rating + Debris Rating + Year of Construction Rating + Local Knowledge score

Table 82 Vulnerability Scoring System for Structures

Criterion	Rationale	Existing Data Rating	Score
Overall condition	Assessed post Cyclone Gabrielle and subsequent events Indicates vulnerability of bridge to damage from significant flood event	Black	4
		Red	3
		Orange	2
		Green	1
Debris	Bridges with debris build up during significant flooding events Indicates vulnerability of bridge to debris build up during high flows	Significant	4
		Medium	3
		Minor	2
		None	1
Year of construction	Correlation between bridge damage and age from Cyclone Gabrielle showed that bridges constructed prior to World War Two were more susceptible to damage	Pre-1943	2
	Mixed susceptibility to damage	1943 – 2000	1
	No apparent damage limitations	Post 2000	0

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Application of Local knowledge has been used to identify river catchments that have had repeated issues with debris flows and asset damage. Bridges on these rivers have been given an additional score of 1.

- **Hangaroa:** Following Cyclone Gabrielle four bridges were washed out on this river and several others had significant damage. There are high debris flows, many narrow canyon sections and some remaining bridges with limited or no pier foundations.
- **Mangaheia:** Significant debris flows all the way down this river. Many of the bridges have required rebuilding, some more than once. Also many of the bridges have piers in the middle of the river which collects debris and causes the flow to redirect towards the abutments at increased velocity. Some of the bridges (for example Matai and Wigan) were also constructed low compared to surrounding road level and river level which results in overtopping.
- **Waiapu:** According to the Ministry of Primary Industries (MPI), this catchment has the highest suspended sediment yield of any river in New Zealand and one of the highest in the world. If erosion remains untreated in key areas, models suggest there is the potential for current erosion and sedimentation to double by 2050. The catchment

would experience even greater physical damage, the area's agricultural production would decline, and social deprivation would worsen. Several bridges have had to be raised to protect from being overwhelmed.

- **Waikura:** There is a large amount of rain in this area and many issues with approaches being washed out. Some of the embankment approaches are fragile and susceptible.

Appendix F: Future Scenarios

Introduction

There is more than one potential scenario for how roading hazard exposure, vulnerability and hence resilience risk may play out in future. Whilst investment options in the Economic Case consider different scenarios in more detail, articulating them in the Strategic Case emphasises that problems outlined above could be more extreme than as described.

Scenarios Defined

Future scenarios provide plausible, challenging descriptions of how the future climate change impacts, and other mega trends / external drivers, mat impact the transport network in Te Tairāwhiti region. As well as affecting frequency and impact of natural hazards on the roading network, climate change is expected to alter people's ability to work with the land, and indeed where they live.

Consequently, when developing plausible future scenarios it is important to consider:

- Climate and its influence on natural hazards (and potentially making them higher impact).
- Land-use and its influence on local road importance through changing travel patterns.

Future Scenarios have been used to test sensitivity of local road importance and resilience risk ratings. Future scenarios are a tool to explore suitability of the recommended programme that have been developed as part of the Economic Case.

Programmes that are effective and efficient for several plausible futures could be seen as more suitable than those that are only effective in one future scenario. Considering alterative futures will also assist in understanding triggers for change and identification of limitations associated with alternative programmes.

Scenarios have been used to test intervention priorities and validity of the PBC preferred programme within alternative futures. Considering future scenarios and their implications for the transport network should also influence Council's wider, more strategic decisions on land-use and the economy through the TRMP. When developing the future scenarios they need to be considered as:

- Sensitivity or "what if" tests.
- Being plausible but not necessarily guaranteed to happen.
- Helping investigate and test importance of fundamental assumptions influencing the preferred roading resilience programme.

Climate Change Scenarios

Scenarios are founded on climate change climate projections from the IPCC's Sixth Assessment Report (AR6). The basis for each of the climate projections is a shared socio-economic pathway (SSP) coupled with an emissions trajectory (driven by anthropogenic activities). For this assessment, three climate projections have been used:

- SSP1-2.6 (low emissions scenario).

- SSP2-4.5 (moderate emissions, business-as-usual scenario).
- SSP3-7.0 (high emissions scenario).

These three projections have been selected based on available data and the MfE's *Guidance for Local Climate Change Risk Assessments*. They provide a range of plausible future emissions pathways - low, moderate and high. Table 83 provides a summary of the three timescales selected for assessment.

Table 83 Climate Scenario Timeframes

Description	Years	Approximate Timeframe
Current state / short term	2021 - 2040	Next 15 years
Medium term	2041 - 2060	16 to 35 Years
Long term	2080 - 2100	55 to 75 years

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

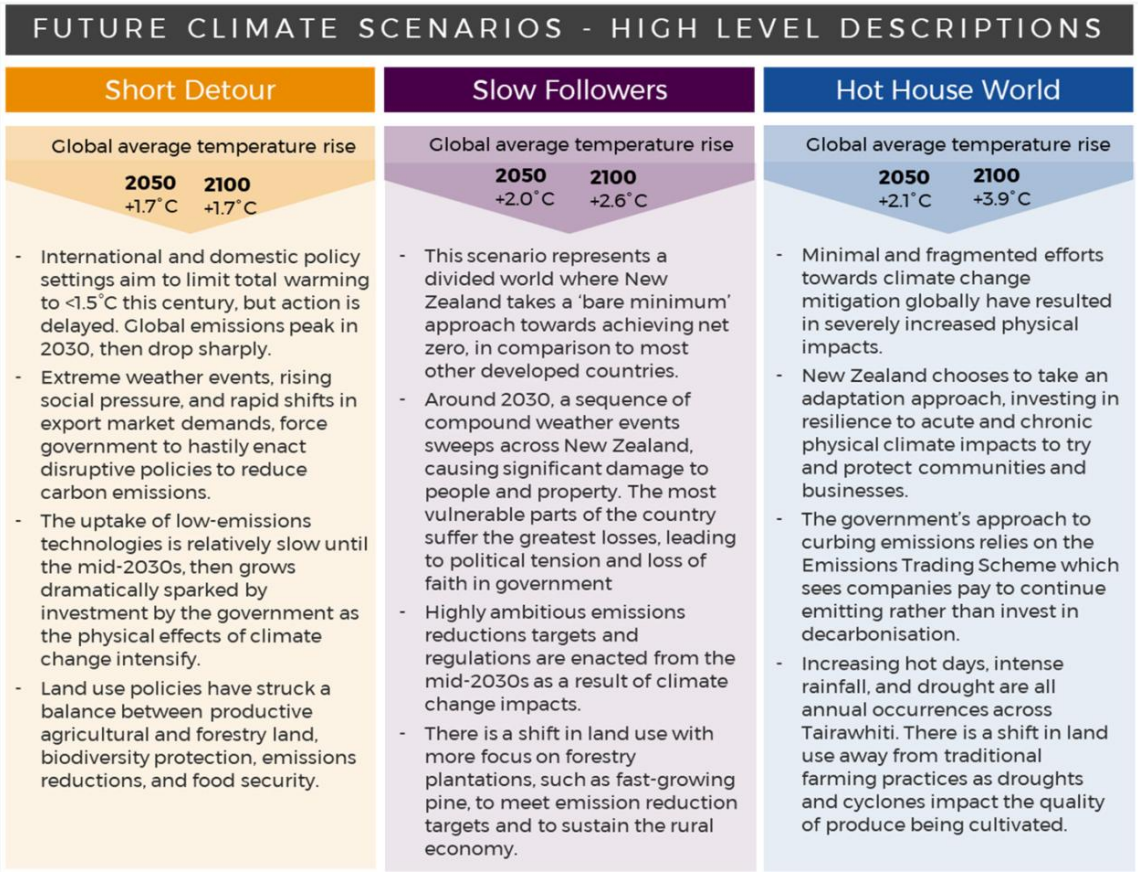
Timeframes are based on typical design life of horizontal infrastructure and also correlate with the recently released NIWA data *Regional NIWA Climate Change Projections and Impacts for Tairāwhiti.* Local knowledge has been used to consolidate and provide further evidence where available.

The key climate change trends for Te Tairāwhiti region can be summarised as follows:

- Average annual mean temperature across the region projected to increase by between 0.5 ˚Celsius to 1˚Celsius, rising to up to 3.9˚Celsius by 2100 areas.
- A slightly dryer climate with annual rainfall expected to decrease by up to 5%. Droughts are likely to increase in intensity and duration.
- Extreme rainfall events will become more severe in the future. Short duration rainfall events have the largest relative increases compared with longer duration rainfall events. Ex-tropical cyclones will get stronger and cause more damage as a result of heavy rain and winds.
- Sea level rise will increase leading to more coastal flooding, increased vulnerability to storms and tsunamis and exacerbated erosion.

Figure 57 summarises the three climate scenarios that have been developed for use in this PBC.

Figure 57 Overview of Climate Scenarios



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Implications for Local Road Importance

Importance of local roads is driven by the places that they connect, the significance of those places to people / business and therefore how they are used. Future local road importance scenarios have sought to reflect how society and the economy could alter in response to climate change. The factors that will influence local road importance in future are changes in:

- Total population or employment numbers.
- Location of population or employment activities.
- Types of primary industry and their transport requirements.

Various strategic plans and policies have established that while population and employment will change, basic geographic settlement patterns within the region are not expected to be fundamentally different. Attributes which could change are largely climate driven.

Future scenarios test sensitivity of investment programmes to factors that could plausibly change both in terms of local road importance, and hazard exposure. Table 84 provides an outline of the key changes incorporated into each future land use scenario.

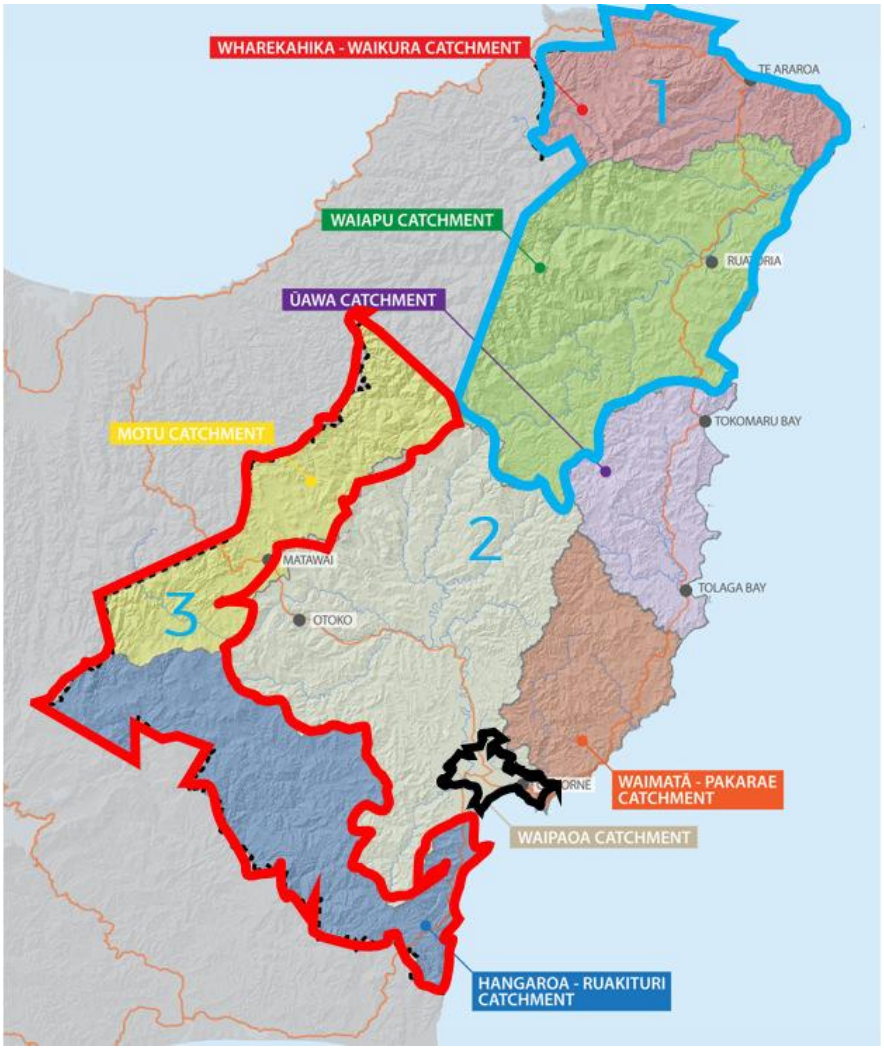
Table 84 Future Land Use and Population Scenarios

Land Use and Population Scenario	Description of Key Changes
Current patterns remain	Current population, employment and land-use patterns still relatively the same in future.
Moderate change	Moderate changes in land-use with population growth both in Gisborne City urban area and in rural settlements. • Increased annual average temperature almost but only just passing international maximum targets. • Population growth centred on Gisborne city urban area. • Moderate population increases in rural areas. • While less profitable, sheep and beef farming continues. • All forestry and some grassland furthest from Eastland Port is converted to carbon forestry. • Some grassland closer to Eastland Port is converted to commercial forestry. • No change to horticulture.
Climate driven land use changes	Climate Driven Changes to Land-use accompanied by population growth centred on Gisborne urban area: • Hotter average annual temperature far exceeds international maximum targets. • Population growth centred on Gisborne urban area. • Sheep and beef farming becomes less profitable. • All grassland and all commercial forests remote from Eastland Port are converted to carbon forestry. • Small reduction in rural population. • Some grassland closer to Eastland Port is converted to commercial forestry. • Reduction in horticultural land due to soil salination and increased drought.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

The way these changes may occur will be different across the region. Therefore, four proposed zones have been developed to reflect locations where proposed change would occur as shown in Figure 58. These zones align with Te Tairāwhiti region catchments - areas of land that drain water from the top of surrounding hills down into rivers, lakes, estuaries and the open coast.

Figure 58 Zones of Potential Change



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Future scenarios used to test sensitivity of resilience risk and local roads importance are combinations of different climate change and land use scenarios. The basis for the scenarios is shown in Table 85 below.

- Scenario A1 represents the current situation, reflecting climate conditions with existing land-use patterns and accompanying social and economic activity.
- Scenario B2 represents a moderate degree of change in land use, which could be associated with the "Short Detour" future climate scenario.
- Scenario C3 represents a significant degree of change in land use, which could be associated with the "Hot House" climate scenario.
- Land-use Scenario 2 is the most likely where climate scenario B2 eventuates.
- Land-use scenario 3 is most likely where climate scenario C3 eventuates.

Table 85 Future Climate and Land Use Scenarios

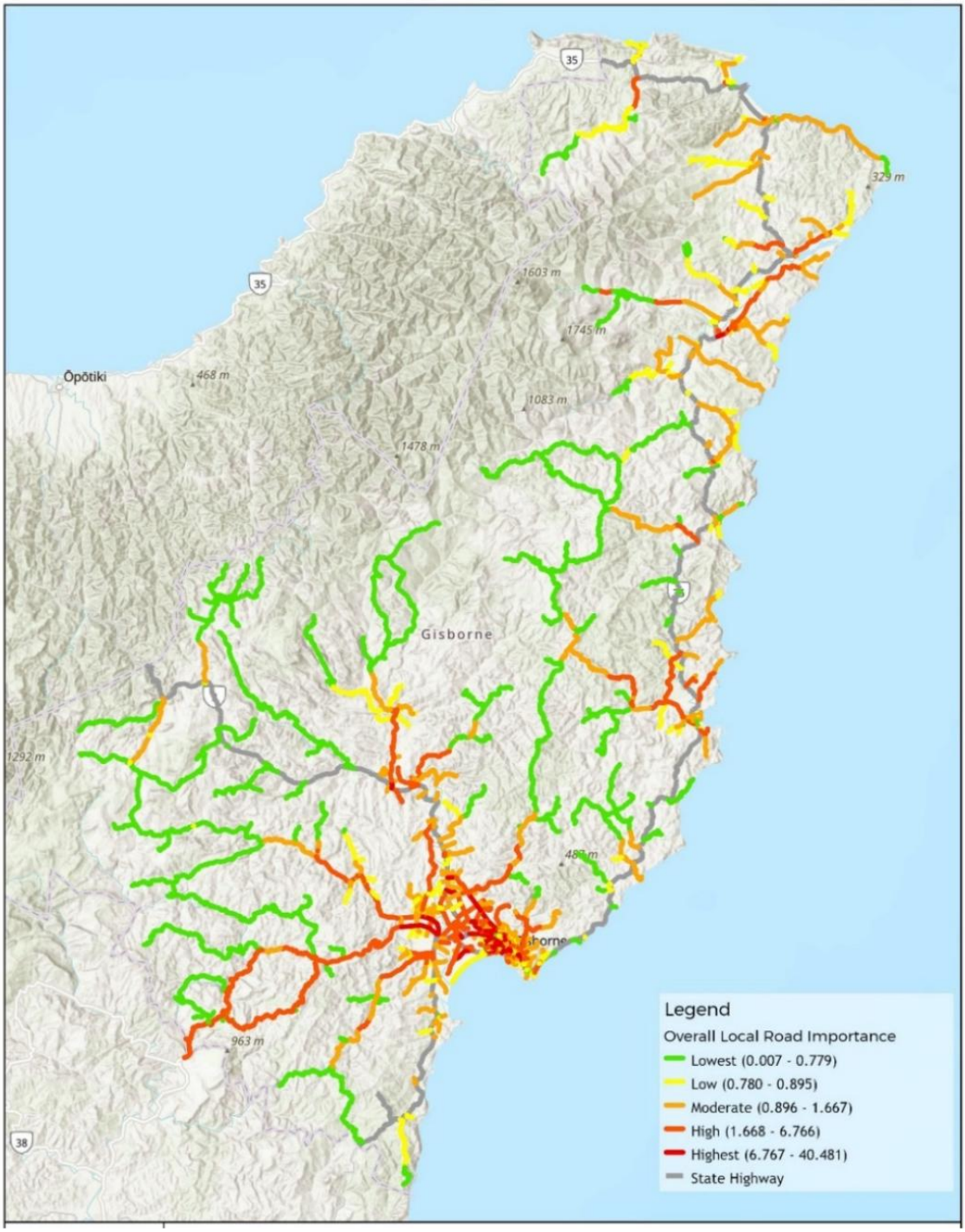
Future Scenarios		Land Use Scenario		
		1. Current	2. Moderate Change	3. Climate Driven Change
Climate Scenarios by 2100	A. Current (+1.7 ˚Celsius)	A1	n/a	n/a
	B. Short Detour (+2.6 ˚Celsius)	B1	B2	n/a
	C. Hot House (+3.9) ˚Celsius)	C1	n/a	C3

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Scenarios B1 and C1 are counterfactuals for comparison against more plausible scenarios, and enable a comparison of implications and scale of intervention needed when the climate changes in the absence of adjustment as to how land is worked. They also allow communication of the benefits of proactive change in land use changes, and travel patterns.

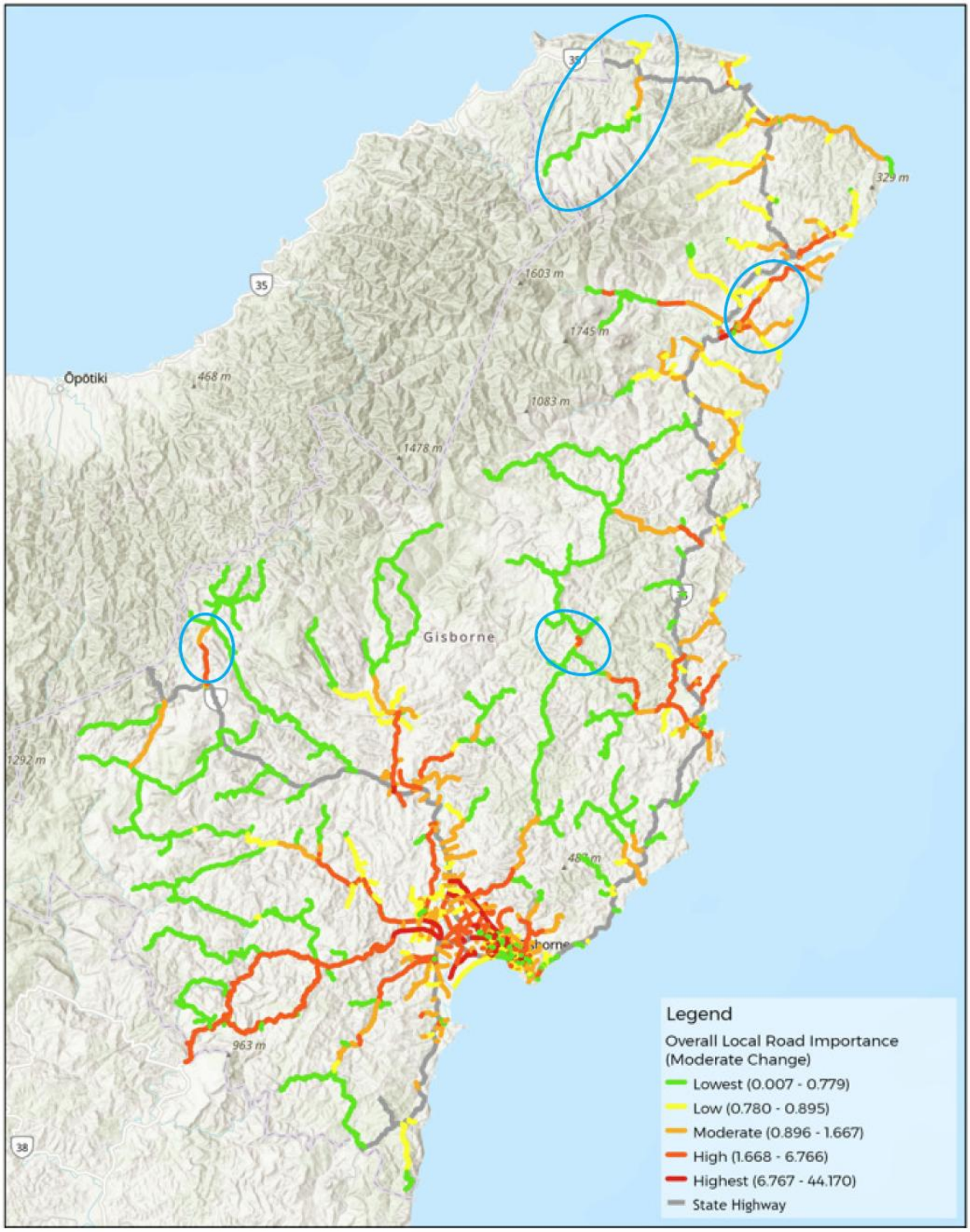
Figures 59 to 61 provide a comparison between the local road importance for current land use with that for Land-use Scenario 2 (Moderate Change) and Land-use Scenario 3 (Climate driven Change). Changes to the local road importance are more evident for the more extreme land use scenario 3. The difference between the current and future local roads importance are highlighted using blue circles.

Figure 59 Local Road Importance for Land Use Scenario 1 (Current)



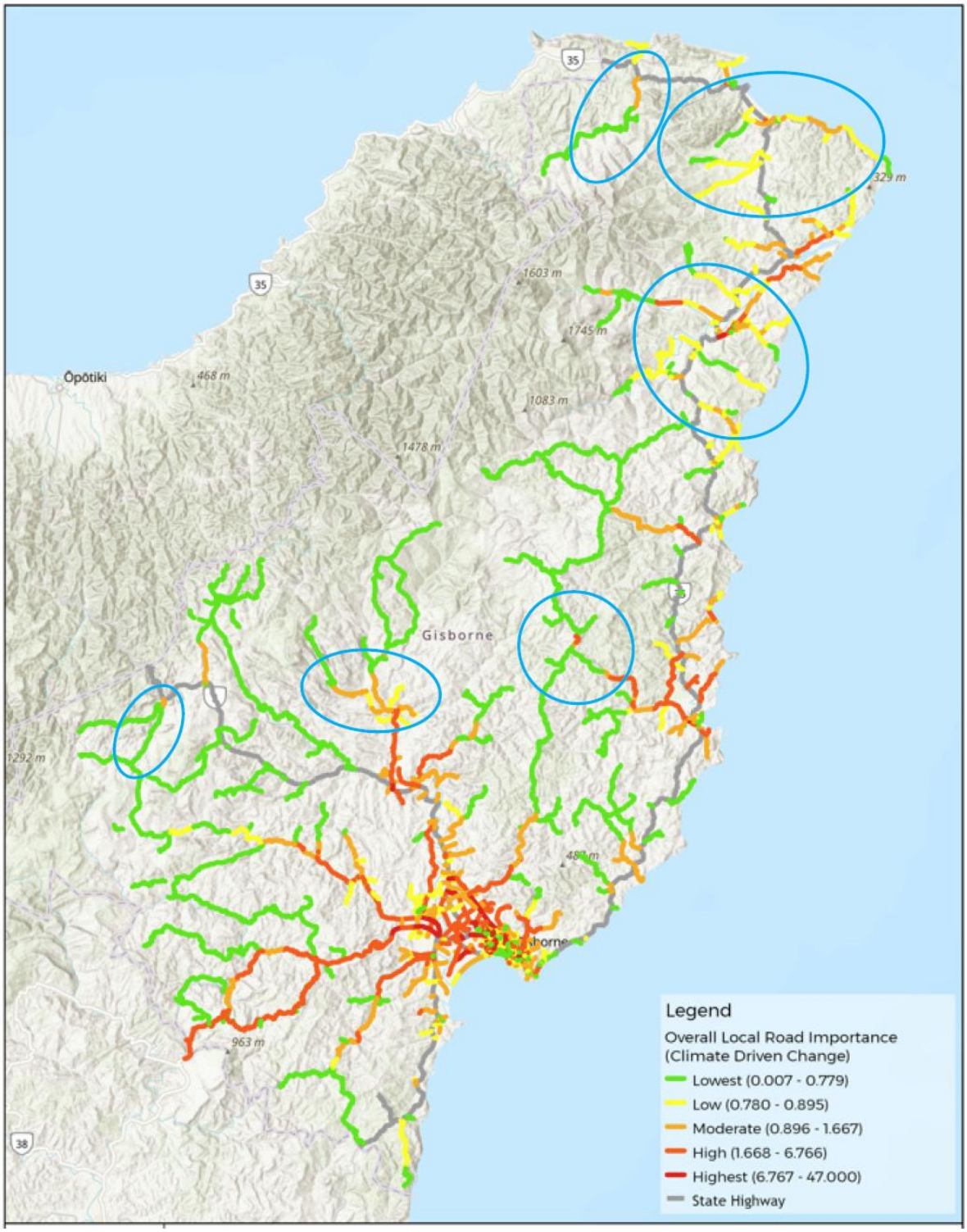
Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 60 Local Roads Importance for Land Use Scenario 2 (Moderate)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 61 Local Roads Importance for Land Use Scenario 3 (Climate Driven)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Comparison of the two future scenarios indicates that:

- A reduction in importance of road sections is higher in parts of the region that are furthest from Gisborne urban area.
- The reduction is more significant where there is more extreme population and land-use change (Land-use Scenario 3).
- Importance of road sections in catchment area 1 in the north of the region could see the most significant reduction.

Given lower population densities, the largest influence on local road importance in the more remote parts of the region are changes in primary industries. The assessment methodology weights access to farming equally as important as commercial forestry. This means that transitioning from beef and sheep to forestry does not change assessed importance of a road section.

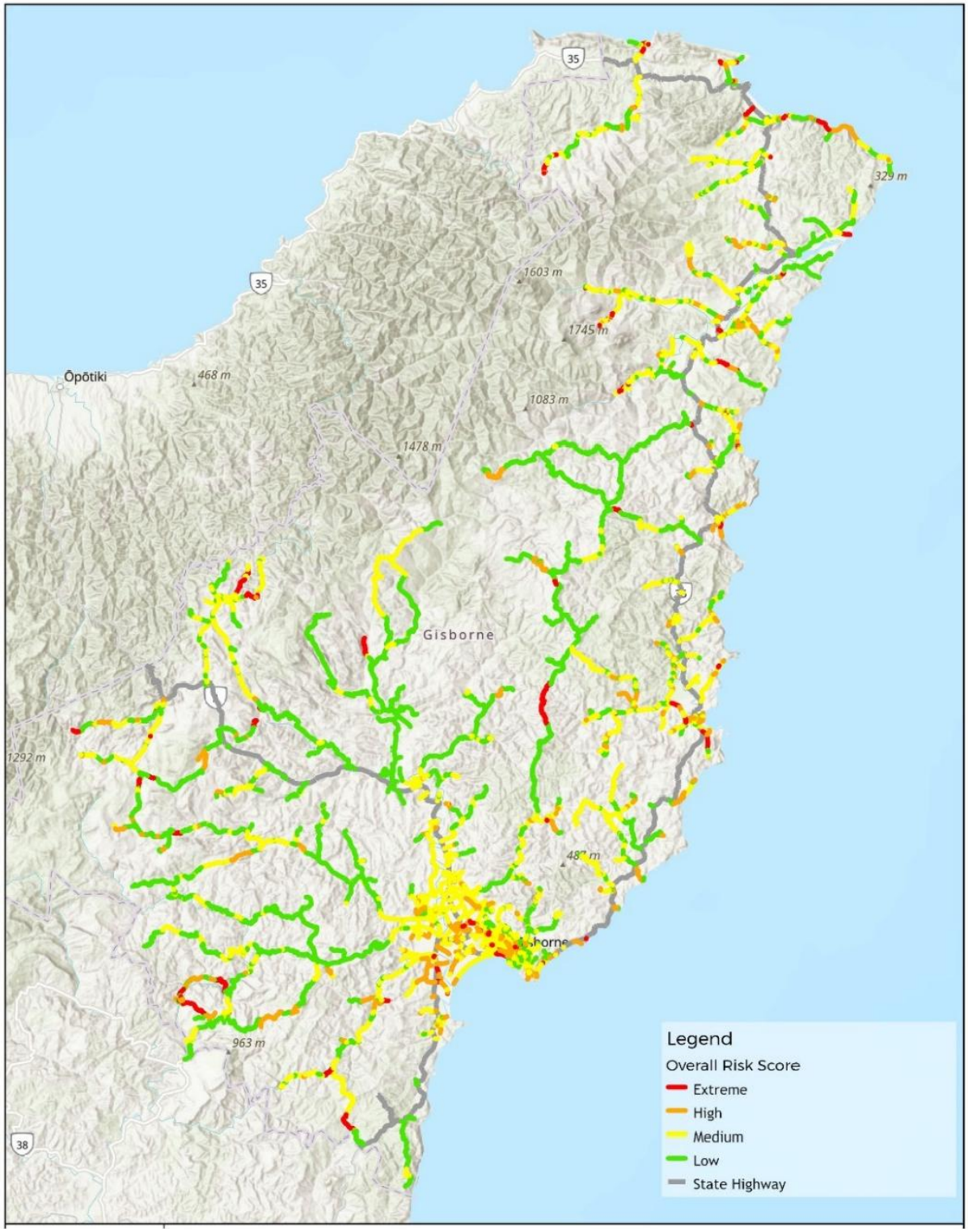
Figures 62 to 65 compare overall resilience risk for current climate with that for Climate Scenario B ("Short Detour") and Climate Scenario C ("Hot House"). The key differences in resilience risk between current and future climate scenarios are again highlighted using blue circles.

The maps show increasing risk for some parts of the local road network in both climate scenarios and decreasing in others. Comparison of resilience risk assessment for the two future scenarios indicates that the main natural hazards impacting resilience risk are:

- Change in extreme hot days (great than 30° Celsius) exposure has a moderate impact across the region in Scenario B, with the biggest increase occurring in rural hill country areas, where the exposure shifts from low to moderate. Exposure also shifts from moderate to high for much of Gisborne city. For Scenario C, there is significant shift in exposure to extreme hot days, although variable across the region. Gisborne city and areas between Gisborne and Tologa Bay shift to high exposure. High country rural areas show minimal change in exposure.
- Change in extreme rainfall / slope stability exposure shows no significant shift, although there is a slightly decreasing exposure trend for Scenario C in the long term. This aligns with the increasing hot days exposure trend.
- Change in precipitation and flooding exposure shows a slight increase in exposure in some rural areas for Scenario B, while for Scenario C there is a slight reduction in exposure for some rural areas. Again this aligns with the increasing hot days exposure.

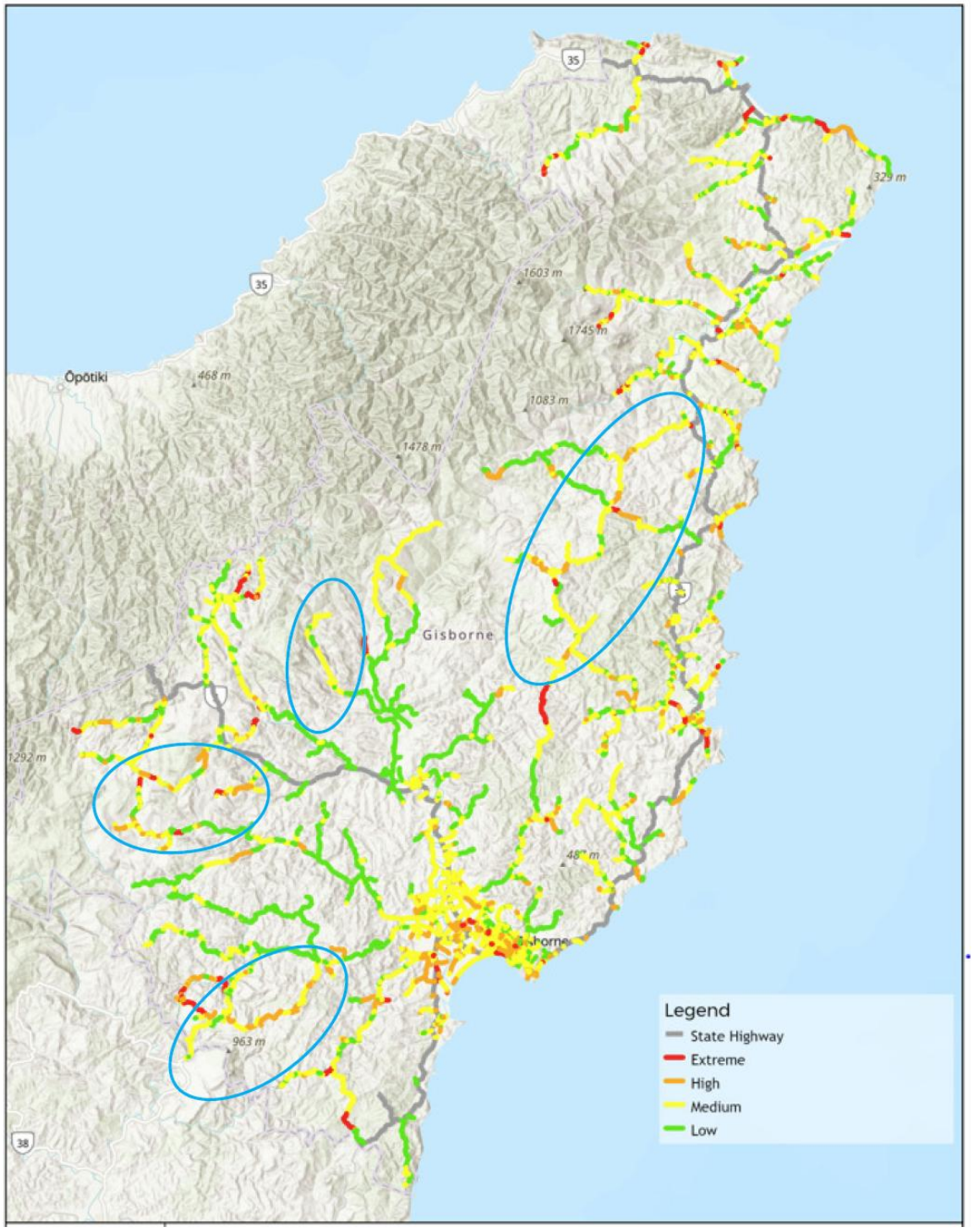
Rural roads may be underrepresented in terms of overall exposure and therefore future scenarios overall risk may also reflect that.

Figure 62 Resilience Risk for Climate Scenario 1 (Current)



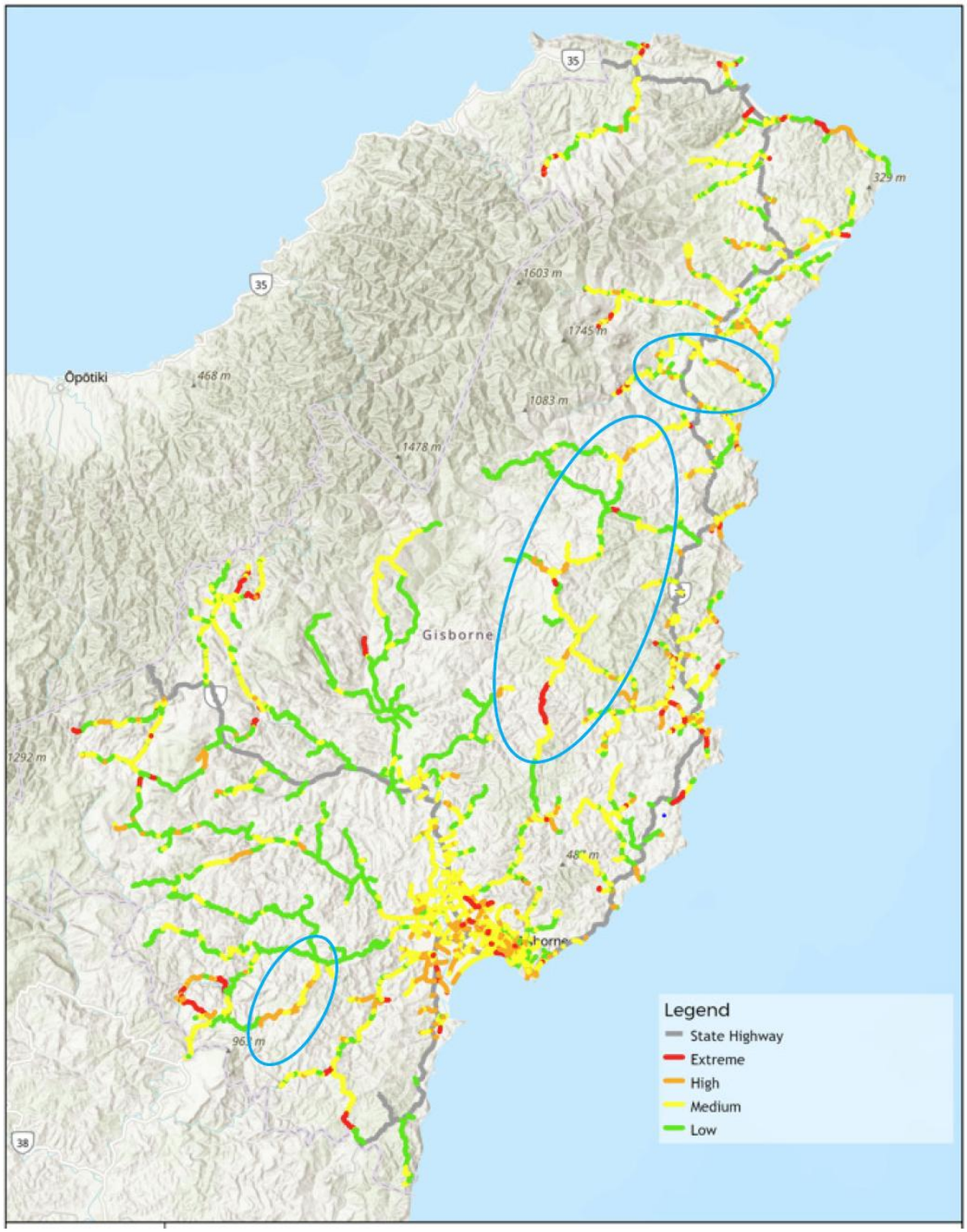
Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 63 Resilience Risk for Climate Scenario 2 (Short Detour)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Figure 64 Resilience Risk for Climate Scenario 3 (Hot House)



Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Technical Inputs for Strategic Case, WSP

Appendix G: Supporting Assumptions for Programme Settings

Table 86 details key assumptions for the Programme Settings.

Table 86: Programme Settings Assumptions

Programme Setting	Assumptions
Network scope	Traffic volumes were assessed on the roads of lowest importance, which comprise approximately 800 km or 40 percent of the network. To approximate a reduced network length, it was assumed that roads with fewer than 20 vehicles and two or fewer heavy vehicles per day would be considered for divestment. This accounts for about 10 percent of the total network.
Risk tolerance	Recent public engagement has, understandably, reported heightened concern within Tairāwhiti communities to Flooding and Slope Stability hazards following Cyclone Gabrielle and other weather events. This is particularly the case for rural parts of the network. The data analysis in the Strategic Case shows that Catchments 1 & 3 (see below) are most exposed to these hazards, whereas most people live in Catchments 2 & 4 (see below – approximately 60% of the network length and where the majority of the population live).
Intervention Priority	The method for identifying where intervention should be prioritised considers both the local road importance and the overall resilience risk. This prioritisation may feed into both the timing of intervention (i.e. red completed before orange and yellow) and/or the amount of investment (i.e. larger budget for red than for orange and yellow). The Intervention Priority is based on outcomes from the Strategic Case, where: IP1 = Intervention Priority 1 (highest priority) IP2 = Intervention Priority 2 IP3 = Intervention Priority 3 LP = Low priority (may not warrant any intervention)

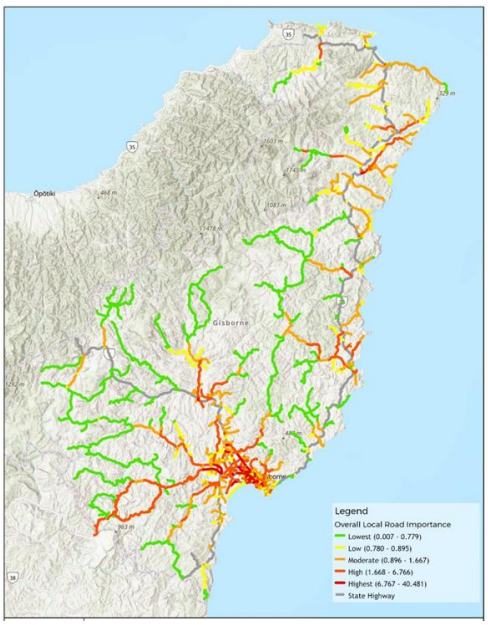
Programme Setting	Assumptions

Local Road Importance	Resilience Risk			
	Minor	Medium	High	Extreme
1 - Highest	IP3	IP2	IP1	IP1
2 - High	IP3	IP3	IP2	IP1
3 - Moderate	LP	IP3	IP3	IP2
4 - Low	LP	LP	IP3	IP2
5 - Lowest	LP	LP	LP	IP3

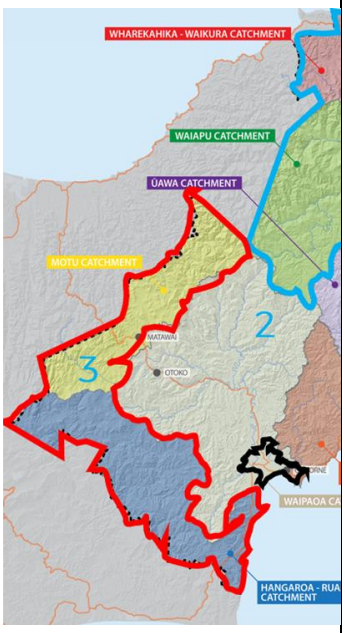
The maps below show the network divided into four Catchment Areas. This Setting enables a comparison between spreading investment equally over all four Catchment Areas (district wide intervention) or the merits of focusing investment in Catchment Areas 2 & 4 (approximately 60% of the network length and where the majority of the population live).

For the District Wide Setting, investment is focused on Intervention Priority 1, 2 & 3 across the entire district.

For the Focused Setting, investment is focused on Intervention Priority 1 & 2 in all areas of the district, then Priority 3 in central areas of the district Catchment Areas 2 & 4 (covering approximately 60% of the network length and where the majority of the population live).



Local Road Importance



Catchment Areas used

<table>
<tr><th>Programme Setting</th><th>Assumptions</th></tr>
<tr><td>Risk reduction approach</td><td>The estimated resilience risk is a function of both the exposure and the vulnerability of the road to natural hazards. The overall resilience risk can be reduced by reducing exposure, reducing vulnerability, or reducing both exposure and vulnerability.
<table>
<tr><td></td><td></td><td colspan="4">Exposure</td></tr>
<tr><td></td><td></td><td>Low</td><td>Moderate</td><td>High</td><td>Extreme</td></tr>
<tr><td rowspan="4">Vulnerability</td><td>Extreme</td><td>Medium</td><td>High</td><td>Extreme</td><td>Extreme</td></tr>
<tr><td>High</td><td>Low</td><td>Medium</td><td>High</td><td>Extreme</td></tr>
<tr><td>Moderate</td><td>Low</td><td>Medium</td><td>Medium</td><td>High</td></tr>
<tr><td>Low</td><td>Low</td><td>Low</td><td>Medium</td><td>Medium</td></tr>
</table></td></tr>
<tr><td>Resilience LOS</td><td>The Strategic Case agreed the target and minimum resilience level of service (LOS) for each Local Road Importance category.
The target LOS is the GDC preferred LoS for roads at each importance level.
The minimum LOS is considered the lowest acceptable resilience LOS for each importance level.
<table>
<tr><td rowspan="2">Local Road Importance Category</td><td colspan="2">Rural Resilience LOS</td><td colspan="2">Urban Resilience LOS</td></tr>
<tr><td>Target Grade</td><td>Minimum Grade</td><td>Target Grade</td><td>Minimum Grade</td></tr>
<tr><td>Highest</td><td>A</td><td>B</td><td>A</td><td>B</td></tr>
<tr><td>High</td><td>B</td><td>C</td><td>B</td><td>C</td></tr>
<tr><td>Moderate</td><td>C</td><td>D</td><td>C</td><td>C</td></tr>
<tr><td>Low</td><td>D</td><td>E</td><td>C</td><td>C</td></tr>
<tr><td>Lowest</td><td>E</td><td>E</td><td>C</td><td>C</td></tr>
</table>
Refer to Appendix C for descriptions of LoS grades A to F.</td></tr>
</table>

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 87 details the length of the network within each priority banding in absolute terms and as a proportion of the total network. The data is shown for both risk tolerance programme settings. This information is also shown as graphs in Figures 60 and 61 with data disaggregated to the four catchment areas.

Table 87: Total Length of Road Within Each Intervention Priority Band

Intervention Priority	All Hazards (Climate & Seismic)		Flood and Slope Stability Hazards	
	Length (km)	%	Length (km)	%
1	8	0.4	18	1
2	104	6	89	5

Intervention Priority	All Hazards (Climate & Seismic)		Flood and Slope Stability Hazards	
	Length (km)	%	Length (km)	%
3	652	34	762	40
Low Priority or No Action	1,133	60	1030	54
Total	**1,899**	**100**	**1,899**	**100**

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Figure 65: Intervention Priority by Catchment Area (All Climate and Seismic Hazards)

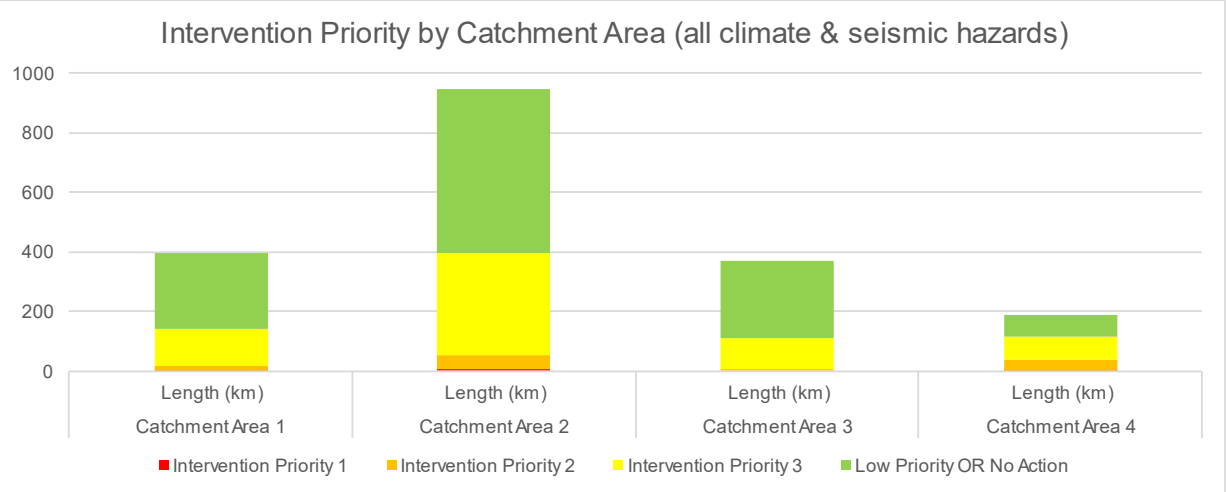
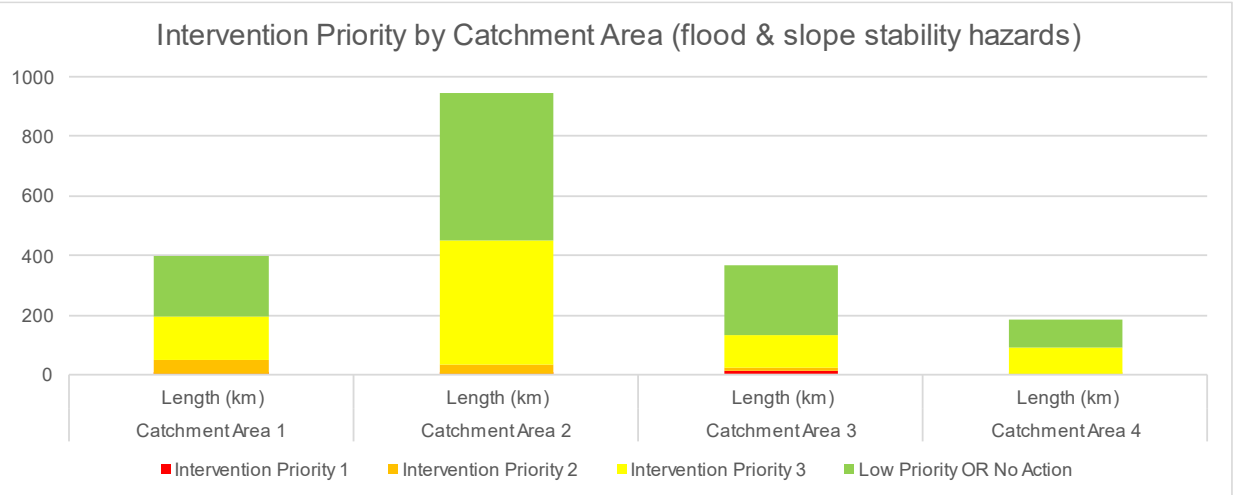


Figure 66: Intervention Priority by Catchment Area (Flood and Slope Stability Hazards)



Appendix H: Intervention Toolkit

Table 88: Intervention Toolkit

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
1	System Change	Policy Responses	**Spatial Planning:** strategic vision for future land use (incorporating participatory planning approaches)	Roads; Bridges; Retaining Structures; Drainage; Blue/Green Infrastructure	Areas with Overall Risk Score of High / Extreme in rural areas may be down-zoned (and areas of lower risk are upzoned). Roads within down-zoned areas are not maintained after year 20 and not reinstated following an event.	Areas with Overall Risk Score of Extreme in rural areas may be down-zoned (and areas of lower risk are upzoned). Roads within down-zoned areas are not maintained after year 20 and not reinstated following an event.	Areas are retreated from on a case by case basis (5%).
2	System Change	Policy Responses	**District Plan Review:** provisions for new developments (incorporating participatory planning approaches)	Roads; Bridges; Drainage	Provisions reduce use and deterioration of roads with High/Extreme Exposure	Provisions reduce use and deterioration of roads with Extreme Exposure	Provisions reduce use and deterioration of roads with Extreme Exposure on a case by case basis (5%)

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
3	System Change	Policy Responses	**Regulatory Changes:** that promote suitable land uses through regulation to reduce vulnerability (e.g. forestry debris practices, farming erosion/silt runoff protection)	Roads; Bridges; Retaining Structures; Drainage	Vulnerable land may be retired from plantation forestry and/or farming. Roads to these areas are no longer maintained by GDC.	Maintenance of roads to vulnerable land are incorporated into Management Plans and responsibility is shared between GDC and third parties.	Changes are adopted on a case by case basis / voluntarily (5%)
4	System Change	Divestment Decisions	**Dynamic Adaptive Pathways (DAP) planning**	Roads; Bridges; Retaining Structures; Drainage	DAP Plans are prepared (and followed) for managed retreat of assets with High / Extreme exposure on Lowest Importance Roads when risk exceeds a high frequency return rate	DAP Plans are prepared (and followed) for managed retreat of assets with Extreme exposure on Lowest Importance Roads when risk exceeds a high frequency return rate	DAP Plans are prepared (and followed) for managed retreat of assets with Extreme exposure when risk exceeds a high frequency return rate on a case by case basis (5%)
5	System Change	Divestment Decisions	**Asset Retirement Plans**	Roads; Bridges; Retaining Structures; Drainage	Up to 30% of assets with High/Extreme vulnerability on Lowest Importance Roads are planned for retirement when	Up to 30% of assets with Extreme vulnerability on Lowest Importance Roads are planned for retirement when	Assets with Extreme vulnerability on Lowest Importance Roads are planned for retirement when they are due for renewal on a case by case basis (5%)

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
					they are due for renewal	they are due for renewal	
6	System Change	Divestment Decisions	**User Pays:** transition to user-pays road maintenance and ownership	Roads; Bridges	Rural Low & Lowest Importance Roads with High/Extreme risk rating are transitioned to user pays	Rural Lowest Importance Roads with High/Extreme risk rating are transitioned to user pays	Rural Lowest Importance Roads with High/Extreme risk rating are transitioned to user pays on a case by case basis (5%)
8	System Change	Financial Mechanisms	**Targeted Resilience Rate:** risk-based property rating	Roads; Bridges; Retaining Structures; Drainage	Targeted resilience rate for properties accessed via roads assessed with High/Extreme risk	Targeted resilience rate for properties accessed via roads assessed with Extreme risk	Targeted resilience rate for properties accessed via roads assessed on a case by case basis (5%)
9	System Change	Financial Mechanisms	**Development levies**	Roads; Bridges; Retaining Structures; Drainage	Development levies for properties planned with access via roads assessed with High/Extreme risk	Development levies for properties planned with access via roads assessed with Extreme risk	Development levies for properties planned with access via roads assessed with Extreme Exposure
10	System Change	Organisational Changes (Governance)	**Mātauranga Māori:** incorporate Māori knowledge into infrastructure resilience	Roads; Bridges; Retaining Structures; Drainage; Blue/Green Infrastructure	Capital spend on High & Highest Importance Roads delivered in	More of capital spend on High & Highest Importance Roads delivered in	Some of capital spend on High & Highest Importance Roads delivered in partnership with hapū/iwi

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
			planning & decision making		partnership with hapū/iwi	partnership with hapū/iwi	
11	System Change	Organisational Changes (Governance)	**Procurement policy revised**	Roads; Bridges; Retaining Structures; Drainage; Blue/Green Infrastructure	Procurement Policy updated at three-yearly intervals to include emerging and trial technologies	Procurement Policy updated at five-yearly intervals to include emerging and trial technologies	Procurement Policy updated at ten-yearly intervals to include emerging and trial technologies
12	BAU with Refined Intentions	Maintenance Strategies	**Critical Asset Monitoring:** Asset Criticality analysis and monitoring condition using new technologies (including AI)	Roads; Bridges; Retaining Structures; Drainage	Monitoring of assets on High & Highest Importance Roads with High/Extreme risk	Monitoring of assets on Highest Importance Roads with High/Extreme risk	Monitoring of assets on Highest Importance Roads with Extreme risk
13	BAU with Refined Intentions	Maintenance Strategies	**Seasonal Road Use Restrictions:** proactive road closures / loading restrictions (vehicle type, vehicle weight)	Roads	Lowest & Low Importance rural unsealed roads with Medium resilience risk or higher closed to HCVs	Lowest & Low Importance rural unsealed roads with High/Extreme resilience risk closed to HCVs	Lowest & Low Importance rural unsealed roads with Extreme resilience risk closed to HCVs
14	BAU with Refined Intentions	Maintenance Strategies	**Subsidence Management Strategies**	Roads	Monitoring installed for Moderate to Highest Importance Roads with known areas of subsidence	Monitoring installed for High & Highest Importance Roads with known areas	Monitoring installed for High & Highest Importance Roads with known areas of

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
					of Medium resilience risk or higher	of subsidence of Medium resilience risk or higher	subsidence of High/Extreme risk
15	BAU with Refined Intentions	Maintenance Strategies	**River Management Strategies** (including slash removal from bridges)	Roads; Bridges	Routine maintenance (e.g. slash removal) at all bridges once in a rolling three-year period; Bridges on Highest & High Importance Roads on key rivers maintained every six months	Routine maintenance (e.g. slash removal) at all bridges once in a rolling three-year period; Bridges on Highest & High Importance Roads on key rivers maintained every two years	Routine maintenance (e.g. slash removal) at all bridges once in a rolling three-year period
16	BAU with Refined Intentions	Maintenance Programmes	**Sealed Road Pothole Prevention Programme** (e.g. crack filling, rut filling, scabbing repairs, small patch resealing)	Roads	100% of all sealed roads treated annually	75% of all sealed roads treated annually	50% of all sealed roads treated annually

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
17	BAU with Refined Intentions	Maintenance Programmes	**Unsealed Roads Maintenance & Metalling Programme**	Roads	All unsealed roads are graded; All unsealed roads have heavy metal proactively overlaid over 30 years	All unsealed roads are graded; Unsealed roads with Low to High Local Road Importance to have heavy metal proactively overlaid over 30 years; Unsealed roads with Lowest Local Road Importance to have reactive metalling	All unsealed roads are graded; Unsealed roads with Moderate to High Local Road Importance to have heavy metal proactively overlaid over 30 years; Unsealed roads with Low or Lowest Local Road Importance to have reactive metalling
18	BAU with Refined Intentions	Maintenance Programmes	**Surface Drainage Maintenance Programme**	Drainage	SWC on Moderate to Highest Importance Roads renewed every 5 years; rest of network renewed every 15 years	SWC on High & Highest Importance Roads renewed every 10 years; rest of network renewed every 15 years	SWC on High & Highest Importance Roads renewed every 15 years; rest of network renewed every 30 years
19	BAU with Refined Intentions	Maintenance Programmes	**Culvert Cleaning & Maintenance Programme**	Drainage	All culverts on Moderate to Highest Importance Roads inspected annually in urban areas and every two years in rural areas. Rest of the network	All culverts on High & Highest Importance Roads inspected every two years; rest of the network	All culverts on Highest Importance Roads inspected every two years; rest of the network inspected every five years

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
					inspected every three years.	inspected every five years	
20	BAU with Refined Intentions	Maintenance Programmes	**Bridge Deck Maintenance Programme** (including drainage)	Bridges	Bridge decks on Moderate to Highest Importance Roads cleaned annually; rest of network every two years	Bridge decks on High & Highest Importance Roads cleaned annually; rest of network every two years	Bridge decks on Highest Importance Roads cleaned annually; rest of network every three to five years
21	BAU with Refined Intentions	Maintenance Programmes	**Bridge Scour Screening & Maintenance Programme** (e.g. riprap repair)	Bridges	Undertake screening assessment of all bridges on Moderate to Highest Importance Roads. Scour protection maintenance on a rolling three-year period.	Undertake screening assessment of all bridges on High to Highest Importance Roads. Scour protection maintenance on a rolling three-year period.	Undertake screening assessment of all bridges on Highest Importance Roads. Scour protection maintenance on a rolling three-year period.
22	BAU with Refined Intentions	Proactive Renewals	**Sealed Road Resurfacing & Rehabilitation**	Roads	10% of sealed road network resurfaced or rehabilitated annually	7.5% of sealed road network resurfaced or rehabilitated annually	5% of sealed road network resurfaced or rehabilitated annually

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
23	BAU with Refined Intentions	Proactive Renewals	**Sealed Roads Reverted to Unsealed Surfaces**	Roads	Low & Lowest Importance sealed rural roads reverted to unsealed at failure / end of life	Lowest Importance sealed rural roads reverted to unsealed at failure / end of life	Lowest Importance sealed rural roads reverted to unsealed at failure / end of life on a case by case basis (5%)
24	BAU with Refined Intentions	Proactive Renewals	**Bridge Repair / Renewals**	Bridges	All bridges inspected once in a rolling three year-period.	All bridges on Moderate to Highest Importance Roads inspected once in a rolling three year-period; rest of network every six years.	All bridges on High & Highest Importance Roads inspected once in a rolling three year-period; rest of network every six years.
29	Isolated / targeted interventions	New roading	**New Roading Alignment** (including property purchase)	Roads	New roads constructed as a result of planned managed retreat for Moderate to Highest Importance Roads with Extreme exposure ot sea level rise	New roads constructed as a result of planned managed retreat for High and Highest Importance Roads with Extreme exposure ot sea level rise	New roads constructed as a result of planned managed retreat for Highest Importance Roads with Extreme exposure ot sea level rise
30	Isolated / targeted interventions	Drainage Improvement	**Drainage Culvert Renewals &**	Drainage	Replace (and upsize) all culverts at 50 years old on Moderate to	Replace (and upsize) all culverts at 50 years old on	Replace (and upsize) all culverts at 50 years old

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
			Capacity Improvements		Highest Importance Roads	High & Highest Importance Roads	on Highest Importance Roads
31	Isolated / targeted interventions	Drainage Improvement	**Surface Drainage Improvements** (e.g. cross country drains)	Drainage	Surface water drainage improvements on Moderate to Highest Importance Roads assessed as having a High/Extreme flood hazard	Surface water drainage improvements on High & Highest Importance Roads assessed as having a High/Extreme flood hazard	Surface water drainage improvements on Highest Importance Roads assessed as having a High/Extreme flood hazard
32	Isolated / targeted interventions	Storm Water Management	**Stopbank & Flood Protection Improvements** (e.g. raise height)	Roads	Protection installed/increased for Moderate to Highest Importance Roads with High/Extreme risk within the Flood Hazard Layer at key river locations	Protection installed/increased for High & Highest Importance Roads with High/Extreme risk within the Flood Hazard Layer at key river locations	Protection installed/increased for Highest Importance Roads with High/Extreme risk within the Flood Hazard Layer at key river locations
33	Isolated / targeted interventions	Slope Protection	**Road Slope Protection** (including debris flow barriers, rock fences)	Retaining Structures	Protection installed for 50% of Moderate to Highest Importance Roads with High/Extreme risk of slope stability issues	Protection installed for 50% of High & Highest Importance Roads with High/Extreme	Protection installed for 50% of Highest Importance Roads with High/Extreme risk of slope stability issues

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
						risk of slope stability issues	
34	Isolated / targeted interventions	Temporary & Alternative Structures	**Alternative River Crossings** (e.g. fords / floodable fords)	Bridges	50% of bridges on Lowest Importance Roads are reinstated with low level crossings when they reach end of life	30% of bridges on Lowest Importance Roads are reinstated with low level crossings when they reach end of life	10% of bridges on Lowest Importance Roads are reinstated with low level crossings when they reach end of life
35	Isolated / targeted interventions	Temporary & Alternative Structures	**Temporary Bridges** (e.g. Bailey Bridges)	Bridges	50% of bridges on Lowest Importance Roads are reinstated with temporary bridges following an event	30% of bridges on Lowest Importance Roads are reinstated with temporary bridges following an event	10% of bridges on Lowest Importance Roads are reinstated with temporary bridges following an event
36	Isolated / targeted interventions	Structural Improvements	**Retaining Walls** (new)	Retaining Structures	Retaining installed for 50% of Moderate to Highest Importance Roads with High/Extreme risk of slope stability issues	Retaining installed for 50% of High & Highest Importance Roads with High/Extreme risk of slope stability issues	Retaining installed for 50% of Highest Importance Roads with High/Extreme risk of slope stability issues
37	Isolated / targeted interventions	Structural Improvements	**Bridge Replacement**	Bridges	Replace all bridges at 100 years old on Moderate to Highest Importance Roads	Replace all bridges at 100 years old on High	Replace all bridges at 100 years old on Highest Importance Roads

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
						& Highest Importance Roads	
38	Isolated / targeted interventions	Structural Improvements	**Bridge Protection** (e.g. resilience armouring, pier strengthening, rock revetment/buttresses)	Bridges	Complete Bridge Protection for all bridges on High & Highest Importance Roads crossing key rivers	Complete Bridge Protection for all bridges on Highest Importance Roads crossing key rivers	Complete Bridge Protection for all bridges on Highest Importance Roads crossing key rivers in Gisborne City
39	Isolated / targeted interventions	Structural Improvements	**Bridge Seismic Strengthening**	Bridges	Strengthen all bridges on High & Highest Importance Roads	Strengthen bridges on Highest Importance Roads	Strengthen Bridges in Gisborne City
40	Isolated / targeted interventions	Structural Improvements	**Bridge Deck Replacement / Elevation**	Bridges	Complete Deck Replacement for all bridges on High & Highest Importance Roads crossing key rivers	Complete Deck Replacement for all bridges on Highest Importance Roads crossing key rivers	Complete Deck Replacement for all bridges on Highest Importance Roads crossing key rivers in Gisborne City
41	Isolated / targeted interventions	Structural Improvements	**Bridge Debris Flow Management Systems** (e.g. slash fences, slash gates)	Bridges	Complete Bridge Flow Management for all bridges on High & Highest Importance Roads from the "Sites with Debris Issues" spreadsheet	Complete Bridge Flow Management for all bridges on Highest Importance Roads from the "Sites with	Complete Bridge Flow Management for all bridges on Highest Importance Roads from the "Sites with Debris Issues" spreadsheet in Gisborne City

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
						Debris Issues" spreadsheet	
42	Isolated / targeted interventions	Green Infrastructure	**Slope Erosion Control Planting** (incl Native reforestation)	Roads	Planting next to all High & Highest Importance Roads with High/Extreme risk of slope stability issues	Planting next to all Highest Importance Roads with High/Extreme risk of slope stability issues	Planting on a case by case basis (5%)
43	Isolated / targeted interventions	Green Infrastructure	**Greenways & Green Corridors** for Surface Water Management	Blue/Green Infrastructure; Drainage	Treatment implemented on Moderate to Highest Importance Roads with High/Extreme Flooding Risk in urban environments	Treatment implemented on High & Highest Importance Roads with High/Extreme Flooding Risk in urban environments	Treatment implemented on Highest Importance Roads with High/Extreme Flooding Risk in urban environments
44	Isolated / targeted interventions	Blue Infrastructure	**Restore Open Waterways** (e.g. removing pipes) & Riparian Planting	Blue/Green Infrastructure; Drainage	Restore waterways adjacent to Moderate to Highest Importance Roads with High/Extreme Flooding Risk in urban environments	Restore waterways adjacent to High & Highest Importance Roads with High/Extreme Flooding Risk in urban environments	Restore waterways adjacent to Highest Importance Roads with High/Extreme Flooding Risk in urban environments

No.	Hierarchy	Alternatives	Interventions	Key Assets Impacted	Strong Application	Intermediate Application	Some Application
45	Isolated / targeted interventions	Blue Infrastructure	**Coastal Protection** using Groynes & Planting	Blue/Green Infrastructure	Treat Moderate to Highest Importance Roads with High/Extreme Coastal Risk	Treat High & Highest Importance Roads with High/Extreme Coastal Risk	Treat Highest Importance Roads with High/Extreme Coastal Risk

Appendix I: Assessment Framework and Detailed Results

Evaluation Framework

The PBC Evaluation Framework, based on the NZ Transport Agency's *Multi-criteria analysis: user guidance v2*, offers a consistent method to compare alternative programmes. The framework highlights differences and helps determine the best option for Te Tairāwhiti.

Multi-criteria analysis (MCA) is a recognised formal methodology for presenting a variety of competing information in a clear and logical manner. MCA assists in identifying the favourable and unfavourable aspects of particular options, thereby enabling informed decision-making and ranking of preferred options.

The Framework is shown in Table 89 with criteria grouped into those that assess against the Investment Objectives, and those that assess against the Critical Success Factors.

Table 89: Evaluation Framework

Criteria Type	Criteria	Key Questions	Key Data Inputs
Investment Objectives	**Resilience:** Transport assets with more importance will be more resilient to natural hazards	Are we spending on the right part of the network?	Residual risk rating; Local Road Importance
		How much are we reducing risk?	Residual risk rating
	Level of Service: Investment achieves an agreed resilience Level of Service (LOS)	Are we meeting our target level of service?	Local Road Importance; Target LOS settings
		Are we meeting our minimum level of service?	Local Road Importance; Minimum LOS settings
		Are there roads where we will not meet minimum level of service?	Local Road Importance; Minimum LOS settings
Critical Success Factors	**Feasibility:** The need to change the network scope or regulatory system to deliver the investment approach	Can we feasibly carry out the investment approach within the 30-year timeframe?	Intervention types

Criteria Type	Criteria	Key Questions	Key Data Inputs
	Achievability: Existing systems have the capacity and capability to deliver the investment approach	Can the investment approach be delivered within the 30-year timeframe?	Intervention types
	Certainty: Level of confidence that Investment Objectives can be achieved	Are we confident we will get the outcomes we want?	Intervention types

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 90 documents the generic assessment criteria in the NZTA guidance that have not been adopted for the TSRN PBC Evaluation Framework and the rationale for their exclusion.

Table 90: MCA Guidance Criteria

Criteria Type	Potential Criteria	Exclusion Rationale
Critical Success Factors	Investment Objectives	Included
	Potential achievability (technical, safety and design, consentability)	Included - Feasibility criteria.
	Potential affordability	Considered separately.
	Potential value for money	Not included - Benefit Cost Ratio not calculated.
	Supplier capacity and capability	Included - Achievability criteria.
	Scheduling / programming	Not included - Staging foreseen to be driven by affordability. Details regarding project specific timing requirements unlikely to be known at PBC stage of project development.
Impacts and Opportunities	Environmental effects	Not included - Details regarding project specific effects unlikely to be known at PBC stage of project development.
	Social and cultural impacts	Not included - Primarily considers how the programme may change the mobility needs and behaviours of the community. Not included to avoid double counting with Investment Objectives.

Criteria Type	Potential Criteria	Exclusion Rationale
	Climate change mitigation	Not included - Detail regarding whole-of-life emissions (e.g. construction materials, energy use) unlikely to be known at PBC stage of project development at a level of detail to provide a significant differentiator between options.
	Climate change adaptation	Not included - Resilience is an Investment Objective, therefore not included to avoid double counting.
	Impacts on te ao Māori	Not included - Feedback should be sought directly from Iwi Partners.
	Property impacts	Not included - Details regarding property rights requirements unknown at PBC stage of project development.

Source: Tairāwhiti Strategic Network Resilience Programme Business Case - Economic & Financial Case Technical Inputs, WSP

Table 91 shows how the Investment Objectives developed in the Strategic Case are aligned with the Evaluation Framework.

Table 91: Investment Objectives Alignment

Ref	Investment Objective	Commentary
1.1	By [date] implement a risk-based prioritised programme of investment to achieve an agreed Level of Service which provides appropriate resilience for roads and bridges to impacts including land slips, flooding, extreme heat / wind, and sea level rise.	Not included in Evaluation Framework as it is a pass / fail criteria which all of the options would pass.
1.2	By [date] reduce the number and total duration of restricted access and road closures on designated lifeline transport routes from a baseline of [x hours] to [y hours].	Assessed in **Resilience** criteria.
2.1	By [date] [x kilometres] of lifeline routes will have an established Level of Service (LoS) and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres]	Assessed in **Level of Service** criteria.
2.2	By [date] ensure availability of essential transport routes to lifeline nodes from a baseline of [x number] to [y number].	Assessed in **Resilience** criteria.

Ref	Investment Objective	Commentary
2.3	By [date] [x kilometres] of rural routes will have an established Level of Service (LoS) and be resilient to the impact of land slips, flooding, coastal erosion and sea level rise, from a baseline of [y kilometres].	Assessed in **Level of Service** criteria.
2.4	By [date], the level of funding invested in emergency works will have declined from a baseline of [$xm] to [$ym]; and for proactive asset management will have increased from [$xm] to [$ym].	Not included in Evaluation Framework, however considered through **Affordability** lens.
3.1	By [date] establish and quantify a baseline social and economic value of [$xm] for the region's local transport routes.	Not included in Evaluation Framework. This criterion's purpose is to acknowledge the value of the network in guiding funding decisions, rather than serving as a differentiator among programmes at the PBC level.
3.2	By [date] invested [$xm] in designated alternative options for high value transport routes from a baseline of [$ym].	Assessed in **Resilience** criteria.
3.3	By [date] increased the social and economic value of the region's local transport routes from [$xm] to [$ym].	Not included in Evaluation Framework. This is potentially a wider economic benefit but is not a primary goal of the options.
3.4	By [date] increased preparedness by enabling [x number] communities and businesses to have roading resilience plans in place to maintain functionality to an agreed Level of Service (which may be different to what is current) following a severe weather or other climate-related event.	Not included in Evaluation Framework. This is a specific outcome rather than a differentiator to assess options.

Evaluation Results

The analysis detail for the short list multi-criteria analysis assessment is included in the table below.

Table 92: Detailed Option MCA Results

Economic Case Multi Criteria Analysis	Programme Settings		Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
	Network Scope	Should the Council retain the entire existing network, or reduce the network length to exclude roads that get very little use?	Full Network	Full Network	Reduced Network	Reduced Network
	Risk Tolerance	Should the Council prioritise reducing risk for all climate and seismic hazards, or focus on flood and slope stability hazards?	Flood / Slope Stability	All Hazards	Flood / Slope Stability	All Hazards
	Intervention Priority	Should the Council prioritise intervention district-wide or focus intervention geographically?	District Wide	Focused	District Wide	Focused
	Risk Reduction Approach	Should the Council focus on reducing risk through reducing exposure to hazards, or through reducing the vulnerability of network infrastructure?	Vulnerability	Exposure	Vulnerability	Exposure & Vulnerability
	LoS	Should the Council prioritise achieving minimum level of service for more roads, or prioritise achieving target level of service but for fewer roads?	Target LOS for urban roads	Target LOS for roads with Social Importance	Target LOS for roads with Economic Importance	Target LOS for central area of district

Criteria Type	Criteria	Key Question	Measures	Key Data Inputs	Scoring explanation	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
Investment Objectives	**Resilience:** Transport assets with more importance will be more resilient to natural hazards	Are we focusing on the right part of the network?	Length (km) of our high and highest importance roads with a residual risk of Medium or higher	Residual Risk & Local Road Importance	A lower length is desired	172	49	126	118
		How much do we reduce risk?	Length (km) of network with residual risk of Medium or higher	Residual Risk & Local Road Importance	A lower length is desired	1091	729	984	542
		Resilience Ranking				**4**	**1**	**3**	**2**
	Level of Service: Investment achieves an agreed resilience Level of Service	Are we meeting our target for LOS?	Proportion of network where target LOS is achieved	Local Road Importance & LOS Target settings	A higher percentage is desired	13	31	35	54
		Are we meeting the minimum LOS?	Proportion of network where at least the minimum LOS is achieved	Local Road Importance & LOS Minimum settings	A higher percentage is desired	100	95	87	86
		Are there parts of the network where will we not meet the LOS?	Proportion of network where minimum LOS is not achieved	Local Road Importance & LOS settings	A lower percentage is desired	0	5	13	15

Criteria Type	Criteria	Key Question	Measures	Key Data Inputs	Scoring explanation	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
		LOS Ranking				**4**	**2**	**3**	**1**
Critical Success Factors	**Feasibility:** Current network scope or regulatory system need to change to deliver the programme	Can we feasibly carry out the programme within the 30 year timeframe?	Number of interventions in the System Change Tier with a "Strong" rating, weighted by whether the intervention is in Council's control or not; AND where there is a reduced network	Intervention Types	A lower score is desired	0	7	4	6
		Feasibility Ranking				**1**	**4**	**2**	**3**
	Achievability: Existing systems have the capacity and capability to deliver the programme	Can the programme be delivered within the 30 year timeframe?	Number of interventions in the BAU with Refined Intentions and Isolated / Targeted Interventions Tiers with a "Strong" rating, weighted by whether the programme has a district-wide Setting or a focused Setting.	Intervention Types	A lower score is desired	2	7	26	9

Criteria Type	Criteria	Key Question	Measures	Key Data Inputs	Scoring explanation	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
		Achievability Ranking				**1**	**2**	**4**	**3**
	Certainty: Level of confidence that Investment Objectives can be achieved	Are we confident we'll get the outcomes we want?	Number of interventions across all Tiers with a "Strong" rating, weighted by the factor for the Tier.	Intervention Types	A higher score is desired	3	18	34	28
		Certainty Ranking				**4**	**3**	**1**	**2**
Overall Progamme Rankings									
Criteria Type	**Criteria**				**Desired Ranking**	**Status Quo**	**Resilient Communities**	**Strategic Routes**	**Balanced Reach**
Investment Objectives	Resilience				Lowest Ranking is Best	4	1	3	2
	Level of Service				Lowest Ranking is Best	4	2	3	1
Critical Success Factors	Feasibility				Lowest Ranking is Best	1	4	2	3
	Achievability				Lowest Ranking is Best	1	2	4	3
	Certainty				Lowest Ranking is Best	4	3	1	2

Criteria Type	Criteria	Key Question	Measures	Key Data Inputs	Scoring explanation	Status Quo	Resilient Communities	Strategic Routes	Balanced Reach
SENSITIVITY TESTING									
	Criteria Weightings	**Preferred Programme(s)**			**Desired Scoring**	**Status Quo**	**Resilient Communities**	**Strategic Routes**	**Balanced Reach**
MCA Sensitivity Testing	IOs 50%; CSFs 50%	Balanced Reach			Lowest Score is Best	3.00	2.25	2.67	2.08
	IOs 100%; CSFs 0%	Balanced Reach / Resilient Communities			Lowest Score is Best	4.00	1.50	3.00	1.50
	IOs 75%; CSFs 25%	Balanced Reach			Lowest Score is Best	3.50	1.88	2.83	1.79
	IOs 50%; CSFs 50% (Feasibility only)	Balanced Reach			Lowest Score is Best	2.50	2.75	2.50	2.25
	IOs 50%; CSFs 50% (Achievability only)	Resilient Communities			Lowest Score is Best	2.50	1.75	3.50	2.25
	IOs 50%; CSFs 50% (Certainty only)	Balanced Reach			Lowest Score is Best	4.00	2.25	2.00	1.75

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

PO Box 747
Gisborne 4040 NZ

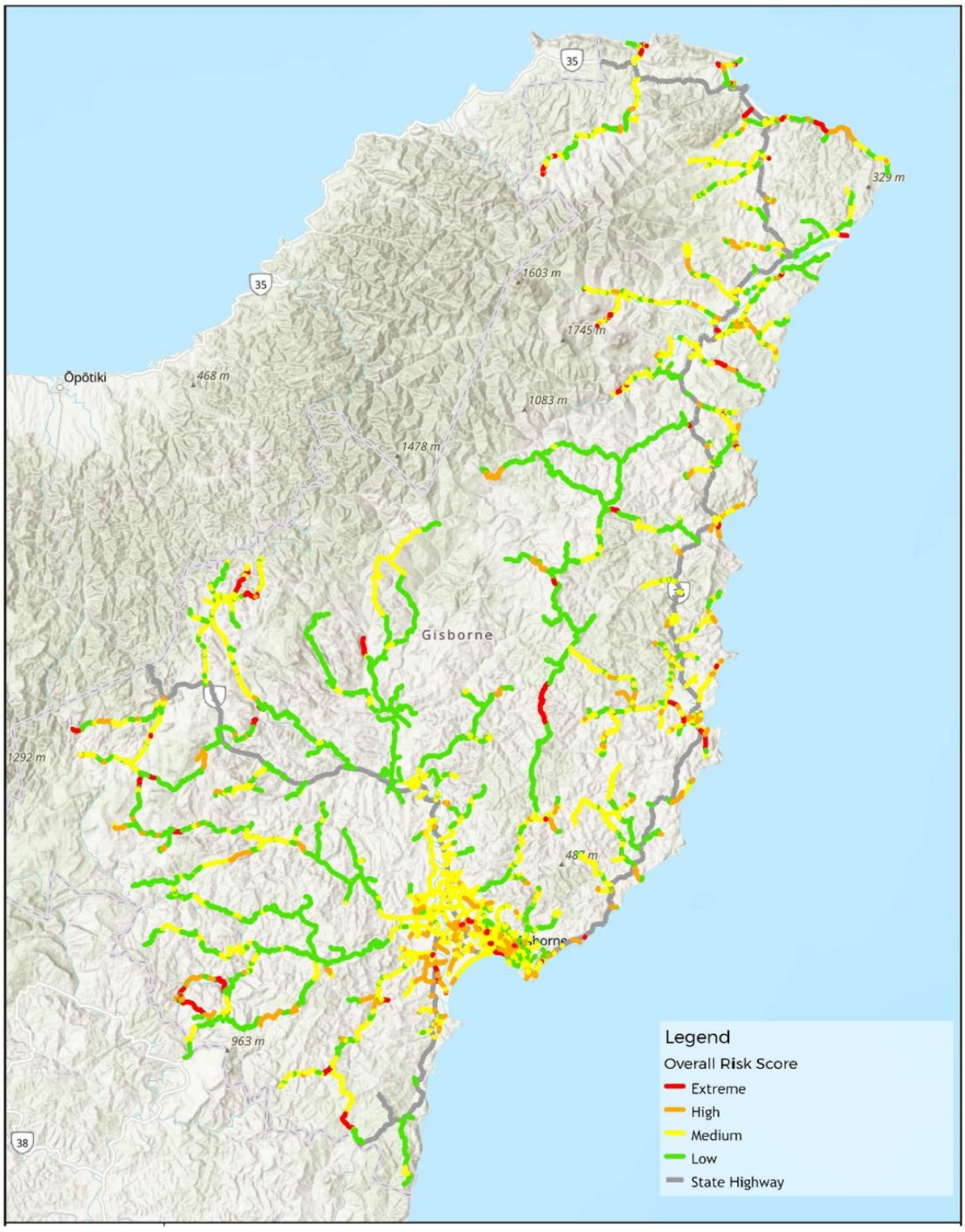
15 Fitzherbert Street Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

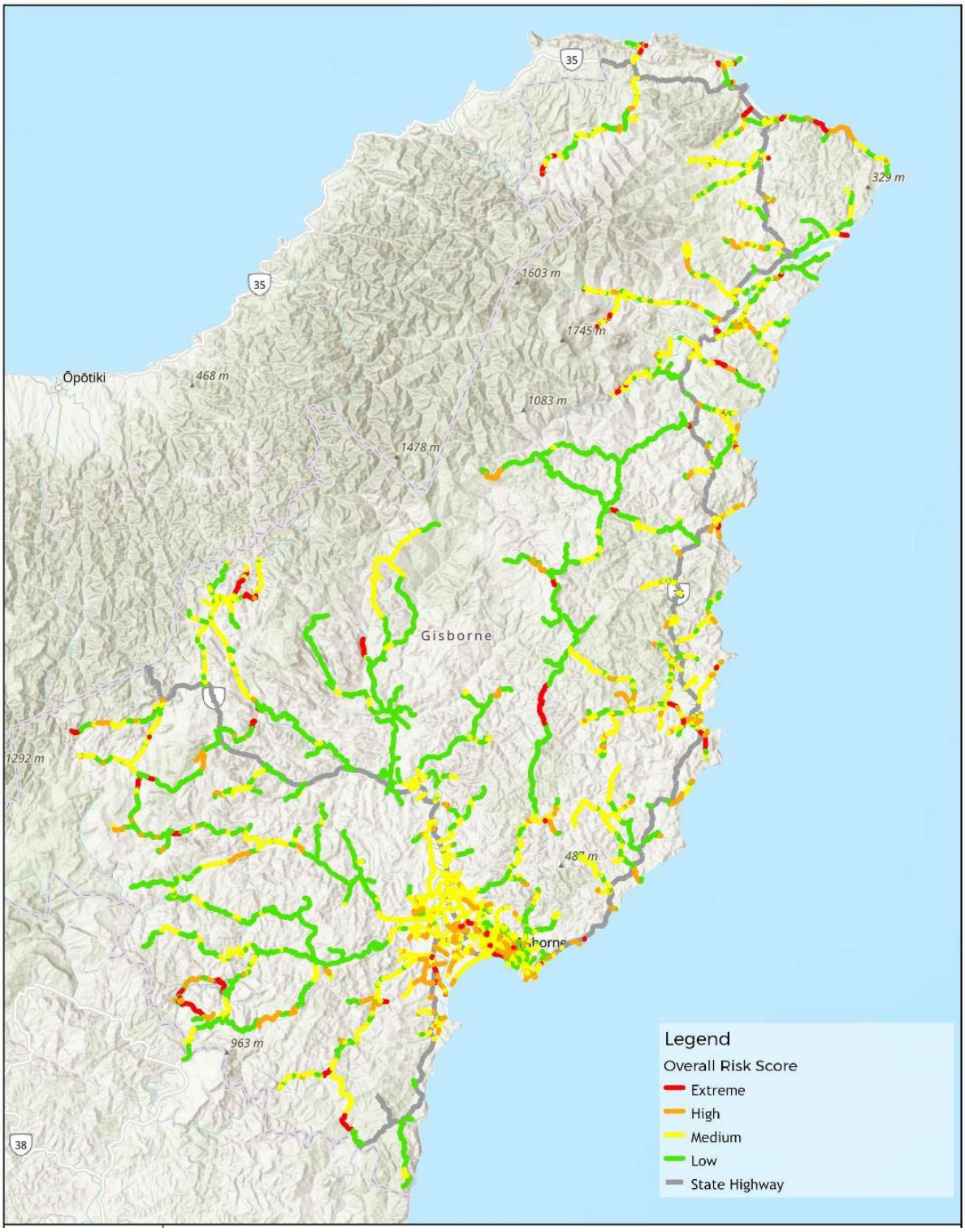
@Gisborne DC
GDC Fix app

Attachment 2: Combined Hazard Resilience Risk



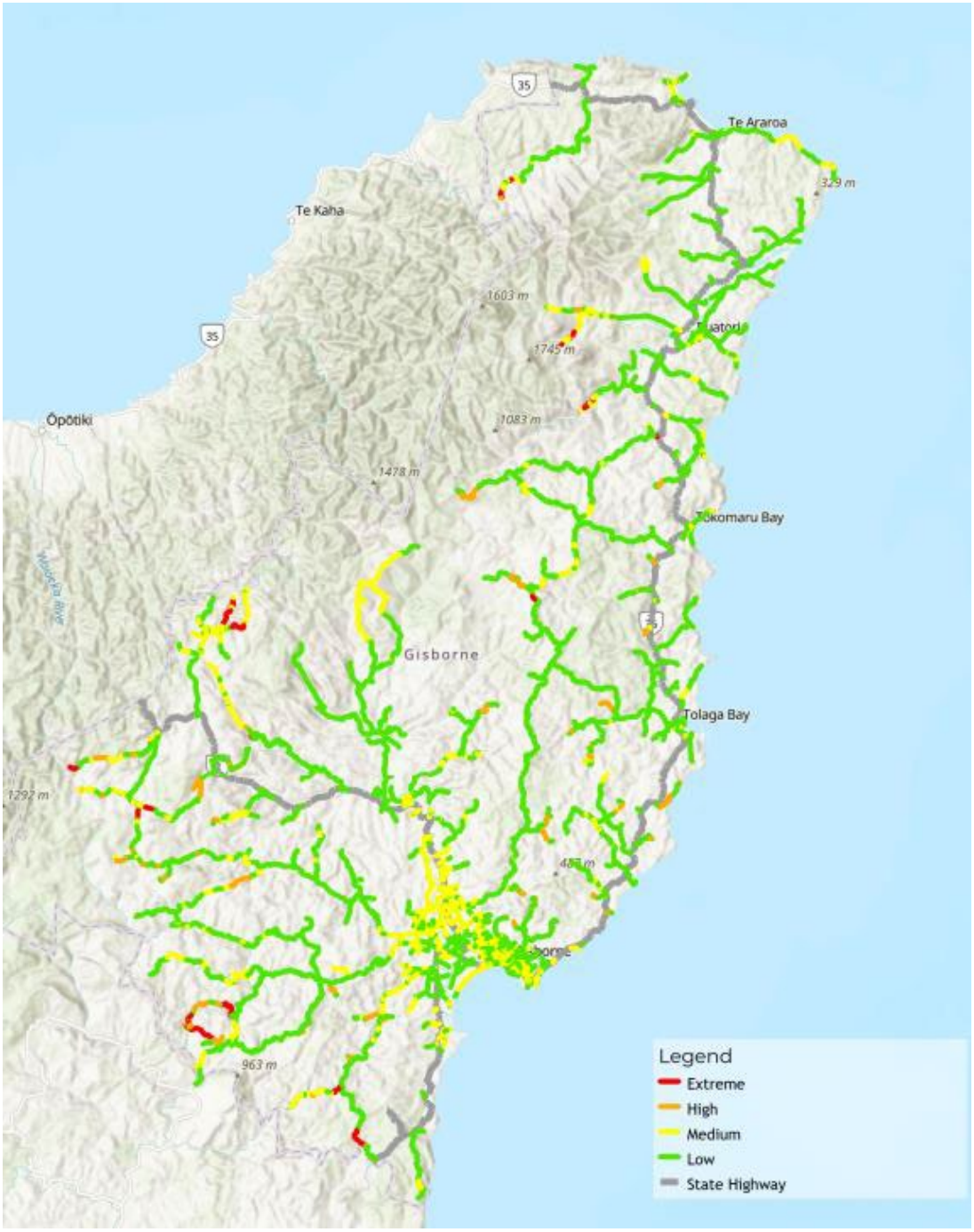
Attachment 3: Change in Resilience Risk Between the Current Investment Approach and Preferred programme

Resilience Risk: Current Investment Approach



Attachment 3: Change in Resilience Risk Between the Current Investment Approach and Preferred programme

Resilience Risk: Preferred Programme



Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Title: **25-163 Adoption of Cemeteries and Crematoria Bylaw**

Section: Strategic Planning

Prepared by: Karma McCallum - Senior Policy advisor

Meeting Date: Thursday 26 June 2025

Legal: Yes	Financial: Yes	Significance: **Low**

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to provide recommendations to Gisborne District Council (Council) for adopting the amended Cemeteries and Crematoria Bylaw 2015 (**Attachment 1**).

SUMMARY - HE WHAKARĀPOPOTOTANGA

Gisborne District Council (Council) has a statutory role under the Burial and Cremation Act 1964 (BCA) to provide and maintain cemeteries in the district. The Gisborne District Cemeteries and Crematoria Bylaw 2015 (the current Bylaw) is in force to maintain regulatory control of cemeteries and crematoria in the district, protect cemeteries from damage and misuse, allow for charging associated with burials and to keep records for cemeteries. The Bylaw only applies to Council cemeteries, not urupā.

In March 2024, Council approved the review of the current Bylaw and determined that a bylaw is still the most appropriate and proportionate way of managing cemeteries (Report 24-41). At its Council meeting on 30 January 2025 (Report 25-1), Council adopted the Statement of Proposal, proposing the adoption of a draft Cemeteries and Crematoria Bylaw 2015, for consultation.

The Statement of Proposal outlined ten proposed changes to the current Bylaw. During consultation Council received seven submissions. On 15 April 2025, the Bylaw Hearings Panel (the Panel) received all submissions and a Deliberations Report (Report 25-87) and deliberated on received submissions.

Based on submitters feedback, staff recommendations, reasoning included in the Statement of Proposal and Deliberations Report, and deliberations between Panel members, the Panel recommends one update to the draft Bylaw for adoption.

While the Panel agreed with the recommendation to not have burials available on public holidays, the Panel discussed the option to allow discretion to have a burial on a public holiday where staff feel the circumstances are appropriate. Staff have since identified that wording in the draft Bylaw would not allow any discretion. The Panel therefore recommends adding wording to allow a burial on a public holiday by special arrangement, where necessary. Other than this one change, the Panel recommends no alterations are made to the draft Bylaw that was presented in the Deliberations Report (Report 25-87) and that the amended Bylaw (**Attachment 1**) is adopted as the final Cemeteries and Crematoria Bylaw 2015.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. **Confirms that the proposed amended Cemeteries and Crematoria Bylaw 2015 (Attachment 1) is the most appropriate form of the Bylaw and does not give rise to any implications under the NZ Bill of Rights Act 1990.**
2. **Adopts the amended Cemeteries and Crematoria Bylaw 2015 (Attachment 1) as the final Cemeteries and Crematoria Bylaw 2015.**
3. **Publicly notifies the adopted amended Cemeteries and Crematoria Bylaw 2015 (Attachment 1) in July 2025.**
4. **Specifies that the Cemeteries and Crematoria Bylaw 2015 (Attachment 1) will come into effect on 1 August 2025.**

Authorised by:

Jocelyne Allen - Director Sustainable Futures

Keywords: bylaw, cemeteries and crematoria, burial and cremations act

BACKGROUND - HE WHAKAMĀRAMA

1. The Cemeteries and Crematoria Bylaw 2015 sets standards and controls for the operation of the public cemeteries maintained by Council and the crematorium owned by Council and leased to Tairāwhiti Cremation Services.

2. Council approved the review of the current Bylaw and determined that a bylaw is still the most appropriate and proportionate way of managing cemeteries at its Council meeting on 20 March 2024 (Report 24-41). The Statement of Proposal and draft Bylaw were adopted for formal consultation at Council's 30 January 2025 meeting (Report 25-1).

3. The Statement of Proposal included ten proposed changes to the current approach to managing cemeteries in Tairāwhiti. The proposals are as follows:

    1) **Make the document easier to read.** These proposed changes will make the requirements under the Bylaw clearer and easier to understand, cut down on repetition and simplify the overall layout. Some of these changes ensure the Bylaw will remain consistent with other regulations and remove redundant provisions managed through other mechanisms.

    2) **Change the way the bylaw refers to public holidays.** These proposed changes mean that burials will not occur on any public holiday as defined in the Holidays Act 2003. This aligns with other services that Council provides and makes the Bylaw easier to administer.

    3) **Allow for suspension of burials when the ground conditions are not suitable** during and after emergency weather events.

    4) **Provide more specific rules for aesthetic requirements of monuments.** To ensure cemeteries are reflective of all community members and to make it easier for grieving families to plan memorials, we propose to include more specific guidance to inform design criteria.

    5) **Provide for the creation of a Cemeteries Guide.** To provide additional guidance and useful information to help with interpretation of the Bylaw (if it is required).

    6) **Provide explicit rules governing physical works in cemeteries.** We propose to consolidate this information in the Bylaw as it currently sits within the Cemeteries and Crematoria Policy. This ensures all the key information for management of cemeteries is in one place.

    7) **Remove the requirement for the payment of an out of district fee for babies under one year old and stillborn babies.** To be consistent with Council's current approach to burial fees, due to the sensitive nature of the loss.

    8) **Remove opening hours of cemeteries.** Instead of being recorded in the Bylaw, opening hours will be listed on Council's website and other accessible forms of communication. This will enable the hours to be changed more easily in response to the needs of the community.

9) **Changes to rules managing animals in cemeteries.** Currently the Bylaw prohibits animals in cemeteries at night and requires animals to be under control at other times. We are proposing to both simplify and strengthen this by clarifying that grazing in cemeteries is prohibited unless there is prior Council permission, dogs in cemeteries are subject to requirements under Council's Dog Control Bylaw and Cemetery staff can request any animal is to be removed.

10) **Specifying that cultural supervision of the digging of graves** is allowed upon request and under supervision.

4. The Statement of Proposal and the draft Bylaw were published on Council's participate page on 4 February 2025 and a public notification advising of the consultation was placed in the Gisborne Herald on the same day. Emails were sent to identified stakeholders informing them of the consultation and inviting them to make a submission. Submissions were open from 4 February 2025 to 5 March 2025.

5. Over the four-week consultation period, Council sought feedback on the ten proposals detailed in the Statement of Proposal asking if submitters agreed/disagreed with the proposals and if they had any comment(s) on each of them. Seven submissions were received. The Bylaw Hearings Panel received the Deliberations Report (Report 25-87) and deliberated on submissions received on 15 April 2025. No submitters spoke to their submission.

6. The Panel considered the ten proposals, some minor wording amendments recommended by staff, as well as two 'other matters for consideration' regarding interment into existing graves and photography. Post deliberations the Panel proposed the draft Bylaw should be adopted as presented in the Deliberations Report (Report 25-87) with one edit regarding burials on public holidays. The amended Bylaw, the Panel recommend Council adopts, is included as Attachment 1.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

7. Table One provides an overview of submissions received on each proposal. For each of the ten proposals, most submitters did not provide a response, suggesting indifference to those proposals.

Table 1: Overview of submissions

Proposal	Number of Submitters Agreeing or Disagreeing with Each Proposal		
	Agree	Disagree	No Response (%)
Proposal 1: Make the document easier to read.	1 (14%)	0 (0%)	6 (86%)
Proposal 2: Redefine the way the Bylaw refers to public holidays to align with the Holidays Act 2003.	0 (0%)	1 (14%)	6 (86%)
Proposal 3: Allow for suspension of burials when the ground conditions are not suitable during and after emergency weather events.	1 (14%)	2 (29%)	4 (57%)
Proposal 4: Provide more specific rules for the aesthetic requirements of monuments.	0 (0%)	2 (29%)	5 (71%)

Proposal	Number of Submitters Agreeing or Disagreeing with Each Proposal		
	Agree	Disagree	No Response (%)
Proposal 5: Provide for the creation of a Cemeteries Guide to provide useful information to help with interpretation of the Bylaw.	2 (29%)	0 (0%)	5 (71%)
Proposal 6: Provide explicit rules governing physical works in cemeteries.	1 (14%)	0 (0%)	6 (86%)
Proposal 7: Remove the requirement for the payment of an out of district fee for babies under one year and stillborn babies.	1 (14%)	0 (0%)	6 (86%)
Proposal 8: Remove opening hours of cemeteries from the bylaw.	0 (0%)	0 (0%)	7 (100%)
Proposal 9: Change the rules for managing animals in cemeteries to provide for animals but with prior permission from Council for grazing and providing clarity that cemetery staff can request an animal is to be removed.	1 (14%)	0 (0%)	6 (86%)
Proposal 10: Specifying that cultural supervision of the digging of graves is allowed upon request and under supervision.	0 (0%)	0 (0%)	7 (100%)

8. A detailed analysis of the proposals and additional information has been included in the Deliberations Report prepared by staff (Report 25-87). The Panel's recommendations for each proposal and the two 'other matters for consideration' are outlined below.

Proposal 1: Make the Document Easier to Read

9. The reasoning for proposal 1 as stated in the Statement of Proposal is to:

> *Make the requirements set under the Bylaw clearer and easier to understand, cut down on repetition and simplify the layout. Some of these changes ensure the Bylaw will remain consistent with other regulation such as the Burial and Cremation Act 1964 (BCA) and to remove redundant provisions which are managed through other mechanisms, such as other legalisation or bylaws. Some wording and structure of clauses in the Bylaw is outdated and difficult to understand. This proposal seeks to amend the Bylaw to make it easier to read and ensure it is a useful tool for the grieving families to utilise when experiencing loss of a loved one.*

Table 2: Submission analysis for proposal 1

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 1: Make the document easier to read ***Disagree: 0%*** ***Agree: 14%*** ***No Response: 86%***	No submissions were received in opposition to this proposal.	One submitter expressed support for this proposal stating they agree with making the document easier to read.

Discussion in Relation to Proposal 1

10. Proposal 1 includes a range of readability edits in the draft Bylaw. These readability changes do not change any intent of the Bylaw. They are focussed on simplifying language, removing repetition or outdated provisions, clarifying intended meanings and updating legislative references.

11. Following discussion at the Council meeting on 30 January 2025 (Report 25-1), staff recommended the Panel agree to two changes to the draft Bylaw in order to make it easier to understand:

    a. Clause 54 was edited to clarify that behaviour causing damage or interrupting operations will be considered offensive or a nuisance.

    b. Clause 55 was edited to add reference to gang insignia being prohibited by the Gangs Act 2024 and to remove the sentence 'to any other person'.

Panel Recommendations in Relation to Proposal 1

12. The Panel recommends proceeding with proposal 1 and with the changes recommended by staff to clauses 54 and 55.

Proposal 2: Redefine the Way the Bylaw Refers to Public Holidays to Align with the Holidays Act 2003

13. The reasoning for proposal 2 as stated in the Statement of Proposal is to:

> *Expand the application of public holidays to cemetery closing hours to provide for all public holidays as defined in the Holidays Act 2003. The current list does not align with many other Council operations and could create logistical and staffing issues to ensure the safe and efficient operation of the cemeteries.*

Table 3: Submission Analysis for Proposal 2

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 2: Redefine the way the bylaw refers to public holidays to align with the Holidays Act 2023 ***Disagree: 14%*** ***Agree: 0%*** ***No Response: 86%***	One submitter disagreed with proposal 2. The reasoning provided included it being a sensitive time with no control of when someone passes, additional financial pressure on families keeping their loved ones for longer, and tūpāpaku potentially not being in a state where they can be held longer.	No submissions were received in support of this proposal.

Discussion in Relation to Proposal 2

14. Proposal 2 updates the Bylaw to reflect the Holidays Act 2003 and closes cemeteries for burials on all public holidays. Currently cemeteries only close for burials on some public holidays (Christmas Day, New Years Day, Good Friday, and ANZAC Day). More public holidays will be included as a result, with cemeteries being open for burials on fewer days.

15. This Proposal aligns with other Council operations and reduces the cost of finding staff and resourcing. The risk of disappointing members of the public wishing to hold a burial on a public holiday is considered to be minimal. The demand for burials on public holidays has been low and the cost of a burial on these days is higher than on other days of the year. Burials on public holidays is a rarity.

16. The Panel sought clarification on Proposal 2 as they wanted to understand any potential unintended consequences of the Proposal to not have burials on public holidays. Staff clarified Proposal 2 addresses burials specifically, rather than restricting public access for those wishing to visit loved ones on public holidays. From an operational perspective, Proposal 2 considers the challenge of resourcing staff on public holidays, supports staff wellbeing, and ensures staff have time off.

17. The Panel discussed the potential of having the option for a burial on a public holiday available, but not promoted, having burials Monday to Saturday and anything else by arrangement. Staff have since identified that wording in the draft Bylaw would not allow this discretion.

Panel Recommendations in Relation to Proposal 2

18. The Panel recommends proceeding with Proposal 2 and to no longer offer burials as standard practice on public holidays when burials are currently available. The Panel recommends adding the wording '**or by special arrangement with Council**' to clause15.2 to allow a burial on a public holiday by special arrangement, where necessary. This change is to allow staff discretion to be able to allow a burial on a public holiday, where staff feel the circumstances are appropriate.

> 15.2. Except to comply with the duties of Council under Section 86 of the Health Act 1956 relating to the burial of people who have died of an infectious and/or notifiable disease, or by special arrangement with Council, burials will not take place on Public Holidays.

Proposal 3: Allow for Suspension of Burials when the Ground Conditions are not Suitable during and after Emergency Weather Events

19. The reasoning for proposal 3 as stated in the Statement of Proposal is:

> *Recent weather events have highlighted there is a clear risk to public health and safety if burials are allowed when the ground conditions are unsuitable. Burials undertaken in saturated ground conditions can result in toxic chemicals making their way into the water table and waterways and could also impact on the safety of Council staff, or those attending funerals.*

Table 4: Submission analysis for proposal 3

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 3: Allow for suspension of burials when the ground conditions are not suitable during and after emergency weather events ***Disagree: 29%*** ***Agree: 14%*** ***No Response: 57%***	Two submitters disagreed with proposal 3. The reasoning provided included not being able to control when someone dies, adding further distress, those being displaced from their whenua not having any choice, increased expense, whenua healing and returning to way it was.	One submitter expressed support for this proposal commenting on the recent weather events making it a 'no brainer'.

Discussion in relation to Proposal 3

20. Proposal 3 amends the Bylaw to include provisions to suspend burials when ground conditions are not suitable during or after an extreme weather event. This clause is proposed due to the significant health and safety risk for staff and public if burials are allowed during severe weather events. Toxic embalming chemicals could leach into the water table causing significant health risk to the community. Additionally, there are practical challenges to digging graves and placing caskets when the water table is high. Increased intensity of weather events and climate change has highlighted our cemeteries are vulnerable to high water tables.

21. The Civil Defence Emergency Management Act 2002 (the CDEM Act) provides powers to direct the cessation of an activity that "may cause or substantially contribute to the consequences of, an emergency". These powers sit with the Controller (section 91) and the Recovery Manager (section 94N) provisions. However, to streamline the process and to provide clarity to those members of the public who are focused on a burial, and not on reading the CDEM Act, the inclusion of the powers to suspend burials is proposed.

22. The Panel discussed legislative compliance. Staff clarified when burials are suspended at a particular cemetery; Council must still provide an alternative form of body disposal to avoid infringing the BCA. Following Cyclone Gabrielle, Council developed a block within Taruheru Cemetery that has significantly different groundwater levels. Provided there is no surface-level flooding, burials can still proceed in this area. An emergency block is also available for use during periods of high groundwater levels. In situations where surface flooding prevents burials, the Council may suspend burials temporarily. In such cases, mortuaries are able to support Council by holding the deceased until conditions improve.

Panel Recommendations in Relation to Proposal 3

23. The Panel recommends proceeding with Proposal 3.

Proposal 4: Provide More Specific Rules for the Aesthetic Requirements of Monuments

24. The reasoning for proposal 4 as stated in the Statement of Proposal is to:

> *Ensure cemeteries are reflective of all their community members and to make it easier for grieving families to plan memorials, we propose to include more specific guidance on aesthetic requirements for monuments in the Bylaw to inform design criteria.*

Table 5: Submission analysis for Proposal 4

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 4: Provide more specific rules for the aesthetic requirements of monuments ***Disagree: 29%*** ***Agree: 0%*** ***No Response: 71%***	Two submitters disagreed with proposal 4. The reasoning provided included being too broad without being able to cover all nuances without a huge document, list becoming outdated quickly and needing to expand, questioning of whether limiting inscriptions to the front only should be enforced or if sides should be allowed. Both submitters while disagreeing with the proposal did comment support of the proposal to some degree of having aesthetic requirements.	No submissions were received in support of this proposal.

Discussion in Relation to Proposal 4

25. Proposal 4 amends the Bylaw to provide more specific rules for the aesthetic requirements of monuments. The Proposal includes setting a maximum size for images, making it clear there is a 'front' to the monuments (to avoid overwhelming adjacent gravesites), and providing guidance as to what will be considered offensive by Council. Additionally, provisions are included to require monument designs to be approved by Council prior to construction and installation and a checklist of design considerations to guide the public as to the requirements. While the current Bylaw does include a requirement that monuments are to be approved, the clause is not in a logical place and does not make the need or requirements of approval clear.

26. The Proposal has Council play an active role in ensuring cemeteries are welcoming to all. The approval process ensures certainty for those wishing to design and install a monument, and the draft Bylaw provides information on what design elements may not be approved by Council. Without this change there is a risk of monuments being large and dominating or containing elements that are offensive to the wider public. Council would also have little control to remove monuments that are offending the wider public.

27. Following discussions at the Council meeting on 30 January 2025 (Report 25-1), staff recommended the Panel agree to a change to clause 26.1(a) of the draft Bylaw to reference the Gang Act 2024, provide more detail and clarity on the definition of 'offensive', and add that a practical assessment of what is offensive would be undertaken based on the context in which a design is submitted.

28. The Panel sought clarification on how staff manage the process of assessing design applications. Staff clarified they discuss designs directly with the families in a back and forward conversation process. Staff clarified that the process under Proposal 4 would still look the same and that the intent is for the Cemetery Guide to elaborate in a more user-friendly manner than the Bylaw. Additionally, the Cemetery Guide is more easily able to be updated than a bylaw. Staff shared that the main issue faced with design applications in the past has been inclusion of gang insignia which is now prohibited by the Gangs Act 2024.

Panel Recommendations in Relation to Proposal 4

29. The Panel recommends proceeding with proposal 4 and with the changes recommended by staff to clause 26.1(a).

Proposal 5: Provide Guidance to Aid the use the of the Bylaw

30. The reasoning for proposal 5 as stated in the Statement of Proposal is:

> *Given the formal nature and content of a bylaw, in many ways it is not necessarily 'an easy read' for members of the public. This is particularly so considering that most people will only be interacting with the Bylaw when they are experiencing the loss of a whānau member or friend. While the proposed readability amendments will improve the public's experience of the Bylaw, a provision is proposed which allows for Council to make, amend, or revoke a Cemeteries Guide. The guide could summarise and simplify some of the main points of the Bylaw, particularly around the types of cemeteries, the expectations around monuments and behaviour and access to all the necessary forms, contacts and opening hours. The guide would be easier to amend and change than the Bylaw itself.*

Table 6: Submission Analysis for Proposal 5

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 5: Provide guidance to aid the use the of the Bylaw ***Disagree: 0%*** ***Agree: 29%*** ***No Response: 71%***	No submissions were received in opposition to this proposal.	Two submitters agreed with Proposal 5. The reasoning provided included giving a 'plain English' version of the rules and a suggestion to use images as not everyone understands lengthy sentences.

Discussion in Relation to Proposal 5

31. Proposal 5 amends the Bylaw to include provisions allowing Council to develop a Cemeteries Guide. This guide would reflect the requirements and expectations of the Bylaw (not altering anything in the Bylaw) but instead would provide information in a more practical way. It could include information on opening hours, types of burials and cemeteries, use diagrams and images to explain design requirements for headstones and monuments and personalising a grave, express expectations on behaviour, give easy access to contacts, forms, and fees and charges.

32. Because this guide would sit outside the Bylaw it could be more easily altered to clarify any parts of the Bylaw which are generating interpretation issues or problems. The time-consuming and costly process of amending the Bylaw itself could be avoided by providing a guide of useful information.

Panel Recommendations in Relation to Proposal 5

33. The Panel recommends proceeding with Proposal 5.

Proposal 6: Provide Explicit Rules Governing Physical Works in Cemeteries

34. The reasoning for Proposal 6 as stated in the Statement of Proposal is to:

> *Consolidate this information into the Bylaw as it currently sits within the* Cemeteries and Crematoria *policy which is out of date. This ensures all key information for management of cemeteries is in place.*

Table 7: Submission Analysis for Proposal 6

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 6: Provide explicit rules governing physical works in cemeteries ***Disagree: 0%*** ***Agree: 14%*** ***No Response: 86%***	No submissions were received in opposition to this proposal.	One submitter expressed support for this proposal. The comment provided was not in relation to this proposal so is discussed in the section 'other matters for consideration'.

Discussion in Relation to Proposal 6

35. Proposal 6 amends the Bylaw to address inconsistencies between the revoked Policy and the Bylaw by moving part of the Policy into the Bylaw. These provisions require people undertaking work on monuments to keep their tools and materials tidy and safe and to cease work for adjoining services. Such provisions are important to ensure public health and safety, and general amenity of the cemeteries.

Panel Recommendations in Relation to Proposal 6

36. The Panel recommends proceeding with Proposal 6.

Proposal 7: Remove the Requirement for the Payment of an Out of District Fee for Babies Under One Year Old and Stillborn Babies

37. The reasoning for Proposal 7 as stated in the Statement of Proposal is:

> *The current Bylaw requires the payment of an out of District fee for burials including burials of still born children and those under twelve months old. Being 'out of district' is someone is who is not residing in Gisborne District for at least twelve months prior to the date of death. Council believes this fee to be unfairly strict on grieving parents and is controlling a matter, that very rarely occurs.*

Table 8: Submission Analysis for Proposal 7

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 7: Remove the requirement for the payment of an out of district fee for babies under one year old and stillborn babies ***Disagree: 0%*** ***Agree: 14%*** ***No Response: 86%***	No submissions were received in opposition to this proposal.	One submitter expressed support for this proposal commenting that they fully agree with the change and urged that the information flows into the fees and charges manual.

Discussion in Relation to Proposal 7

38. Proposal 7 amends the Bylaw to remove the out of district fee for the burial of a stillborn child to provide a more sympathetic approach, should such a situation arise. The revised provision also avoids inadvertently capturing babies under 1 year old on the basis they have not resided in the district for a year. It is considered necessary to retain the more general provision to charge an out of district fee, as ratepayers should not be expected to cover costs of those who do not live in the district.

Panel Recommendations in Relation to Proposal 7

39. The Panel recommends proceeding with Proposal 7.

Proposal 8: Remove Opening Hours of Cemeteries

40. The reasoning for Proposal 8 as stated in the Statement of Proposal is:

    Instead of being within the Bylaw, opening hours will be listed on Council's website and other accessible forms of communication which will enable the hours to be more flexible and to respond to the needs of the community.

Table 9: Submission analysis for proposal 8

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 8: Remove the opening hours of cemeteries ***Disagree: 0%*** ***Agree: 0%*** ***No Response: 100%***	No submissions were received in opposition to this proposal.	No submissions were received in support of this proposal.

Discussion in Relation to Proposal 8

41. Proposal 8 amends the Bylaw to remove the working hours of cemeteries from the Bylaw. Having hours in the Bylaw commits Council to those hours for the 10-year lifespan of the Bylaw. The hours can be displayed on the Council website, at the cemeteries, and within any Cemetery Guide that is proposed under Proposal 5, where they can be easily updated.

Panel Recommendations in Relation to Proposal 8

42. The Panel recommends proceeding with Proposal 8.

Proposal 9: Changes to Rules Managing Animals in Cemeteries.

43. The reasoning for Proposal 9 as stated in the Statement of Proposal is:

> *Currently the Bylaw prohibits animals in cemeteries at night and requires animals to be under control at other times. We are proposing to strengthen this by clarifying that grazing in cemeteries is prohibited unless there is prior Council permission, dogs in cemeteries are subject to requirements under Council's Dog Control Bylaw and Cemetery staff can request an animal is to be removed.*

Table 10: Submission Analysis for Proposal 9

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 9: Changes to rules managing animals in cemeteries ***Disagree: 0%*** ***Agree: 14%*** ***No Response: 86%***	No submissions were received in opposition to this proposal.	One submitter expressed support for this proposal but provided no commentary in scope of the review.

Discussion in Relation to Proposal 9

44. Proposal 9 amends the Bylaw to allow for animals into cemeteries if they are under control and on the condition that if a Council cemetery staff member requests removal that this is done so. This provides for loved pets to attend a burial. The Proposal also requires prior Council permission for grazing in cemetery grounds, otherwise it is prohibited. This allows for animal grazing in a part of a cemetery which is not yet been opened for burials.

45. The current Bylaw allows for animals in cemeteries during daylight hours, providing they are under control. Animals are prohibited at night. This approach does not provide cemetery staff with much scope to address issues with grazing, other animals perceived to be causing a nuisance or dogs which might be walked around or through cemeteries or are creating a nuisance.

Panel Recommendations in Relation to Proposal 9

46. The Panel recommends proceeding with Proposal 9.

Proposal 10: Specify that the Cultural Supervision of the Preparation of Graves is Provided for, Upon Request

47. The reasoning for Proposal 10 as stated in the Statement of Proposal is:

> *Participating in the preparation of graves is an important part of Māori cultural beliefs and values. The current Bylaw does not allow for anyone other than Council staff or those authorised by Council to participate in grave digging or backfill. It is not clear who would be authorised. Council wishes the Bylaw to more clearly allow for cultural supervision of grave digging and backfill to better provide for cultural values and the needs of the mana whenua. The Bylaw only applies to Council cemeteries and crematoria and does not apply to urupā.*

Table 11: Submission Analysis for Proposal 10

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 10: Specify that the cultural supervision of the preparation of graves is provided for, upon request. ***Disagree: 0%*** ***Agree: 0%*** ***No Response: 100%***	No submissions were received in opposition to this proposal.	No submissions were received in support of this proposal.

Discussion in Relation to Proposal 10

48. Proposal 10 amends the Bylaw to allow for cultural supervision on request to Council for the overseeing of the digging process and to make wording amendments to clarify that backfilling of a grave is permitted, upon request to Council and under supervision. Cultural supervision for other cultures in our communities would also be enabled under this provision, including tikanga Māori and other cultural practices.

49. In the current Bylaw, the digging of graves is limited to cemetery officers (sextons). Back-filling is also limited to a 'sexton or person duly authorised by the sexton'. It is important to note, that the Bylaw only applies to Council cemeteries and crematoria and does not apply to the urupā in the district

50. The preparation of a grave is an important part of Māori culture and rituals. The Proposal allows Māori and other cultures involvement in the process, but Cemetery Officers ensure that health and safety is forefront in the operation of machinery, technical specifications of grave digging can be met, and necessary practical and legislative requirements are fulfilled, including responsibilities under the Health and Safety at Work Act 2015.

Panel Recommendations in Relation to Proposal 10

51. The Panel recommends proceeding with Proposal 10.

Other Matters for Consideration

Interment into Existing Gravesites

52. At its meeting on 30 January 2025 (Report 25-1), Council discussed the interment of ashes into an existing gravesite and the reflection of this on a plaque and queried whether the Bylaw allows this.

53. Staff clarified for the Panel in the Deliberation Report (Report 25-87) that this practice is allowed, and ashes can be interred in existing gravesites and an additional plaque/tablet added to the headstone or base. Staff recommended the Panel not make any changes to the draft Bylaw in respect to this query, but that this option is instead highlighted within any cemetery guide that is created under Proposal 5.

Photography

54. In response to a comment by a submitter, staff recommended the Panel agree to amend clause 50 of the draft Bylaw to clarify that the photography referred to in the clause is strictly regarding commercial or media purposes and to remove the word 'publication.' The suggested wording has been informed from cemetery bylaws of other councils and makes the intention of the clause clearer.

Discussion in Relation to 'Other Matters for Consideration'

55. The Panel clarified with staff that the intent of the changes to the photography clause is to make it clear the photography referred to is strictly regarding commercial and media purposes.

Panel Recommendations in Relation to 'Other Matters for Consideration'

56. The Panel recommends proceeding with the changes related to photography recommended by staff to clause 50 and to highlight the option of interment of ashes into existing graves in the cemetery guide.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation
Overall Process: **Low** Significance
This Report: **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan
Overall Process: **Low** Significance
This Report: **Low** Significance

Inconsistency with Council's current strategy and policy
Overall Process: **Low** Significance
This Report: **Low** Significance

The effects on all or a large part of the Gisborne district
Overall Process: Medium Significance
This Report: Medium Significance

The effects on individuals or specific communities
Overall Process: Low Significance
This Report: Low Significance

The level or history of public interest in the matter or issue
Overall Process: Medium Significance
This Report: Medium Significance

57. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.

TREATY COMPASS ANALYSIS

Kāwanatanga

58. Council respects and acknowledges the roles and functions of tangata whenua by ensuring the Bylaw excludes urupā and processes and practices for burials in urupā are not subject to the provisions.

59. Under the BCA and the Local Government Act 2002 (LGA), the creation and administration of the Bylaw falls on local authorities. For Council operated cemeteries, Council has included provisions which will impact upon tangata whenua and have accordingly sought to undertake pre-engagement to ensure our work on the Bylaw was accessible to tangata whenua and any opportunities for kāwanatanga have been considered. The formal consultative procedure provided further opportunities for feedback on the proposals.

Rangatiratanga

60. Council acknowledges that in the consideration of Council operated cemeteries opportunities for rangatiratanga are limited. The exclusion of urupā from the Bylaw will allow rangatiratanga and autonomy to continue for those sacred sites.

Oritetanga

61. Council sought to remove barriers for tangata whenua to participate in shaping the provisions of the Bylaw by inviting tangata whenua to participate in early engagement for the review.

Whakapono

62. Council has sought to understand and have regard to customs and practices of our Te Tiriti partners. Cemetery staff are aware of the differing world views and suggested the inclusion of provisions in the Bylaw which allow for some participation in the preparation of burial sites. This proposal provides for participation in the digging of graves and backfilling to accommodate Māori customs and balances this participation with some of Council's other obligations including health and safety of the public.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

63. The importance of early engagement and the need to consider customary and differing world views was forefront during this review. Mana whenua input was sought during a pre-engagement window and development of the draft Bylaw. Letters were sent to iwi on 8 April and 6 May 2024 advising of the review, providing background information, and offering the opportunity to participate in the review. Public consultation provided an opportunity for tangata whenua across the district to provide their perspectives on the proposals.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

64. Council staff and Council were very mindful of the importance and sensitivity of burial and cemetery management to the whole community in developing the proposals. In addition to seeking feedback from mana whenua, staff sought initial feedback from stakeholders who are directly involved in managing funerals and burials. However, there was no wider pre-engagement on the Bylaw review.

65. Consultation was undertaken in line with the special consultative procedure. Consultation was open from 4 February to 5 March 2025. A public notice was placed in the Gisborne Herald to notify the community of the consultation. Emails were sent to identified stakeholders informing them of the consultation and inviting them to make a submission.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

66. There are no climate change impacts or implications arising from the matters discussed in this report. However, the inclusion of proposed provisions which allow for the suspension of burials should ground conditions be unsuitable for burial is an adaption to respond to climate change. The incidence of a high-water table level after extreme rainfall events is expected to increase given climate change.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

67. Amending the Bylaw may have some financial implications for operational matters including updating forms and the website as part of the implementation of the Bylaw.

Legal

68. This Bylaw is made under the Local Government Act 2002 and the Burial and Cremation Act 1964.

69. Section 155 of the LGA requires local authorities, when making/amending or revoking a bylaw to determine:

- Whether a bylaw is the most appropriate way of dealing with the perceived problem or issue:

  A bylaw that regulates activities that take place at Council cemeteries and crematoria remains the most appropriate way to manage activities that may cause public safety hazards, damage to property, and unnecessary distress to mourners or relatives.

- Whether a bylaw is the most appropriate form:

  The panel considers the amended Bylaw (Attachment 1) to be the most appropriate form of bylaw.

- Whether it gives rise to any implications under the New Zealand Bill of Rights Act 1990:

  The Panel submit that the amended Bylaw (Attachment 1) is neither inconsistent with nor raises any implications with the New Zealand Bill of Rights Act as the proposed changes are reasonable, not overly restrictive, or impractical.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

70. At the 20 March 2024 meeting Council discussed a review of the Cemeteries and Crematoria Policy. Whilst researching the current Bylaw and issues that have arisen since the last review staff identified inconsistencies between the current Bylaw and the policy. Council resolved to revoke the policy at its meeting on 30 January 2025.

RISKS - NGĀ TŪRARU

71. **Legislative requirements**: If the Bylaw is not adopted within the 12-year timeframe required under the LGA and / or is not amended in accordance with the legislative requirements, Council will have no regulatory control over burials and cremations beyond the provisions available under the BCA.

72. Under the BCA, Council hosts several obligations that could be impacted by Proposal 3 (to provide for the suspension of burials). Section 4 and section 6 of the BCA require local authorities to provide a suitable burial site/cemetery that is open to the public for burial. Section 46E requires bodies to be disposed of within a reasonable period.

73. Council proposes to allow for a suspension of burials when ground conditions are unsuitable particularly during and after an emergency weather event. This clause is proposed due to the significant health and safety risk for staff and public if burials are allowed during severe weather events. There is a risk that toxic embalming chemicals could leach into the water table causing significant health and cultural risks for Council. However, the suspension of burials could cause legal risk to Council if alternative burial sites are not provided to allow bodies to be disposed of within a reasonable time. Council staff had the proposed clause reviewed by the Legal Team and was advised that Council would fulfil the obligations under the Act as long as there is at least one suitable burial site/cemetery in the district.

74. The CDEM Act provides power to prevent any activity that may cause or substantially contribute to the consequences of an emergency. As discussed above it is assessed that both Acts provide justification for the suspension of burials.

75. **Aesthetic requirements**: There is not considered to be a risk of not including any provisions that specifically relate to the display of gang patches or insignia. The issue is controlled by different legislation and is enforceable by the police.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
July 2025	Public notification of amended Bylaw.	
1 August 2025	Publication of the amended Bylaw and Bylaw is operative.	

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - REVISED Tairāwhiti Cemeteries and Crematoria Bylaw 2015 for Adoption [**25-163.1** - 27 pages]

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

TURE Ā-ROHE URUPĀ ME NGĀ WHARE TAHU TŪPĀPAKU O TE TAIRĀWHITI 2015

(Tairāwhiti Cemeteries and Crematoria Bylaw 2015)

Made by Gisborne District Council

Resolution of Council dated 26 June 2015

Amended 26 June 2025 with amendments in force from 1 August 2025

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Contents

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

1. Title

1.1. This Bylaw is the Gisborne District Council Cemeteries and Crematoria Bylaw 2015.

2. Commencement and Authority

2.1. This Bylaw came into force on 26 June 2015.

2.2. This Bylaw is made under the Local Government Act 2002, the Burial and Cremation Act 1964, and the regulations and rules under those Acts.

Related information:

This Bylaw was amended on 26 June 2025 following a review of the Bylaw on 20 March 2024 and those amendments came into force on 1 August 2025.

3. Application

3.1. This Bylaw applies to any Council controlled cemetery within the Gisborne District.

3.2. For the avoidance of doubt, this Bylaw does not apply to any urupā or any other cemetery, crematorium or burial ground that is not controlled by Council.

Related information:

Council is the owner of a building at Taruheru Cemetery which is leased to a commercial entity. This building houses a cremator which is owned and operated by a commercial entity.

Burials outside of cemeteries owned or controlled by Council are subject to Sections 46, 47 and 48 of the Act and subsequent amendments.

4. Interpretation

4.1. Any undefined words, phrases or expressions used in this Bylaw have the same meaning as in the Act unless the context plainly requires a different meaning.

4.2. The Legislation Act 2019 applies to the interpretation of this Bylaw.

4.3. Related information is for information purposes only, does not form part of this Bylaw, and may be inserted or changed by the Council at any time without amending the Bylaw.

4.4. In this Bylaw, unless the context otherwise requires:

Act means the Burial and Cremation Act 1964.

Adult means any person over the age of 12 years.

Assignee means the person or persons to whom an exclusive right of burial is transferred to on the death of the holder of the exclusive right of burial.

Berm means a load bearing structure fabricated from concrete of prescribed dimensions, set flush with the ground and supplied by Council, for the purpose of mounting monuments.

Body has the same meaning as in section 2 of the Burial and Cremation Act 1964.

Burial means to bury, or place the ashes of, a body.

Burial Warrant means a certificate issued by Council, after approval of an application by the funeral director or other person responsible for the management or control of a burial, which gives authority for the person named on the warrant to be buried by Council.

Cemetery has the same meaning as in Section 2 of the Burial and Cremation Act 1964.

Cemetery Officers means any person appointed by Council to manage the day to day activities of any cemetery under its jurisdiction. Such activities include arranging for the provision of plots for burials.

Closed Cemetery or Area means a cemetery which has been closed by a closing order as stated in Part 6 of the Burial and Cremation Act 1964 and subsequent amendments.

Controller has the same meaning as in the Civil Defence Emergency Management Act 2002.

Council means the Gisborne District Council.

Exclusive Right of Burial has the same meaning as in Section 10 of the Burial and Cremation Act 1964.

Funeral Director means a person, who in the course of their business, carries out burials and related matters.

Holder of the Exclusive Right of Burial means a person who has purchased a cemetery plot, or if that person is deceased, their assignee or, authorised agent.

Maintenance in Perpetuity means that Council will maintain all cemeteries to an appropriate standard as set by Council, for the period that the cemetery is under the control and management of Council. Where a cemetery is disused or closed, maintenance will encompass the preservation of access and maintenance of safety, as per Section 43 of the Burial and Cremation Act 1964.

Memorabilia means wreaths, vases, artificial or natural cut flowers or foliage, plants, figurines, toys and ornaments and other objects placed on a grave in memory of a deceased person but that are not permanently attached to that grave.

Monument has the same meaning as in Section 2 of the Burial and Cremation Act 1964 and includes any tombstone, headstone, memorial, kerbing, or other erection.

Monumental Area means a part of a cemetery in which full grave cover by monuments is permitted, subject to prior approval of such structures by Council.

Plot means a gravesite as shown on a cemetery plan held available for public inspection at a cemetery and/or offices of Council.

Prescribed Fee means the fees determined by Council in accordance with section 150 of the Local Government Act 2002.

Public Holiday means those Public Holidays outlined in section 44 of the Holidays Act 2003.

Recovery Manager means has the same meaning as in the Civil Defence Emergency Management Act 2002.

Relatives means a person's spouse or defacto partner, first and second degree blood relationships (parent, sibling, child, uncle, aunt, nephew, niece, grandparent, grandchild or half-sibling).

Returned Services Area means an area of a cemetery set aside for the burial of bodies or ashes of eligible servicemen or service women as defined by Section 15(2) of the Burial and Cremation Act.

Tablet has the same meaning as in Section 2 of the Burial and Cremation Act 1964 of including a plaque.

Working Hours means the hours from 8am to 5pm from Monday to Friday, excluding Public Holidays outlined in section 44 of the Holidays Act 2003.

5. Purpose

5.1. The purpose of this Bylaw is to enable Council to set and control standards for the safe and efficient operation of Council's cemeteries and crematoria.

6. Cemeteries Guide

6.1. Council may make, amend or revoke a Cemeteries Guide to:

a) provide rules for the use of cemeteries and crematoria controlled by Council; and/or

b) provide additional information to aid in the interpretation of this Bylaw.

6.2. Before making, amending or revoking a Cemeteries Guide in 6.1, Council must, be satisfied that the contents of the guidebook is consistent with this Bylaw and meets the purpose of this Bylaw.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Part 1: Exclusive Right of Burial

7. Burials, Sale of Plot and the Exclusive Right of Burial

7.1. Burials may be made in any plot in any cemetery vested in Council or under its control that is not closed, subject to this Bylaw.

7.2. A person must obtain an Exclusive Right of Burial and comply with any conditions imposed by Council before a burial can take place.

7.3. The purchase of the Exclusive Right of Burial excludes the digging and closing of a grave or the opening and closing of the ground for burial.

7.4. Council will grant an Exclusive Right of Burial once the Council has received the prescribed fees or financial arrangements acceptable to Council have been made.

7.5. The Holder of the Exclusive Rights to Burial or their assignee can apply to Council for a duplicate Certificate of Title to Plot for any lost Certificate of Title to Plot.

7.6. Council will issue a duplicate Certificate of Title to Plot for any lost Certificate of Title to Plot to the purchaser or their assignee upon request and payment of the prescribed fee.

7.7. No person except the owner of the exclusive right of burial, may be buried within a plot without the express prior consent of the holder of the right.

Related information:

The Councill will make available to the public the size and location of the plots that are available for sale at any given time and manage the allocation of the sold plots.

The Council will make available to the public any terms and conditions of burial plots for sale and whether any Exclusive Right of Burial is to be granted for a limited period.

8. Transfer of Exclusive Right of Burial

8.1. The holder of the Exclusive Right of Burial in a plot in which no burial has taken place may sell or transfer that right to any other person with the consent of Council, subject to the payment of the prescribed fee to Council.

8.2. When the holder of the Exclusive Right of Burial no longer intends to use the plot, the plot may be transferred back to Council subject to the payment of the prescribed fee to Council. Plots that have been sold back to the Council, may be resold by Council.

9. Lapse of Exclusive Right of Burial

9.1. When an application is made to buy the Exclusive Right to Burial in any plot and the payment of the prescribed fee is not made in full within the period determined by Council, it may extend the period of payment or determine that the application has lapsed.

9.2. If the application has lapsed, the Exclusive Right to Burial will revert back to Council with no entitlement for refund of the purchase price.

10. Fees

10.1. Council may, pursuant to section 150 of the Local Government Act 2002, prescribe fees for all the services for the operation and maintenance of cemeteries controlled by Council.

10.2. Except as provided for in clause 18 of this Bylaw, burials will only take place when the Exclusive Right of Burial has been completed. This requires payment of all the prescribed fees or suitable financial arrangements that are acceptable to Council.

10.3. An out of District fee shall be payable where the burial is of a deceased person not permanently residing within the boundaries of the Gisborne District for at least twelve months prior to date of death.

10.4. Notwithstanding clause 10.3 of this Bylaw, the out of District fee does not apply to children under the age of 12 months and stillborn children.

10.5. Notwithstanding clause 10.3 of this Bylaw, Council may apply its discretion to the requirement for the appropriateness of out of District fees.

Related information:

There are many operational considerations that affect the applicability of out of district fees, including length of a person residing in the District and practical situations, such as temporary absences of short duration from the district. These will not detract from the permanency of residence and the Cemetery Manger will apply discretion to determine the appropriateness of out of district fees.

Part 2: Burial Warrants

11. Requirement

11.1. No burial can take place in any cemetery without a burial warrant for that purpose, obtained by the funeral director or other person having the management or control of the burial from Council and presented to Cemetery Officers as authority for burial.

12. Application and Issue of Burial Warrant

12.1. A person requiring a burial warrant must apply to Council on the approved form of application for a burial warrant as issued by Council.

12.2. A burial warrant may only be issued:

a) when the ground conditions are suitable for burial; and

b) upon Council receipt of written certification as defined under Section 26 of the Births and Deaths Registration Act 1951; and

c) when financial arrangements acceptable to Council have been made, for the exclusive right of burial.

13. Suspension of Burials

13.1. Where adverse weather causes ground conditions to be unsuitable, burials may be suspended to protect public health, maintain public safety, and ensure the wellbeing of Council staff and the public, the Controller or Recovery Manager may direct the temporary suspension of burials under the Civil Defence Emergency Management Act 2002 to prevent any activity that may cause, or substantially contribute to the consequences of, an emergency.

13.2. In such cases, no burial warrants will be issued until Council is satisfied ground conditions are suitable.

14. Delivery in Advance

14.1. The application for a burial warrant must be delivered to Cemetery Officers at least eight working hours before the burial by the funeral director or other person responsible for the management or control of the burial.

Part 3: Services and Burials

15. Hours of Services and Burials

15.1. Burials at cemeteries administered by the Gisborne District Council shall take place during those burial hours as specified on Council's website and in any related Cemeteries Guide made under clause 6.1 of this Bylaw.

15.2. Except to comply with the duties of Council under Section 86 of the Health Act 1956 relating to the burial of people who have died of an infectious and/or notifiable disease, or by special arrangement with Council, burials will not take place on Public Holidays.

15.3. Funeral director or other person responsible for the management or control of the burial will consult with Cemetery Officers on burial time. Council Officers will determine the time of burial.

15.4. Burials may take place at other times by special arrangement with Council and on payment of any additional fees.

Related information:

Information on burials and opening hours of the Cemeteries can be found at www.gdc.govt.nz/services/cemeteries

16. Notice of Services

16.1. Eight working hours' notice of any burial or service must be provided to Cemetery Officers.

16.2. If such notice is not given, the burial or service may be delayed for a reasonable period of time as Cemetery Officers decide to enable Cemetery Officers to complete the necessary arrangements.

16.3. Any extra expenses incurred will be the responsibility of the funeral director or other person responsible for the management or control of the burial.

17. Responsibility for Arrangements

17.1. The funeral director or other person responsible for the management or control of the burial must ensure that the remains are in a suitable receptacle when presented for burial and ensure that all equipment associated with the burial is provided at the time of burial.

17.2. Any additional expenses incurred by Council will be the responsibility of the funeral director or other person responsible for the management or control of the burial.

18. Burial of Persons in Financial Need

18.1. In the instance, where a burial warrant cannot be issued due to the non-payment of the prescribed fees and the requirements of Part 2 have not been met, an application can be made to Council for the burial of a deceased person in financial need.

18.2. A person applying to Council for the burial of a person in financial need, must provide a declaration signed by a Justice of the Peace, certifying that:

a) Such deceased person has not left sufficient means to pay all the prescribed fees; and

b) All the prescribed fees are not covered by an Accident Compensation or Government entitlement or subsidy; and

c) The deceased person's relatives are unable or unwilling to pay.

18.3. Additional proof to confirm the declaration may be required by Council.

19. Digging of Graves

19.1. For health and safety reasons, only Cemetery Officers or assistants of Cemetery Officers or any other person authorised by Council can dig any grave in or open the ground for burial in any part of a cemetery. On request, Council can accommodate cultural supervision for those who wish to oversee the digging process.

19.2. No person other than Cemetery Officers or assistants of Cemetery Officers or person duly authorised by Cemetery Officers will fill in any grave. Backfill is permitted on request and only under supervision of Cemetery Officers.

19.3. Extra depth burials can only occur if the water table permits and ground conditions are suitable.

20. Other physical works associated with plots

20.1. Any authorised person undertaking physical works associated with any plot must obtain prior approval from Council for the physical works.

20.2. All applicable fees must be paid or arrangements for the fees that are to be paid are to be made with the Council.

20.3. The authorised person must adequately protect the surrounding plots, monuments and cemetery infrastructure and may not deposit any tools or materials on any adjacent plot, without prior approval from the holder of the exclusive right of burial to that plot, or an assignee.

20.4. All tools or materials used for the physical works must be removed as soon as practicable upon the completion of the physical works.

20.5. If any authorised person undertaking physical works fails to comply with any conditions of the approval given by the Council, the Council may revoke the approval for the physical works and remove any monument, or part thereof, that fails to meet the conditions.

20.6. The Council may remove any unauthorised physical works.

21. Burial of Ashes

21.1. With the prior approval of Council any person may scatter the ashes of a deceased person in a cemetery.

21.2. With the prior approval of Council and on payment of the prescribed fees any person may bury a container holding the ashes of a deceased person in any plot, subject to the exclusive right of burial.

22. Size of Caskets

22.1. If a casket for a child (under 12 years old) is too large for a children's burial plot, it will be buried in an adult burial plot subject to the payment of the prescribed fees.

23. Reopening of Graves

23.1. No person can re-open a grave for a further burial without the consent of the holder of the exclusive right of burial.

24. Disinterment

24.1. Where a request for a disinterment and/or reinterment is received and approved by Council, any person undertaking the disinterment must do so pursuant to section 51 and 55 of the Act and subject to the payment of the prescribed fees.

24.2. Any person undertaking an approved disinterment and/or reinterment must do so, in the presence of Cemetery Officers, a funeral director and staff and an inspector of the Ministry of Health. Any other person may only attend with prior approval of Council.

24.3. It will be the responsibility of Council to open the grave only to the extent of exposing the lid of the casket. Removal of the casket from the grave will be the responsibility of the funeral director present.

24.4. No person may use any plot from which a disinterment has taken place for any subsequent burial and no refund of the cost of the original burial or any part of that cost will be made.

Part 4: Installation, Maintenance and Removal of Monuments

25. Application for Approval

25.1. Any person wishing to install a monument in any part of a cemetery must apply on the prescribed form for Council approval to carry out such work.

25.2. The applicant must submit details of the monument design (subject to all relevant clauses in Parts 4 and any relevant conditions of Part 5 of this Bylaw), including materials and dimensions, and details of all inscriptions and their positions on the monument and pay the prescribed fee.

25.3. Applications not meeting Council requirements outlined in this Bylaw, any applicable legislation and the current New Zealand Standard: Headstones and Cemetery Monuments, may be refused.

26. Aesthetic Requirements of Council

26.1. Any person designing a monument, must design it to comply with all applicable legislation and meet the following Aesthetic Requirements:

a) Inscriptions, imagery or designs must be on the front-side of monuments only.

b) The maximum size for imagery or designs is 240mm x 240mm.

c) The design must not include profanity, hate speech or symbolism that denigrates or discriminates against individuals or groups, explicit images, or images associated with violence. Gang insignia is prohibited by the Gangs Act 2024. A practical assessment of what is offensive will be undertaken in regard to the relevant context provided with the proposed design.

26.2. Any person who designs a headstone, which includes wording or imagery described by clause 26.1(c) of this Bylaw, will have their application declined by Council.

Related information:

There are also other requirements governing the design of monuments, including the New Zealand Standard: Headstones and Cemetery Monuments NZS 4242:2018. Council may also provide further guidance on how the NZ Standard applies. These standards include minimum structural design standards for any installation and renovation of monuments.

27. Construction and Installation

27.1. Any person constructing or installing a monument, must install it to meet the following requirements:

a) Only one tablet or monument will be allowed on any one grave, including extra depth burial graves, and it must be placed on the grave in a position approved by Council. A tablet may be attached to an existing monument. Monuments may only be erected within the plot boundary;

b) All monuments must be constructed of permanent materials. Council may by resolution, publicly notified determine a list of permanent materials that may be used in the construction of monuments; and

c) All monuments must be constructed in accordance with sound engineering principles and will meet the aesthetic requirements of Council as described in Part 4 of this Bylaw and subject to any relevant conditions in Part 5 of this Bylaw.

27.2. The owner of the monument will pay for the delivery and installation of monuments and will be carried out at times agreed with Cemetery Officers.

27.3. Any person, constructing or installing a monument must immediately remove from the cemetery any rubble and earth not required in the filling in of the grave or in connection with the levelling will immediately be removed. By agreement with Cemetery Officer, there may be instances where the rubble and earth not required, can be disposed of in an approved place within the Cemetery.

28. Work Practises

28.1. All persons undertaking approved physical works, will remove all tools or materials used as soon as practicable upon the completion of the physical works.

28.2. Any person mixing cement or mortar within a cemetery must do so on a proper mixing board approved by Council. Residue must be removed from the cemetery.

28.3. Any person installing or attending a monument or carrying out any other work in a cemetery must withdraw for the duration of an adjoining funeral service. Such person must also remove tools, planks and other materials which may obstruct access to an adjoining service for the duration of said service.

29. Maintenance of Monuments

29.1. The holder of the exclusive right of burial must keep all monuments in proper order and repair.

29.2. Should a monument fall into a state of decay or disrepair, or be deemed by Council to be unsafe, it may at any time be dealt with by Council pursuant to the Burial and Cremation (Removal of Monuments and Tablets) Regulations 1967. A photographic record of the monument will be taken prior to removal and retained in cemetery records.

30. Safety

30.1. Council may carry out regular audits of all monuments to ensure the health and safety of any persons or property within the cemetery boundaries.

31. Removal of Monuments

31.1. No person will be allowed to remove from a grave or plot any monument without obtaining the prior written permission of Cemetery Officers.

32. Authorisation

32.1. No person, other than Cemetery Officers, or a person authorised by Council, or under the supervision of a Council employee shall carry out maintenance and any other work in a cemetery.

Part 5: Types of Cemeteries

33. Types of Cemeteries

33.1. Council will maintain certain types of cemeteries to provide for different types of burials subject to the physical constraints of the land and other factors as relevant to the maintenance and operation of the cemetery.

Related information:

The different types of cemeteries within the district are:

-Lawn area cemeteries

-Ash berm areas

-Ash Garden Berm Areas

-Monumental Cemeteries

Further information about the location and the features of these cemeteries can be found at www.gdc.govt.nz/services/cemeteries

33.2. Certain types of burials subject to criteria are permitted within these different types of cemeteries. These are:

33.3. **Lawn area cemeteries** can accommodate ashes or full body burial, with the following conditions:

a) Headstone bases no higher than 150mm above the berm and will be a maximum depth front to back of 400mm.

b) The base will maintain clear space of 100mm at the front of the berm.

c) No monument including the base will be wider than 1 150mm for a single plot or 2300mm for a double width plot.

d) No monument, inclusive of its base will stand higher than 1 metre above the berm.

e) Headstone bases will allow for inserts for flower containers where this is required.

f) No grave shall be enclosed with any railing or kerbing or similar and no monument except a tablet shall be placed on any grave.

g) No person shall place on any plot any memorabilia except flowers and foliage which shall be placed in the flower containers inserted in the headstone.

33.4. **Ash berm areas** can accommodate ashes burial only, with the following conditions:

a) A maximum of two sets of ashes per plot.

b) The concrete based work for all monuments will not stand higher than 100mm above the berm and will be of a depth (front to back) not exceeding 250mm, length 600mm.

c) No monument including the base will stand higher than 700mm above the berm.

d) Headstone bases will allow for inserts for flower containers where this is required.

33.5. **Ash Garden Berm Areas** can accommodate ashes burial only, with the following conditions:

a) A maximum of two sets of ashes per plot.

b) No monument or structure other than a tablet may be placed on the berm. The tablet will be set in a position and manner approved by Council.

c) No tablet will exceed a depth of 230mm or be wider than 370mm for a single plot or 750mm for a double plot.

33.6. **Monumental Cemeteries** can accommodate ashes or full body burial, with the following conditions:

a) The holder of an exclusive right to burial may enclose the plot or plots allotted to him or her with kerbing. Where the allocated plots are contiguous, they may be enclosed as a single unit.

b) The kerbing of the plots in a monumental area will be constructed of permanent materials approved by Council and must not exceed a maximum height of 300mm above the ground level.

c) Monuments may be erected within the plot boundary.

34. Returned Services Areas

34.1. Areas of cemeteries may be laid out as Returned Services Areas.

34.2. Those eligible for burial there are as defined as having Operational Service as defined by Section 15(2) of the Act, or having a spouse or partner who has Operational Service under the Act.

34.3. Notwithstanding clause 34.2, the body or ashes of the spouse or partner of a returned service person may at the request of the surviving returned services partner be interred in an extra depth plot in a Returned Services Area.

34.4. Commemoration shall be as described by the Office of Veteran's Affairs.

34.5. Council may waive the prescribed fee payable for the exclusive right of burial in the Returned Services Areas. Other prescribed fees shall be payable.

35. Closed Cemeteries

35.1. Closure and Maintenance in Perpetuity. Council may apply to officially close cemeteries under Part 6 of the Act.

35.2. Council shall maintain such cemeteries in perpetuity, subject to conditions as set under Part IV of the Act.

Part 6: Memorabilia

36. Memorabilia Placed at Time of Interment

36.1. Memorabilia may be placed on graves at the time of burial.

36.2. Five days from the date of burial, Council may remove memorabilia placed on the grave to level the surface to allow grass to be sown.

37. Permitted Memorabilia

37.1. A person may only place memorabilia in a container, or containers set in recesses in the monument, or the base of the monument within the berm plot boundary to ensure maintenance of the cemetery can be carried out.

37.2. No person shall place memorabilia around the wider plot.

Related information:

Memorabilia is managed to allow for maintenance of the cemetery, so after a grave has been levelled and sown it can be necessary for Council to remove the memorabilia to allow the lawn to establish and be mowed. There are also other requirements governing the design of monuments, including the New Zealand Standard: Headstones and Cemetery Monuments NZS 4242:2018. Council may also provide further guidance on how the NZ Standard applies. These standards include minimum structural design standards for any installation and renovation of monuments.

38. Removal and Disposal of Memorabilia

38.1. Any person may remove and dispose of artificial or natural cut flowers or foliage, plants or broken or damaged receptacles that have become unsightly.

38.2. Cemetery Officers may permanently remove and dispose of memorabilia that impedes or constrains Council's ability to maintain the cemetery or causes littering, or memorabilia that has become unsightly or has been broken or damaged.

38.3. A person must not remove memorabilia from a grave without the approval of the holder of the exclusive right of burial of the plot or from cemetery officers.

Part 7: Crematoria

39. Restriction of Access

39.1. Subject to clause 40 of this Bylaw, no person shall access any crematorium and any cremation process.

40. Limited access permitted

40.1. No person, other than a person directly concerned with the deceased, and with approval from the manager of the crematorium may attend the placing of the coffin in the incineration hall in accordance with a religious ceremony.

Related information:

The Cremations Regulations 1973 are applicable to all crematoria within the District.

Part 8: Vegetation

41. Vegetation

41.1. No person may plant any vegetation on any grave or within the cemetery boundaries without the prior consent of Council.

41.2. Vegetation planted in any portion of the cemetery may at any time be trimmed, removed or cut down at the discretion of Council.

41.3. A person must not disturb, damage, take or pick any cutting or flower from any tree, shrub, plant or other vegetation in any cemetery without the consent of Council.

41.4. A person must not plant, cut down or destroy any tree or shrub in any cemetery without the consent of Council.

Part 9: Vehicles

42. Hours of Entry

42.1. Unless authorised by Council, a person must not take a vehicle into any cemetery during the hours of darkness or if the cemetery is closed for visitors.

43. Traffic to Keep Roads

43.1. Within cemeteries, any person driving a vehicle must only drive on formed roads which are open to vehicular traffic and park only in designated parking areas.

44. Right of Way for Funerals

44.1. Within cemeteries, all persons driving a vehicle (other than a hearse) must yield unconditional right of way to any funeral procession.

45. Drivers to Obey Instructions

45.1. Any person driving a vehicle in a cemetery must stop or move that vehicle as directed by Cemetery Officers or other authorised officer.

46. Traffic Signs

46.1. Any person driving a vehicle in a cemetery must obey all signs or notices concerning traffic movement and parking displayed in that cemetery.

46.2. Any person driving a vehicle must not drive at a greater speed than indicated on any road within the cemetery, and in any other direction other than indicated by traffic notices.

46.3. In the absence of speed limit signs, any person must not drive a vehicle at a speed greater than 10 kilometres an hour in any cemetery.

47. Exemption

47.1. These provisions will not apply to any person driving an emergency vehicle (as defined in the Land Transport (Road User) Rule 2004) used at the time to save or protect life or health or prevent injury or serious damage to property.

Part 10: Soliciting Trade

48. Trade

48.1. With the exception of the transactions of Council employees, undertaken in the course of management of the cemetery, no person may solicit trade or advertise goods or services within any cemetery.

49. Display of manufacturer's name

49.1. Notwithstanding clause 48 of this Bylaw and with the consent of the holder of the exclusive right to burial in a plot a manufacturer of a monument, other than a tablet, may display his or her name in a space no larger than 50mm by 100mm on the monument.

49.2. Any person or manufacturer displaying their name will meet the Aesthetic Requirements of Council outlined in clauses 26 and 49.1 of this Bylaw and will display their name unobtrusively.

50. Photography

50.1. A person must not take any photograph or make video recordings for commercial or media purposes, at a funeral without prior approval of the Council and consent of the family or funeral director.

50.2. A person must not take any photograph or make video recordings for commercial or media purposes, of a grave without prior approval of the Council.

Part 11: Animals

51. Animals

51.1. Subject to the provisions of other Council bylaws, animals are permitted in cemeteries under the control of their owner except for the purposes of grazing. If an animal is requested to be removed from a cemetery by Cemetery staff, the owner must comply immediately.

51.2. Grazing is prohibited in cemeteries without the prior permission of Council.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Part 12: Conduct

52. Damage

52.1. A person must not damage, paint, write or carve on any building or monument within a cemetery or crematorium or damage property within any cemetery.

53. Interference with Services

53.1. A person must not unlawfully or improperly interfere with, interrupt or delay the carrying out of any funeral service or ceremony within any cemetery or crematorium.

54. Offensive Behaviour

54.1. Any person must not behave in a way that creates a nuisance, is offensive or that is likely to create a nuisance or is likely to be offensive. In particular, behaviour that is likely to cause damage or interrupt the operations of the cemetery.

55. Offensive Articles

55.1. No person will bring into or exhibit in any cemetery or crematorium any article that is a nuisance or is likely to be a nuisance or is offensive or likely to be offensive. This includes gang insignia prohibited by the Gangs Act 2024.

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

Part 13: Administrative Matters

56. Records

56.1. Council will keep plans of the cemeteries it controls, records of all rights of burial granted, and a record of all burials in the cemeteries. Plans and records will be open for inspection by the public at the offices of Council during normal office hours.

57. Offences and Breaches

57.1. Every person who commits a breach of this Bylaw commits an offence and is liable to pay:

a) the maximum fine set out in the Local Government Act 2002; and

b) any other penalty specified in the Act for the breach of the Bylaw.

57.2. Any person commits a breach of this Bylaw who:

a) omits or neglects to do, or knowingly permits or suffers to remain undone, anything required by this Bylaw; or

b) refuses or neglects to comply with any notice duly given under the Bylaw; or

c) obstructs or hinders any authorised officer of Council in the performance of any duty conferred upon them by this Bylaw; or

d) fails to comply with any notice or direction given under this Bylaw.

57.3. The notice issued under clause 57 of the Bylaw, must state the time within which the remedial action is to be carried out, and may be extended at Council's discretion.

57.4. Council may, in accordance with Section 162 of the Local Government Act 2002 apply for an injunction restraining a person from committing a breach of this Bylaw.

57.5. Any person undertaking or responsible for the continued existence of any work or object in a state contrary to this Bylaw will be deemed a continuing offence within the meaning of this section.

58. Removal of Works

58.1. Council may pull down, remove or alter or cause to be pulled down, removed or altered any vegetation, work, material or thing erected or being in contravention of this Bylaw or section 163 of the Local Government Act 2002.

58.2. Council may recover all costs in connection with such pulling down, removal or alteration from any person responsible for the erection or from any person permitting the continued existence of any such vegetation work material or object.

58.3. The exercise of this authority does not relieve any such person from responsibility for any penalty for erecting or permitting the continued existence of any such vegetation work, material or object.

59. Officers to Continue in Office

59.1. All officers appointed by Council under or for the purpose of the previous Gisborne District Council Cemeteries and Crematoria Bylaw version 2015 and holding office at the time of the coming into operation of this Bylaw, shall be deemed to have been appointed under this Bylaw.

60. Dispensing Power

60.1. Where, in the opinion of Council full compliance with any of the provisions of this Bylaw would needlessly or injuriously affect any person, Council may, on the special application of that person, dispense with the full compliance with the provisions of this Bylaw. In this instance, Council may impose conditions or terms that must be complied with.

60.2. Council may, however, extend, withdraw or amend the dispensation granted in terms of clause 60.1, after consideration of any representation by affected persons and if in its opinion it is justified.

60.3. Except if expressly granted otherwise, the dispensation by Council in terms of clause 60.1 is only applicable to the person it is granted.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-144

Title:	**25-144 Sustainable Land Use - Transition Guide (Version 1)**
Section:	Liveable Communities
Prepared by:	Amy England - Regional Biodiversity Transformation Manager
Meeting Date:	Thursday 26 June 2025

Legal: No	Financial: No	Significance: **Low**

Report to COUNCIL/TE KAUNIHERA for information

PURPOSE - TE TAKE

The purpose of this report is to present to Council the guide to transitioning land to permanent vegetation cover (the Transition Guide) which was developed by Council and the Transition Advisory Group/ Rōpū Arahi Mahi Whakawhitinga.

This initiative represents a significant step in cross-sector collaboration. The development of the Transition Guide is a milestone in demonstrating how a region can lead transformational change grounded in shared purpose, science, and partnership.

SUMMARY - HE WHAKARĀPOPOTOTANGA

Since August 2024, the Transition Advisory Group (TAG)—a cross-sector collective of local experts and stakeholders—has collaboratively developed a Transition Guide for Tairāwhiti. The Guide outlines four practical pathways for transitioning the region's most vulnerable land to permanent vegetation cover, with the goal of improving slope stability, reducing erosion and environmental harm, and supporting long-term community resilience.

It provides landowners with tailored advice, case studies, and links to external resources to support transition planning specific to their whenua.

Developing a Guide like this one is complex, with multiple stakeholder interests. The development of the guidelines reflects a significant and commendable level of collaboration between forestry, farming, iwi business, Māori incorporations and landowners, environmental sectors. Achieving consensus across such a diverse group is both rare and noteworthy and highlights the strength of the partnerships involved. The Guide will be subject to refinement over time.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. **Notes and acknowledges the significant cross-sector collaboration and leadership demonstrated by Transition Advisory Group (TAG) and the contributing parties in the development of this Guide.**

Authorised by:

Nedine Thatcher Swann – Chief Executive

Keywords: Transition Guide, transition advisory group,

BACKGROUND - HE WHAKAMĀRAMA

1. Cyclone Gabrielle (March 2023) was the most significant of a series of recent extreme Tairāwhiti climate-change-influenced weather events. These events caused extensive erosion, the mobilisation of large volumes of woody debris, deposition of large volumes of sediment onto land, waterways and the coast, damage to roads and infrastructure and a disconnected and angry community.
2. For the residents of Tairāwhiti 's coastal communities, including Gisborne City, woody debris on the beach is the most obvious manifestation of a highly significant 'problem in the hills' requiring urgent attention.
3. The MILU report ('Outrage to Optimism,' May 2023) was a Crown response to this concern. This report called for the establishment, within a decade, of a more sustainable approach to regional resource use. The report found that lives and livelihoods were at risk, current land uses were unsustainable, community resilience levels were low, and the forestry industry had lost its social licence to operate.
4. The report's authors envisaged a new approach being adopted, founded in climate adaptation, enhanced biodiversity awareness, jobs and prosperity generation, support for a flourishing economy, rich relationships, strong leadership and governance, commitment to Te Tiriti o Waitangi and a call for all parties to operate in a manner that was consistent with the principles of protection, participation, partnership and sustainability.
5. The preparation of the Guidelines is one of several early initiatives commissioned by the Council in response to the MILU report (see Figure One). Its primary purpose is to enrol broad landowner commitment to long-term sustainable land use changes capable of adding depth to Tairāwhiti's resilience.
6. The collaborative approach taken models how community-led solutions can meet complex national challenges through place-based decision making.
7. The intersection of Tairāwhiti's unique geology, land clearance for productive industry, and exposure to extreme weather events leaves the region vulnerable to severe soil erosion and environmental damage.
8. There is an urgent need to address the vulnerability of our land, waterways, marine environments, and community, to ensure that Tairāwhiti remains the place of choice for our people and businesses and continues to sustain a thriving community.
9. Primary production forms a significant part of Tairāwhiti's economy, however we need to ensure that forestry, farming and horticulture are carried out on land which can sustainably support that land use long into the future.
10. To support sustainable land use change across the region, Council has identified high-risk land where a transition from productive land use to permanent vegetation cover is required to prevent future damage (referred to as the Indicative Transition Zone).
11. We recognise that this transition will be challenging. Landowners will require guidance and tools to help identify options and implement appropriate transition activities on their land.
12. The Transition Advisory Group (TAG) is a cross-sector group set up to develop a guide to assist landowners with the identification and implementation of their transition approach.

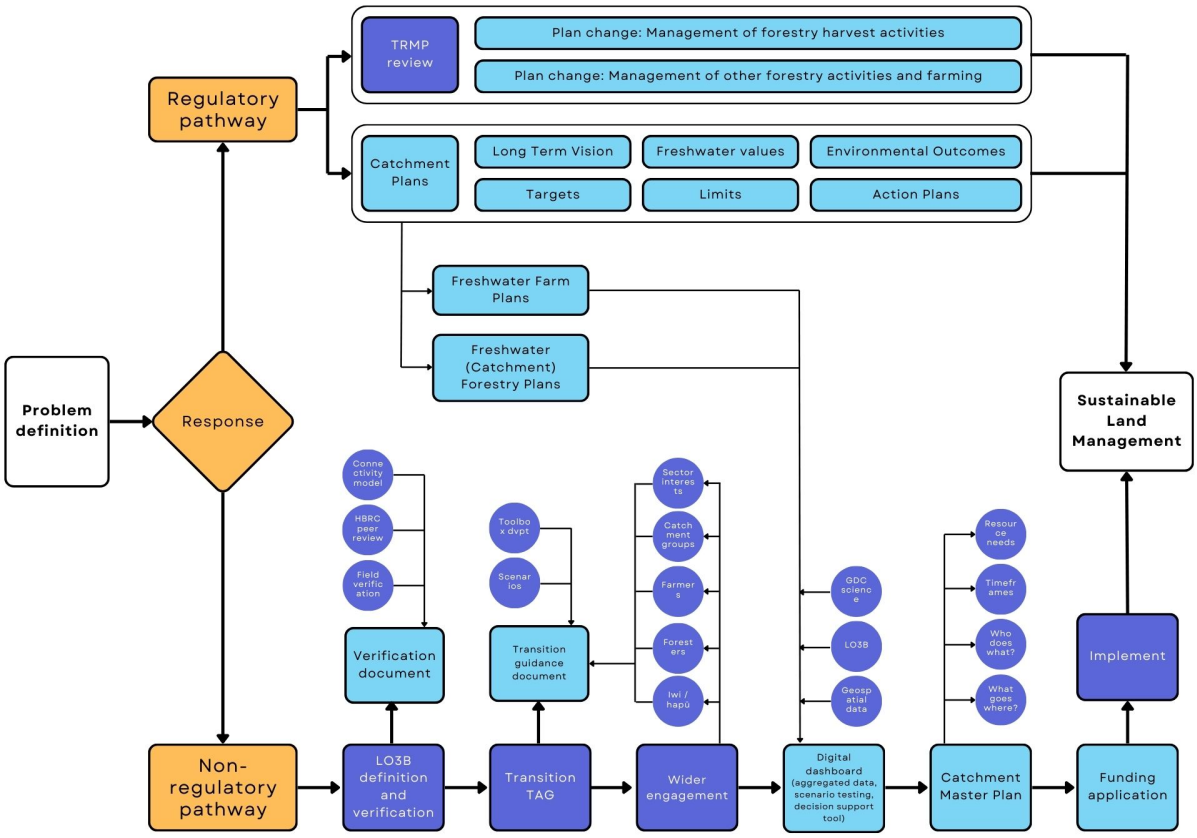


Figure one: Framework describing early Council post-Gabrielle initiatives

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

13. The TAG consists of local experts from a diverse range of stakeholders including the forestry industry, Māori landowners, the farming sector, scientists, environmental and financing subject matter experts, and staff from Gisborne District Council and Ministry for Primary Industries.

14. The TAG was formed in August 2024 to enable local expertise and knowledge to be drawn together to help identify transition options, implementation methods, and the indicative costs of transition. This community-driven, collaborative process has allowed members to bring forward the perspectives of the groups they represent.

15. In developing the guide, the TAG has determined four common transition pathways or scenarios, beginning with the region's two dominant land uses: pastoral farming and production forestry. The four scenarios are:

    i. Pastoral land use transition in the presence of stock

    ii. Pastoral land use transition with stock exclusion

    iii. Forestry land use transition following harvest

    iv. Forestry land use transition without harvest.

16. Part One of the Transition Guide provides the context for transition; why transition is required, and how to choose one of the four transition scenarios. Part One goes on to provide a series of local case studies where transition is already underway within a wide range of land use and land ownership models.

    - *Ūhia te Kahu a Nuku - He Arataki - Kauwhiti 1*
      Guide to Transitioning land to permanent vegetation - Part 1
    - *Ūhia te Kahu a Nuku - He Arataki - Kauwhiti 1 Āpitihanga*
      Guide to Transitioning land to permanent vegetation - Part 1 Appendices

17. Part Two of the Transition Guide consists of four documents which address each respective transition scenario. These documents contain the guidance to support decision making for both individuals and communities, depending on their specific circumstances.

    - *Ūhia te Kahu a Nuku - He Arataki – Kauwhiti 2 Mahi Āheinga 1: Te whakawhitinga whenua whakatipu kararehe*
      Guide to Transitioning land to permanent vegetation – Part 2
      Scenario 1: Pastoral land transition in the presence of stock.
    - *Ūhia te Kahu a Nuku - He Arataki – Kauwhiti 2 Mahi Āheinga 2: Te whakawhitinga whenua kore kararehe*

      Guide to Transitioning land to permanent vegetation – Part 2
      Scenario 2: Pastoral land transition with stock excluded.
    - *Ūhia te Kahu a Nuku - He Arataki – Kauwhiti 2 Mahi Āheinga 3: Te whakawhitinga whenua paina me te hauhake*
      Guide to Transitioning land to permanent vegetation – Part 2
      Scenario 3: Forestry transition involving harvest.
    - *Ūhia te Kahu a Nuku - He Arataki – Kauwhiti 2 Mahi Āheinga 4: Te whakawhitinga whenua paina kore hauhake*
      Guide to Transitioning land to permanent vegetation – Part 2
      Scenario 4: Forestry land use transition without harvest.

18. While the Transition Guide contains practical advice and considerations, it is not designed to be a substitute for expert advice. Therefore, it contains links to various externally developed resources and provides contact information for a range of individuals and organisations who can work with landowners to develop a tailored transition plan for their whenua.

19. The Transition Guide relies on the Indicative Transition Zone mapping. These maps are available through a URL at present[1] and will be added to the Council website once the guide has been approved for publication.

[1] Indicative Transition Zone map

20. The guide and associated mapping are non-regulatory tools; however, Council has acknowledged the need to transition the most vulnerable land in the region to permanent vegetation cover. Phase 2 of the Tairāwhiti Resource Management Plan (TRMP) review includes a workstream focusing on regulatory support for transition. This will involve a review of the current land overlay framework, and likely a plan change to introduce a new overlay of land most suited to permanent vegetation cover. The work will also explore the potential for sustainable land use plans among other provisions, as a means of implementing transition goals.

21. The Guidelines are the first step on the pathway towards sustainable land use in Tairāwhiti. TRMP amendments are also underway. In addition, a business case / funding plan is being prepared to help kick-start the delivery of those Guidelines. Council officers expect to report to Council on this business case in September.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

22. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.

23. The matters in this report do not impact on Council's strategic assets, and do not impact on Council's ability to perform its role as a local authority and achieve its strategic objectives in the Three-Year Plan.

24. The Transition Guide is designed to be a decision-support tool only, and its use is entirely voluntary.

TREATY COMPASS ANALYSIS

Kāwanatanga

25. The development of the Transition Guide has not required any decision-making through a co-governance or co-management body and is not related to any relevant recommendation from such a body.

26. Use of the Guide is voluntary, and it is designed to support landowners, including tangata whenua, to exercise their own decision-making on their whenua.

Rangatiratanga

27. The Transition Guide provides Māori landowners, farming and forestry businesses with a framework to begin planning for transition in a way which incorporates tangata whenua aspirations and values. The Guide recognises that each situation is unique and provides scope and flexibility for the application of matauranga and decision-making by tangata whenua across their lands.

Oritetanga

28. The Transition Guide does not contribute to, nor seek to redress inequity.

29. Several TAG participants have represented tangata whenua interests throughout the development of the Guide, contributing through workshops, providing perspectives from Māori landblock owners/managers, and providing material for case studies.

30. Tangata whenua will be impacted by any future regulatory change relating to Transition Land, and subsequent policies and rules included in the Tairāwhiti Resource Management Plan. Engagement with our Treaty partners through the plan change process will be required to understand the effect of any decisions on tangata whenua and mana whenua.

Whakapono

31. The Transition Guide explores and highlights the application of Te Ao Māori values and tikanga using case studies contributed on behalf of Māori land blocks and Māori Trusts. Tangata whenua will be able to see their own values reflected in the Guide, and the supporting information enables tailored decision-making for and by tangata whenua on their land.

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

32. Development of the Transition Guide has not included specific engagement of iwi or hapū from the region.

33. Several TAG members represent the interests of tangata whenua, through their affiliation with groups including Mana Taiao Tairāwhiti, Tairāwhiti Whenua Collective, Nāti Growth, Wi Pere Trust, Te Kautuku land block and Ngati Porou Whanui Forests Ltd.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

34. Council staff have engaged directly on the Guide (and on the Transition project more generally) with farming and forestry sectors and environmental interests, including through TAG meetings and attendance and presentations at community hui.

35. Farming representatives on the TAG undertook a landowner survey, gathering over 60 responses representing nearly 200,000 hectares of land. The purpose of the survey was to:

    i. Gain insights on how those on the land are experiencing and responding to the impacts of weather events.

    ii. Understand to what extent they have an appetite for or have measures in place for treating vulnerable land they are responsible for.

36. The survey uncovered a consistently high willingness to treat areas that needed it. In instances where there was not high willingness there was a rational explanation for why not, generally relating to work already undertaken to treat areas.

37. Around half of the respondents were unaware of the Indicative Transition Zone and the work Council has commissioned to identify vulnerable land. Council staff continue to engage with the farming sector, through presentations at in-region field days, community meetings and through representative groups.

38. Council staff met with the forestry sector on the Indicative Transition Zone mapping among other issues. Staff also continue to engage with the forestry sector through the Tairāwhiti Forestry Action Group.

39. Coverage of the issue was highlighted in a recent Radio New Zealand feature article.

CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

40. The publication of the Transition Guide will have no direct impact on greenhouse gas emissions or the approach to reducing emissions.

41. The transition to permanent vegetation cover across highly erosion prone land will enable the region to reduce the risk from natural hazards, such as increased severe weather events expected under climate change.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

42. The Transition Guide has been developed as part of the Transition Advisory Group work programme (driven from the findings of the Ministerial Inquiry into Land Use), which has an operational budget for progressing the key workstreams.

43. The implementation of the Transition Guide is voluntary and therefore there is no further direct financial cost to Council, apart from minor promotional expenses and future updates. The Guide urges landowners to seek support from Council's Land Management Advisors (LMA) to develop site-specific Transition plans. There will be resourcing implications of additional demand on LMAs.

44. The TAG is also providing advice and a sounding board for Council's development of a business case for resourcing Transition implementation work in the region.

Legal

45. There are no legal implications arising from this report.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

46. The matters in this report are consistent with Council's policies and plans, including the Three-Year Plan,

47. Outcome Five of the Tairāwhiti 2050 Spatial Plan – *We take sustainability seriously* – identifies the opportunity to review current land use across Tairāwhiti on steep and erosive land and adopt sustainable land use practices that contribute to ecological diversity, healthy waterways and marine environments, and the health and well-being of local communities.

48. The Transition Guide provides support for our region's landowners and communities to identify and implement these opportunities on their whenua.

RISKS - NGĀ TŪRARU

49. There is a risk that there will be low uptake and use of the Guide. Council's Land Management Advisors will seek to raise awareness of the Guide and advocate for its use as a support tool for landowners.

50. There is a perception among forestry and some farming industry representatives on TAG that the mapping associated with the Guide is regulation in another guise. Council has been clear that there should be a regulatory framework in support of transition of the most vulnerable land in the region to permanent vegetation cover. The Indicative Transition Zone mapping will inform the development of regulation, however any regulation will be subject to plan-making processes prescribed in the Resource Management Act 1991 and will include full public submission and hearings opportunities.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
Early July	Publication of digital and pdf formats on both the TAG portal and Council Sustainable Land Use website page.	Publication of the Guide and mapping will be promoted through Council's normal communication channels and through TAG networks.
Late 2025	Review of Guide	The nature of the review will depend on feedback received by the community

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Guide to Transitioning Land to Permanent Vegetation Cover [**25-144.1** - 38 pages]
2. Attachment 2 - Guide to Transitioning Land to Permanent Vegetation Cover - PART 1 APPENDICES [**25-144.2** - 14 pages]
3. Attachment 3 - Guide to Transitioning Land to Permanent Vegetation Cover - PART 2 SCENARIO 1 [**25-144.3** - 20 pages]
4. Attachment 4 - Guide to Transitioning Land to Permanent Vegetation Cover - PART 2 SCENARIO 2 [**25-144.4** - 24 pages]
5. Attachment 5 - Guide to Transitioning Land to Permanent Vegetation Cover - PART 2 SCENARIO 3 [**25-144.5** - 20 pages]
6. Attachment 6 - Guide to Transitioning Land to Permanent Vegetation Cover - PART 2 SCENARIO 4 [**25-144.6** - 20 pages]

Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 1 | PART 1

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

- What Transition land means
- Big picture considerations and decision-making
- Local examples of transition work
- Glossary of terms used

Tairāwhiti anga whakamua

Ngātahi tātau e pohewa anamata ana kua mahu tātau ki Te Taiao. He whenua whakaahuru, hiki wairua hoki, ā, e rere kaha ana anō te mauri o Te Tairāwhiti.

Hei anamata, e ao rere mahea ana ngā awa, tū teitei ana ngā mahere, ā, tipu mārama ai a tātau tamariki i ngā ingoa o ngā wāhi pupuri kōrero ai. He ngākau tahi, e honohono ana ngā hapori. E taurikura ana o tātau tangata hāunga te whenua, engari no tō tātau tiakina pai ai.

He ao makuru, ēhara i te ao pūhore. He ao manaaki, he ao tūwhitia te hopo. He ao kua whakaritea ngā whakatau e te hau kāinga e mōhiotia whānuitia i te taki o ngā houanga, te āhuahanga o ngā maunga me ngā tukuihotanga a onamata.

E kore tātau e hiahia ana kia hokia ki tērā āhuatanga. E hiahia ana tātau kia hangaia ngātahi ai he ao kia taea e a tātau mokopuna te tū whakahīhī me te ki, "I tiaki pai ai mātau e rātau".

A future for Tairāwhiti

Together we imagine a future where our connection to Te Taiao is healed. Where the land is cherished and people are uplifted and the mauri of Tairāwhiti flows strong once more.

In this future, our awa run clear, our ngahere stand tall and our tamariki grow up knowing the names of the places that hold their stories. Communities are confident and connected. Our people thrive not despite the land, but because of our care for it.

This is a future of abundance, not scarcity. Of manaaki, not fear. Of decisions made close to home by those who understand the rhythm of the seasons, the shape of the hills and the wisdom of the past.

We do not seek to return to what was. We seek to build something enduring together, a future where our mokopuna can stand with pride and say 'they looked after us'.

This excerpt from the Tairāwhiti Citizens' Assembly 'Calls to Action' reflects a community-led vision shaped through a deliberative community engagement process. The Assembly's message aligns with the Transition Advisory Group (TAG) commitment to region-led solutions that shift our most vulnerable land into permanent vegetation cover.

TAG
Transition Advisory Group

Ngā rārangi take Contents

He Mihi Acknowledgements

This guide is a collaborative effort between members of the Transition Advisory Group and Te Kaunihera o Tairāwhiti | Gisborne District Council. The Transition Advisory Group (TAG) was established in 2024 to bring local expertise and insight to the Gisborne District Council's efforts to identify opportunities for transitioning the region's most vulnerable land into permanent vegetative cover.

Acknowledgements and thanks are due to:

Graeme Atkins	Environmental consultant
Jason Blair	MPI, formerly GDC, forestry involvement
Matene Blandford	Rata Forests, forestry interests, Tairawhiti Whenua Collective
Jessie Bourke	Forestry Interests, Nāti Growth
Manu Caddie	Mana Taiao Tairāwhiti & Hikurangi Bioactives, environmental and economic interests
Richard Clark	Local landowner, alternative tree species
Hilton Collier	Farm Advisor, Director TWC
Rob Daunton	Restoring Te Whenua, forestry
Sheldon Drummond	Former JNZ, wide range of forest related interests
Daniel Fraser	Formerly Forest Enterprises, forestry interests
Gisborne District Council	Chief Executive, staff and consultants: Nedine Thatcher-Swann, Sandy Butler, Nicki Davies, Kent Duston, Amy England, Dean Evans, Michèle Frey, Lisa Gooch, Kerry Hudson, Karepa Maynard, Nadine McKinnon, Bryce McLoughlin, Janic Slupski, Gene Takurua, Katrina Ungco
Alan Haronga	Chair TWC, farming interests
Nigel/Lana Hope	Native Garden Nursery Ltd - NZ Native Plant Production & Establishment
Phil Hope	Māori Land, former CE Eastland Wood Council
John Hutching	Facilitator, Hutch Consulting Ltd
Dan Jex-Blake	Farming Interests
Julian Kohn	Kohntrol Forestry Co, Chair, Eastland Wood Council
Mark Lumsden	Summit Forestry, forestry involvement, RMA skills
Mike Marden	Retired Landcare Research Scientist
Bryan McKinlay	Eastern Forests Ltd, forestry involvement
Renee Raroa	East Coast Exchange, Te Kautuku
Charlie Reynolds	Federated Farms, local farmer
Tim Rhodes	Farming interests, Wi Pere Trust, Tairawhiti Whenua Collective
Sam Rowland	Tairāwhiti Environment Centre
Steve Sawyer	Ecoworks, environmental interests
James Sinclair	Aratu Forests
Henare Walker	Forestry Interests, Nāti Growth
Laura Watson	Farming interests, former GDC land manager
Willie Wetere	Māori Agribusiness, MPI, indigenous vegetation
Kees Weytmans	Farm Forestry Association
Daniel Williams	Ngati Porou Whanui Forests Ltd, Tairawhiti Whenua Collective
Kerry Worsnop	Former GDC Councillor, farming interests

*TWC: Tairawhiti Whenua Collective

He aha tēnei rauemi About this resource

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 1	1.0	xxx

Version history

Version	Reason for revision	Approve by	
1.0	Published	N. Thatcher Swann	xxx

Kauwhiti 1: He whakamārama Part 1: Introduction

Introduction

Tairāwhiti's geology and severe weather events are a devastating combination, becoming increasingly impactful, traumatic and expensive over the past 40 years as our climate changes. Homes, infrastructure, services, livelihoods and whakapapa are threatened from the impacts of erosion, including sediment, woody debris, soil loss and ecological failure.

If we don't take positive, urgent, collective action to prevent it, the region's productive land is likely to end up in the sea. At the time of writing, around 36-40 million tonnes of sediment are delivered to the ocean every year, harming our aquatic biodiversity along the way.

It is now widely accepted that some land in Tairāwhiti is too susceptible to erosion to be used for forestry or farming, and that such land needs to be transitioned from unsustainable land use, to permanent vegetation cover. As well as reducing erosion, and keeping productive soils in place, transitioning such land provides opportunities to establish systems that restore ecosystems, stabilise whenua, and build resilience for generations to come.

Grounded in local knowledge and shared aspiration, this guide supports practical decisions that reduce risk and strengthen ecological and economic well-being. What we do in the next few years will shape the next hundred.

Purpose

This guide offers high-level support for transitioning erosion-prone land in Tairāwhiti, beginning with the region's two dominant land uses: pastoral farming and production forestry.

The guide presents a range of transition scenarios that guide landowners and managers toward enduring, biodiverse land cover suited to local conditions.

What this guide covers

This guide has been developed to support landowners, trustees and advisors across Tairāwhiti who plan land use transitions, building on the knowledge already held by local communities and land managers. Recognising that every site is different, this guide offers key considerations, useful questions, and links to some useful people and information sources to help you navigate the transition from current use to permanent, protective cover.

While designed to support individual decision-making, the guide can also be used by collective efforts, such as catchment groups or whenua Māori clusters, to coordinate planning and improve outcomes across larger landscapes.

This will guide you on key decisions for your specific circumstances. It should also be useful to collective properties or even at a catchment scale.

This guide is no substitute for on-the-ground advice. We encourage you to connect with local experts, such as land management advisors (LMAs) at Te Kaunihera o Te Tairāwhiti | Gisborne District Council (Council). and/or other professionals listed throughout the document. These experts can visit your whenua, understand your long-term aspirations, and help identify practical, site-specific options. Contact details for the LMA team and other useful advisors are listed in Part 1 appendix 2.

Throughout this guide we refer to Transition land. This has been mapped as the region's most vulnerable, steep and erosion prone land, where soil loss poses a

Makarika Stream Catchment tributary. An untreatable gully, too large, too active and too late to reduce sediment generation. Credit: GDC

high risk to waterways. There is more detail below, in Part 1 chapter 1.

Whenever we refer to Transition land, assume this includes any other land you want to permanently protect from erosion, and/or restore biodiversity to.

How to use this the guide

This guide will be updated as new information becomes available. The version control section at the beginning of this guide indicates the most recent update.

The guide is available in both electronic and hard copy formats. While the hard copy is fully functional, the electronic version includes live links to external resources and supporting material. A web-based version is in development to make it easier to create transition plans, access updates, and share progress across catchments.

A map of the Transition Zone can be found online at Tairāwhiti Maps as an Indicative Transition Zone layer. This layer maps moderate to severe landslide susceptibility with high connectivity to waterways and gullies. The maps are a tool to help you plan your transition work.

We suggest you use this guide as follows:

1. Find your Transition land: use the Indicative Transition Zone map to locate Transition Land on your property.
2. Read the general guidance in Part 1: this section provides answers to common questions and explains the key factors that influence transition success.
3. Use the decision tree in Part 1 chapter 3: for help identifying a transition pathway most suited to your land and goals.
4. Explore the local examples in Part 1 chapter 4: these offer valuable insights, lessons learned, and inspiration from others in the region, and may be relevant to your decision-making.
5. Go to Part 2 for your relevant scenario: each scenario includes worked examples, guiding questions, and practical tips.

Read this guide like it's a recipe – there is room for variation and substitution, noting the cost of 'ingredients' will vary. The guide prompts key questions to ensure you're thinking through critical steps, drawing on the experiences of other landowners who've already given the process a try.

You're also encouraged to take advantage of free, site-based advice available across the region. This includes support from Council's Land Management Advisors (LMAs) as well as other experts listed in the guide. These professionals can help tailor your transition plan based on your specific context - so the guide points to them often.

Storm damage, 2023 Upper Waimatā Catchment. Credit: GDC

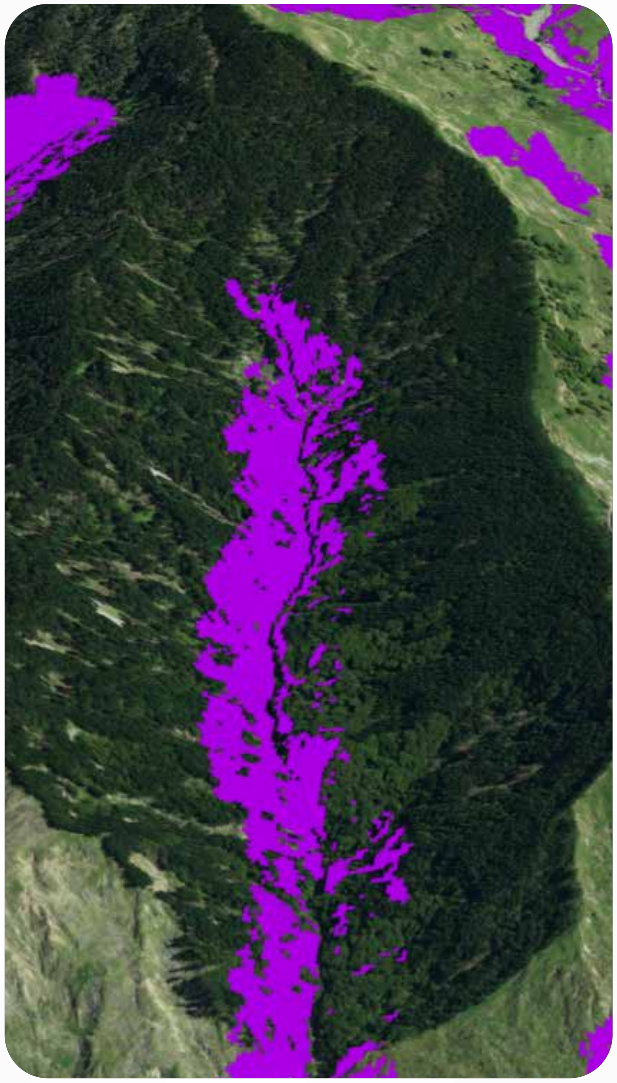
Wāhanga 1: Whenua whakawhitinga

Chapter 1: Transition land

What it is, and why it needs to be transitioned to permanent vegetation cover

Historically, Tairāwhiti was covered in native forest ecosystems that supported both biodiversity and community wellbeing. In the 19th century, large-scale deforestation - driven by land clearance for farming and timber - exposed the region's steep slopes and fragile catchments to severe erosion.

Climate change is increasing the frequency and severity of weather events. Intensified weather patterns, including cyclones and heavy rainfalls, are compounding the effects of altered land cover. The resulting widespread land slips, sediment runoff and woody debris movement affects rivers, coastal



Transition land, upper Hikuwai Catchment. Treated with regenerating indigenous species. Credit: GDC ecosystems, communities, and infrastructure.

Key indicators:

- An estimated 36–40 million tonnes of sediment is moving annually from land to sea.
- Valuable topsoil, crops, and farmable land are being lost.
- In Cyclone Gabrielle alone, over 730 businesses sought emergency support.

It is now widely accepted that some land in Tairāwhiti is too susceptible to erosion to be used for forestry or farming, and that such land needs to be transitioned from unsustainable land use, to permanent vegetation cover.

The need to transition erosion-prone land is not only environmental - it is also deeply social and economic. Communities across Tairāwhiti are grappling with repeated disruptions to supply chains, livelihoods, infrastructure, and wellbeing. Transitioning land use creates opportunities to build a skilled local workforce in restoration, pest control, nursery development, and land management - supporting intergenerational employment and reconnecting people with whenua.

We face a narrowing window for action. Experts have suggested that without intervention, some of the damage may become irretrievable within 5–10 years.

Research undertaken post-Cyclone Bola suggests that transitioning highly erosion-prone land to permanent vegetation cover - native forest, scrub, and pines over eight years old - has the potential to reduce landslide density by more than 80% in comparison with pasture[1]. In addition to sediment reduction, these transitions can deliver wider benefits, including improved biodiversity, better water quality outcomes, increased flood resilience, and local employment opportunities in land management and restoration.

[1]Marden, M., & Rowan, D.J. (1993). "Protective value of vegetation on tertiary terrain before and during Cyclone Bola, East Coast, North Island, New Zealand." New Zealand Journal of Forestry Science, 23(3), 255-263.

What is Transition land?

For the purposes of this guide, Transition Land refers to erosion-prone land with high connectivity to waterways and catchments, and actively eroding gullies.

The classification is based on statistical modelling of landslide-to-stream connectivity commissioned from MWLR, updated in 2024 to include gullies identified by Dr Mike Marden and MPI. These layers indicate the probability of soil from shallow landslides reaching streams during major rainfall events.

- Transition land has been mapped indicatively. It is a tool, not a rule:
- Some mapped areas may already be treated, or be untreatable.
- Treatment may require planting around (rather than on) erosion features.
- Landowners are encouraged to apply local judgement and expert advice when interpreting the maps on-site.

You can view Transition Land on your property using the map tool here: Indicative Transition Zone.

Preliminary mapping suggests that Transition Land may cover around 10% of the region, and that the vast majority of Tairāwhiti farmers and foresters are likely managing some portion of this land.

I've heard of Land Overlay 3A (LO3A). How is it different?

Land Overlay 3A is a regulatory tool in the Tairāwhiti Resource Management Plan (TRMP) that identifies severely eroding land and requires effective tree cover. LO3A land can be used for forestry under certain conditions, including harvesting. LO3A was eligible for funding assistance for land treatment through the (then) East Coast Forestry Project.

Transition Land goes further - it reflects both the likelihood of erosion and the risk of sediment reaching waterways. While some selective harvesting and grazing may occur, clear-fell regimes and high-intensity stocking practices are widely recognised as unsuitable on this land. Transition Land is best suited for permanent, protective vegetation cover.

Similar to LO3A land, transition could be regulated in the future, subject to public plan change processes.

Unlike LO3A, there is currently no guaranteed funding linked to Transition Land, however, the Transition Advisory Group and Council are actively exploring options for support.

You can contact the LMAs for help accessing and interpreting the Transition maps for your property

To re-cap – the goal for Transition Land

Transition Land has been identified as requiring long-term intervention. If cyclones Bola, Cook, Hale and Gabrielle have taught us anything, it is that we need to establish permanent, protective vegetation cover that mimics natural ground and canopy structure where possible, on those parts of the region that are most susceptible to erosion and landslides and closely connected to waterways.

Yes, there are some untreatable areas, but most Transition land (and the land, communities, ecology and infrastructure downstream) will benefit from planting permanent vegetation cover where it is practical.

Transition Goal

We want to achieve a mosaic of (ground and canopy) vegetation cover on Transition land that is effective at:

- **holding the catchment's soil where it is,**
- **rehabilitating existing eroded areas where physically possible, and**
- **preventing new mobilisation of soil and debris similar to that under natural undisturbed cover,**

...and we want to achieve this within 30 years

Wāhanga 2: Pehea ana tēnei puka aratakina i waenga i ngā kaupapa whakawhitinga whānui?

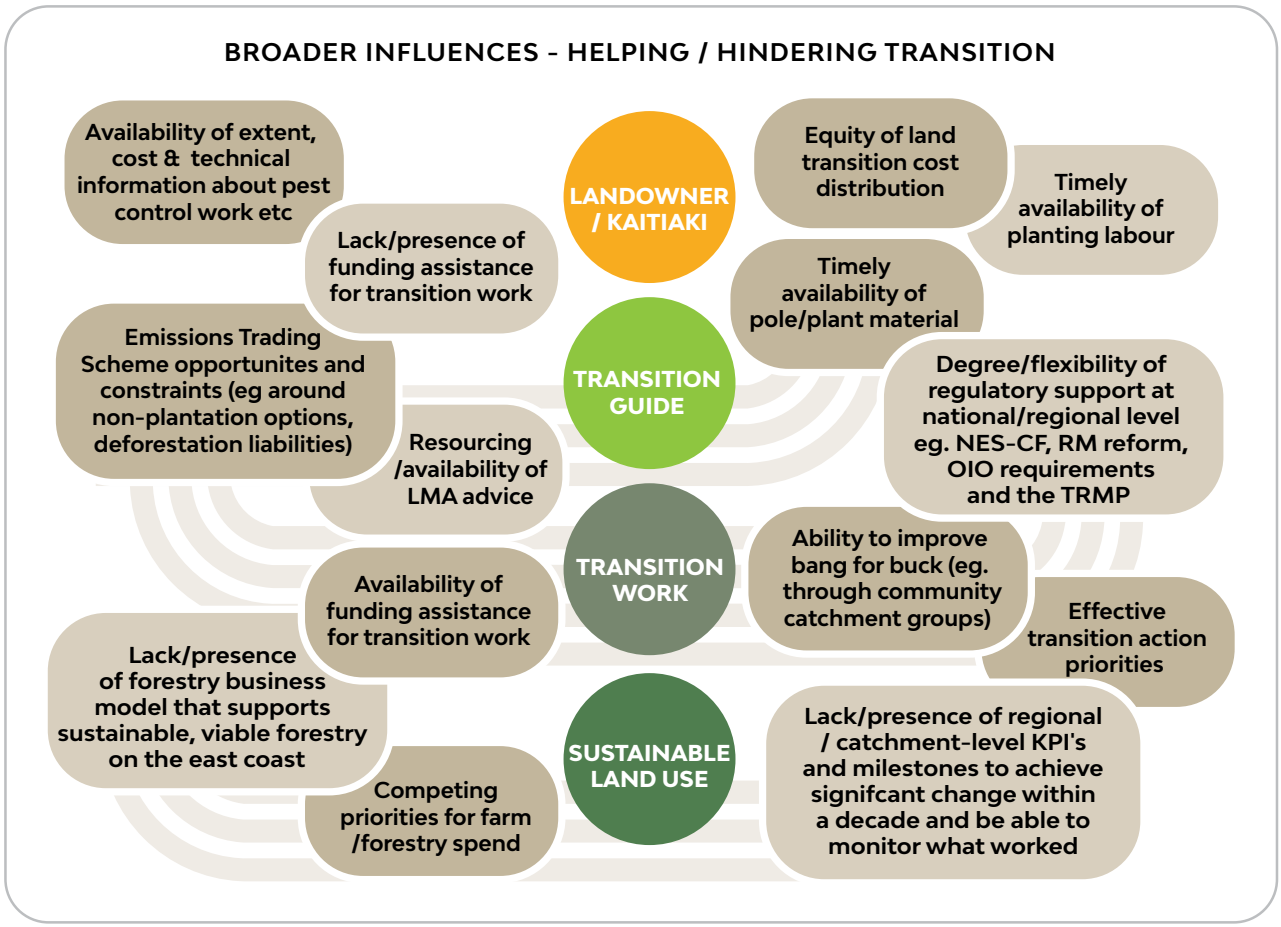
Chapter 2: How this guide sits among wider transition considerations

It's one thing to know what to do, and how to do it. But this is only part of the picture. As landowners and communities begin to plan the transition of forestry and farmland to permanent, protective vegetation cover, a broader set of system-level questions and challenges come into focus. Questions like:

- How can the NZ Emissions Trading Scheme (ETS) better recognise and support scattered native planting and natural regeneration, not just large-scale exotic forestry?
- What happens when overseas investment agreements require replanting after harvest - how can these obligations align with regional transition goals?
- Will seedling and pole supply be able to meet rising demand, especially for eco-sourced native species that support biodiversity and cultural values?
- Do we have the skilled workforce needed for planting, pest control, and long-term maintenance at scale?
- Can pest animal and weed pressures be managed affordably over time to support successful transition?
- What funding or financial support is available to help landowners make this shift?
- What funding or financial support is available to help landowners make this shift?
- How will transition to permanent vegetation cover affect the long-term economic viability of my land?

There are a lot of moving parts. The diagram below gives an idea of just how many.

The TAG and Council are advocating for regulatory changes and are working to identify solutions for resourcing large-scale transition across the region. Updates will be made available through Council communication channels.



Wāhanga 3: Te Whiringa i Tētahi Huarahi Whakawhitinga
Chapter 3: Choosing a Transition Pathway

This chapter helps landowners and advisors determine which transition scenario best fits your whenua. The four broad scenarios reflect two key variables: whether your Transition Land is currently used for farming or forestry, and whether stock grazing or harvesting is expected to continue in the near term.

Deciding on a scenario depends on a range of factors; primarily your site's topography, erosion risk, access, and long-term goals for the land.

For farmed land, key considerations include:

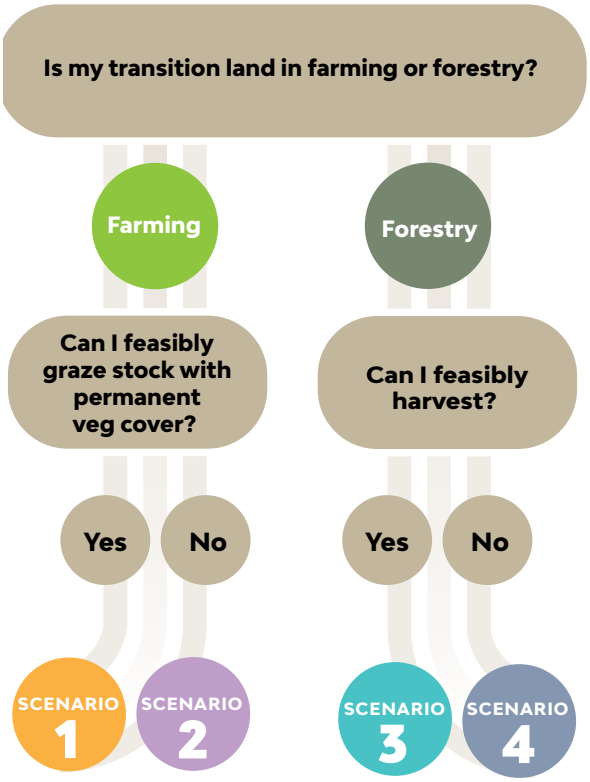
- Whether permanent vegetation cover can coexist with long-term grazing;
- The slope and erosion risk of grazed areas;
- Stock pressure and the ability to exclude or rotate animals where needed;
- The feasibility of establishing native or exotic species alongside current operations;
- Access to funding, fencing, and planting support to implement changes gradually.

Tim and Hilton have both done large scale transition work on pastoral blocks. They advise that the decision to transition land needs to be made for stronger and longer- term reasons than economic benefit. Tim advises you don't get too hung up on the loss of grass. In fact, they both saw overall productivity improvements from applying the same inputs to land elsewhere on the farm.

For forestry land, key considerations include:

- The commercial value of standing trees (many may be low-yielding on erosion-prone land);
- Practicalities of best (safe) harvest practice for the existing trees, and access to machinery or labour;
- Whether the site is suitable for retirement, selective harvest, or permanent cover;
- How to minimise environmental risk and meet compliance requirements;

DECISION TREE - WHICH SCENARIO BEST REFLECTS YOUR CURRENT LAND USE?



SCENARIO 1 — Pastoral land use transition - with stock present

SCENARIO 2 — Pastoral land use transition - with stock excluded

SCENARIO 3 — Forestry transition - with harvest

SCENARIO 4 — Forestry transition - without harvest

We recommend:

- Reviewing the local examples in Part 1 chapter 4 to see how others have approached similar decisions;
- Using the decision tree in this chapter to narrow down your likely scenario;

Then head to Part 2 for guidance tailored to your chosen transition scenario.

The case for native regeneration

This transition period presents a valuable opportunity to prioritise native biodiversity as part of permanent vegetation cover. Native regeneration supports a wide range of taonga species - plants, birds, insects, and other wildlife - and brings co-benefits that can increase the long-term resilience and productivity of your land.

These include:

- Enhanced pollination and natural pest control;
- Increased resilience to climate extremes like drought and storms;
- Improved water quality, soil retention and erosion control through canopy interception and diverse root systems;
- Fire resistance and long-term ecosystem stability.
- There are also emerging economic opportunities:
- Participation in carbon and biodiversity credit markets;
- Eco-tourism and nature-based enterprises;
- Meeting supply chain or consumer expectations for environmental performance;
- Reducing exposure to climate-related risks in banking and insurance.

Native regeneration is presented as a viable option within Part 2 scenarios 2-4 of this guide, especially where long-term stability and biodiversity outcomes are prioritised.

Three year old native regeneration, Waingake. Credit: GDC

Wāhanga 4: Ētahi Tauira o te Hau kāinga
Chapter 4: Local Examples

This chapter gives case studies of local efforts to transition land. Although these case studies describe different and various transition treatments, all have a common motivation of wanting to leave positive long-term legacy for future generations. Some of the larger blocks have experience of transitioning multiple scenarios, so you might want to get a feel for all of these examples before making your own decisions about the way forward.

Tim Rhodes, Wi Pere Trust Farms

Transition types

- **Grass to pole planting - with grazing**
- **Grass to native regeneration – stock excluded**
- **Production forestry to native regeneration/ totara production forest – with/without harvest**

Tim Rhodes supervises the three Wi Pere Trust Farms; Otara Station (Whatatutu) and Tangihanga Station (Waituhi) and the Wi Pere Finishing Farm at Patutahi. The farms include areas transitioning to native vegetation with stock excluded, and under grazing.

Across the Wi Pere farms, 335ha is being transitioned into permanent forest (at Otara) and about 270ha of poplar, to be grazed. At the finishing farm 54ha of new riparian planting has been completed. A further 134ha of poplar poles have gone in.

Motivation for transition

While financial motivation is a significant driver it isn't the main one. Tim says "there's no point farming if you can't make it work financially. But the key motivator is concern about the environmental impact of the farms, particularly around water quality and sediment loading. Given that the land will not be sold we are conscious we don't want to hand on problems to the next generations to deal with. We're taking a kaitiaki view".

The value of maps and plans

How were the transition sites chosen? There are obvious areas of erosion and big slips. But Tim says the crucial first step is to:

1. Get decent Land Use Classification (LUC) mapping and understand what it means. This will help guide your choices on whether you should or shouldn't be farming some of these areas. It basically starts to shape the realities of what is sustainable on those particular land types.
2. Then you sit back and work out something that makes logical sense, like following fence lines, or extending treatment down to the waterway. Or not putting a reversion block right up to your woolshed walls, and not planting up a paddock you realise you need every shearing. You don't want to screw up important farming systems.
3. Then add a financial lens and see what comes out of that (for example that land might only carry 5 SU's costing $x amount in fixed costs just to farm it – and losing money!). You might decide to include that land in transition.

Another example Tim gives is of a block that is quite good grazing land but is at the back of the property and isolated across a major stream, so is farmed sub-optimally. They considered putting it into production forest but the roading/bridging costs didn't stack up. So, this area is now tagged for reversion to native species as a long-term carbon sink, with future possibilities of walking tracks or huts for the landowners to enjoy.

Tim cautions that they are not pine carbon farmers. When a 100+ year view is taken, he considers there is potentially a liability when the 'permanent pine' falls away at age 80 or so. In the case of native reversion, it will never be cut down, so the carbon credits make more sense. For Wi Pere, the carbon credits are a benefit

of doing what they want to do anyway but not the end in itself.

Working from the LUC mapping has paid off. For example, at Otara there was some land covered in scrub. The maps showed it to be good land, able to carry 12-15 LSU/ha. "So we planted up the poor (steep) land that could only carry 4-5 LSU/ha, and cleared the better land, with improved productivity overall". Easy to say in hindsight, but Tim wishes they'd done it years ago.

Wi Pere land. credit: Wi Pere Trust website

In another poor area, it's all going into production forestry. Roading is straightforward or already present, it's close to town and it's not near any sizeable waterways, reducing risk from slash.

Tim would like to see field days on how to get the best out of integrated farm plans too. He agrees most people see them as a compliance tool, but once he understood how to use them properly he saw the power of them to help make smart decisions (and decent money!).

Transition implementation so far

Tim says transition is still in progress and it's horses for courses. At one property, Tim could lock the gate and the place would be covered in kānuka in no time. At another, doing that would just end up with impenetrable blackberry, woolly nightshade, variegated thistle and they'd struggle to find any native vegetation at all.

Tim writes up a business plan for the work, starting with the basics. Cattle? Yep- remove them immediately, as they will pull seedlings out and stop applying fertiliser straight away. Then you can work on stock-proofing it.

One thing Tim is clear on is that excluding sheep completely leads to long grass smothering native seedlings. Early on, they had a 60ha area of reversion they basically fenced off, excluded stock and just let it go. "We thought we were doing the right thing, until we were advised that the grass was too long. It needed to be managed reversion, you can't just shut the gate". It will eventually revert but it will be a whole lot slower, so the plan has to consider when and how long to graze sheep in there.

Tim stresses that once the decision has been made to transition land, the transition areas are not part of your farm anymore. So grazing is a tool to revert the land, it's not run-off for your sheep and beef farm.

Transition where regeneration is already present

With native regeneration, where there's older, well-established vegetation, it needs stock kept off so the understory can get going. But it's also important to have a pest strategy, and plans to get rid of the deer, goats, rats and possums. You can't just assume recreational hunting will take care of the problem.

Grassland transition to permanent vegetation

With reversion from grassland, Wi Pere Trust may run a few trials, harvest and propagate some seed, then plant out some seed islands to help speed up the natural process. They may also plant some totara as a production totara block. The jury is still out on how reversion from grassland will happen at this stage.

Tim learned it's important to plant the right material, local to the area and make sure it's healthy. Wi Pere Trust lost trees on its first planting and it turned out they hadn't healed over properly before planting – they were supplied too soon. Others from nurseries out of the region didn't perform well. Wi Pere Trust farms are now developing their own nursery.

Production forestry transition to permanent vegetation

Tim has a small area of production forest that will likely need to transition onto permanent vegetation after harvest. He says that Transition land is very obvious when you walk in the block it's like: "what the hell did we plant trees there for? They're all angles, they're small, they're falling over – we should never have done it." Tim will give thought to poisoning some of these early

before they get big enough to be a harvest hassle.

Pole planting with stock present

Wi Pere farms have been doing this for years but will probably up the ante a bit. Wi Pere Trust runs its own pole nursery. Tim advises getting planters who know what they are doing and ensuring poles aren't planted where cattle can reach the top of them to take the heads out. If it's a dry year, you have to go in and ram them all up (so the roots don't die – a problem in dry clay soils). So think about that before you plant too many at once - it's really important not to plan work that is more than you can manage in a year.

Tim has never needed to exclude cattle from pole-planted areas, even when half the paddock has been planted up, they haven't had issues. But this is possibly because they plant bigger (diameter) poles than people would normally buy. Up to approx. 15cm diameter if it's a sensitive area, but not much bigger (they get too heavy!).

Mānuka/kānuka planting

Harvest planning on one of Wi Pere Trust's forest production blocks showed a steep blind spot at risk of slipping into the waterway. It could possibly have been harvested but they chose instead to plant kānuka forest. Tim knew it would grow kānuka cause its already there, but the risk of significant erosion was high before the area regenerated, so the planting is to speed it up. Kānuka was planted at about 700-800sph compared to pine planting of 800-1000 sph. It cost a lot more than pine, (due to an above-average price plant transported from an out-of-town nursery), but apparently kānuka doesn't need the release spraying that pine does, depending on grass species, aspect and fertility. Wi Pere is monitoring this. Tim is confident that with good planning and nursery work they can get the cost closer to radiata.

Animal pest control

TimTim says at first they bought night vision gear so staff keen on hunting can do the job. They knocked a good hole in it but couldn't get those last few that were causing quite a lot of damage. Tim believes that if you want to cull properly, you really need to get professionals in. Wi Pere hired a culler who came in every 2 weeks until he got on top of the problem, now he comes in every 2 months to do a check and see what's around. Tim budgets about $15/hectare for animal pest control but the actual cost varies. Tim advises yes there is a cost, but it's nothing compared to what you can lose. So it's actually cheaper than you might think.

What not to do

Tim thinks he's possibly been a bit stingy with some of the planting areas. In retrospect, he would have extended some of the riparian area fencing to the next ridge, or further into the paddock to give himself more room. He would also have gone and had a look at others' planting projects to get ideas before starting projects at home.

Tim warns that years of encouraging vigorous grass growth means you can't take your eye off the ball once you've planted (and there aren't selective sprays that won't harm kānuka, spraying needs to be around the seedling or with a bucket on top)

Final recommendations

Get good people around you. When Tim first started, he didn't know what he was doing and he needed a good team around him to help find the way. So Tim gets advice from experts like Nigel and Lana Hope on reversion. He is also taking a team approach with farm staff, so good transition decisions will become business as usual. For certain parts of the farms, farm managers will also be environmental managers.

You need to think about your farm as a whole – how what you do in one area will affect what happens in other parts of the farm system.

You need to think about what monitoring systems you want to put in place (such as water quality, biodiversity – it depends on your goals) and get some baseline information. If you're going to do this work, you want to be able to monitor it and make sure it's successful. Especially if you are trialling things – monitoring will let you know if it's working or not.

Tim acknowledges that Wi Pere Trust has scale and resources to do the work it wants to do. But he says that it's really not all that expensive. There are really good skills in Council that you can use, like the LMAs. It's a matter of getting a good team around you and asking for advice.

Hilton Collier, Pakihiroa Farms

Transition types

- Grass to pole planting - with grazing
- Grass to native regeneration – stock excluded

Hilton Collier has a lot of experience in helping people get to sustainable agribusiness practices. In his view, success starts with a good farm map like the ones Council LMAs produce and advice to help interpret where the problem areas are. Then you start working up a ten-year programme and visually start to drop in land and farm features, the best grazing, erosion risk areas, planned fencing etc. These are often used by the decision-makers over time, as they can see what they are working towards and the change over time.

Then additional technical information comes in handy for choosing tree species and spacing (for example ETS eligibility criteria for pole plantings. ETS may generate future revenue and protect valuable pastoral areas or infrastructure - while a small crown might suit pastoral farming, a large crown suits ETS).

Hilton's motivation for transition has been driven by either land stabilisation, or the best long-term use for the land. He notes that while some gnarly LUC 7-8 areas could be put into grass, it takes a lot of time and effort to keep it in grass.

Motivation

Hilton says it can't be primarily an economic argument, it's not a powerful enough driver. It has to be about wanting to make a long-term positive impact on our landscape, for ourselves and our community. To do the right thing.

He strongly believes that transition work has to be a 'heart project'. As he travels around, he's starting to see people doing this stuff. He says, "They don't talk about it much, but it's stunning what is being achieved"

Hilton reflects on transitioning a 48ha regeneration block at Makarika almost 10 years ago. They did stock exclusion and regeneration but on reflection the rate of reversion has been too slow. It would have benefited from assisted regeneration and light periodic grazing to reduce competition from grass.

At Makarika, they chose a sensible stable fence line and just ran with that rather than following the problem land as mapped. It probably included about 5ha of farmed land but trying to carve it off to keep in farming would've cost more than it was worth.

On hard grazing and the farming cycle

The rationale is to try to get rid of the grass to give more time for the reverting native species to come through.

Hilton recommends a quick, hard graze with as big a mob as possible, but only for about a week, so they graze but aren't in there long enough to start eating the roots out of reverting plants. Leaving them in too long can result in cattle losing weight, and it can also make a real mess if it rains.

When asked about planting alignment with the farming cycle, Hilton says this can be done with big numbers, grazing for a short period. He says late April-May might be the earliest this could be done, depending on cattle mating and weaning dates.

The work involved putting in about 1200m of new fence on a better line (currently would cost about $25/m) and renovated 1400m of existing fence (at $2-3/m). The fencing work was partially subsidised by the then East Coast Forestry Project.

The transition work focused on natural reversion. They didn't do supplementary planting other than a bit of pole planting one year, just to try to understand what was effective.

The (natural reversion) transition involved hard grazing with a big mob for about a week, over May-June. They exited the block by the end of June.

After de-stocking the block, they shot a lot of deer and tried to keep stock and pests out until they could see the regrowth coming through. Hilton remembers that you had to look really hard to find anything for the first 3 years.

Even now, you can go in and think "Gee, there's not a lot of reversion. But it's spring growth, there's lots of grass around, you have to really look for the mānuka. It just takes time".

Hilton says they have not done any light grazing in the block since. It's total stock exclusion but they have thought about it. It's tempting when there's a lot of grass in there as it can become a problem for seedlings to get through the thatch.

Lessons learned on productivity

Landowners need to base decisions on long term land use, and not get too hung up on losing grazing area. If you focus on investing your money on the good areas, you can still be as well off. Pakihiroa still runs roughly the same stock units, having shaved 300 ha off the previously farmed 1300ha

At a different site (at Pakihiroa), they put sheep in areas planted with eucalypts and they got better regeneration at the bottom of the planted area than they did at Makarika. So if he was doing it again, Hilton would occasionally drop in a few sheep or cattle, to top the grass, but making sure they don't graze too hard. Hilton says "stock don't want to have to work too hard for a feed. So once you start seeing them go over the bank into gullies, for instance, it's time to move them.

When asked if reversion is better on bare slopes going down into gullies because there's less grass, Hilton says not in the case of a block at the back of Makarika – some slopes are just horrible, grey papa faces that won't respond well. In some places poles have done ok there, but others not so much.

On productivity

About half the paddock was transitioned to reversion. But because of the nature of the land, it was only carrying a bit under half of the average stocking rate of the farm. The poor land is dragging down the productivity average for the farm. Hilton says a lot of their land use decisions are made understanding that "if our LUC class 7 and 8 is only carrying 3-4 SU/ha, but your farming costs are all the same, you're losing money. Whereas on your LUC class 3 and better, you're probably up to 16-18 SU/ha". So it makes sense to apply the same fertiliser/inputs, but targeting an increased load to the more productive parts of the farm (e.g. shifting from 190kgs to 220kg).

"Forget the area you are giving up, think about the area you are retaining. Because not every part of your farm is the same grazing value, or the same economic value".

On on-going animal pest control

Hilton says they probably needed to do better than they did. "You'd go in and see evidence of nibbling of the (non-mānuka) species and we'd see pig rooting. Rabbits weren't really an issue."

Pest control is irregular. There's a lot of reliance on hunters, but since COVID-19 (there was an interruption in hunting) deer numbers have got out of hand, in Hilton's view. Every time he's gone on a farm over the past 18 months-2 years he's seeing 20-30 run across at some point, where before you'd see them once every third or fourth visit. We now need a region-wide approach to deer pest control.

In Hilton's experience, recreational hunting isn't effective. In fact, there is a perverse incentive to keep a deer population to supply the sport. Instead, Hilton brought in a commercial hunter with all the gear. He took 60 pigs and 30+ deer out of Makarika in four nights, after local recreational hunters had taken a similar number. The cost of bringing in the professional hunter to clean up was $2700.

They haven't done a lot of possum trapping, but Hilton is a big fan after he has seen great knockdown results in Hawke's Bay, from a Hawke's Bay Regional Council programme, where landowners contribute by keeping

a low catch-trap rate. GDC is part of the programme, maintaining a possum buffer between Tairāwhiti and Hawke's Bay.

For most pasture weeds, Hilton reckons you'd be best to avoid chemical control as it would usually take out the plantings too. Some blackberry control may be needed to allow access to the planting site. This costs about $300/ha, although you might simply spray out strips.

On fencing

Hilton has moved away from excluding stock from transition areas through fencing, to a regime of reducing stock pressure where they want to see more reversion. This method needs good seed sources, good pest control, monitoring and good stockmanship from those making day to day decisions.

In terms of pest control, Hilton cautions against underestimating the ability of deer to ignore a waterway boundary and suggests fencing it. Especially if people choose to transition through intensive enrichment planting. If you are making the investment involved in planting 1500-2000 sph, you'd better keep stock and pests out.

On planting

Hilton is wary of comprehensive planting options, as he has seen the cost escalating out of control. He is more open to creating seed islands, even if they involve a 5m x 5m deer-proof fenced area to let the plants come away as a long term seed source.

At the back of Makarika they just reduced stock pressure and they are seeing native species coming through (not just mānuka and kānuka) in older areas that have been grazed lightly.

Lessons learned on planting

In hindsight, Hilton says they should have done some supplementary planting. The block was next to a Queen Elizabeth II (QEII) block, so the seed source was assumed, but it just didn't come away as quickly as they'd expected.

If they were to do transition work again, he says they would still concentrate on the tops and very bottoms of the better areas (closer to LUC class 6), probably try to create seed islands and would include intermittent light grazing.

Sheldon Drummond, Riparian Forests

Transition types

- **Transition of land into mānuka as a nurse crop for native regeneration and for the pharmaceutical industry**

It'sIt's fair to say Sheldon Drummond has been around the block a few times. About 40 years ago, he was experimenting with leaving riparian areas in the Wharerata range to revert under pines for a rotation or more. He says it was pretty much an epic fail due to weed and animal pest impacts. But it was obviously a great learning opportunity, as Sheldon has great practical experience to share on the topic of transitioning land from forestry to permanent vegetation cover.

More recently, Sheldon has been working with Aratu Forests Limited and with the Waingake Transformation Programme, reverting land to mixed native species (over the long term), via a mānuka nurse crop.

How does it work? The company plants mānuka densely at 1100 sph (about half and half riparian and other land), as a nectar source for pure mānuka honey, which is used in a blossoming pharmaceutical industry (pun absolutely intended). The mānuka also provides biodiversity benefits and is a natural colonising nurse species for establishing native forests.

It has taken a few years to nut out the best legal model. Riparian Forests Ltd pays landowners for a 90-year forestry 'right to plant' licences for the riparian area, complemented by 'rights to take' over the surrounding forest areas. This arrangement ensures exclusive access, preventing other parties from placing their bees on the land.

The model can work for land of any size. The landowner gets a land rental per annum, or a share of honey taken, or a per kilo price for the honey... depending on what is agreed. Sheldon believes the model offers a good economic option for landowners interested in transitioning land, as it gives a return on the land without landowners needing to be expert in apiary or riparian management to participate.

Why the pharmaceutical angle? The high end product means that the cost of production is viable, compared to the honey market, where returns fluctuate a lot.

On species selection

Apart from the obvious ability to generate honey, Sheldon likes the fact that mānuka isn't very palatable to animal pests, and doesn't take that long to grow (compared with e.g., podocarps Although Sheldon would ideally like to access plants locally, he currently sources them from Kauri Park Nursery in Northland as their seedlings have the right level of MGO[2] that is needed to meet product and market requirements.

Kānuka could also serve as a good nectar source for honey production and can live up to 300 years. Kānuka likes dry land though. Sheldon notes there is a band between Tolaga and Tokomaru largely dominated by kānuka.

Mānuka is planted as a nurse crop

[2]MGO is Methylglyoxal, the organic compound that gives mānuka honey its antibacterial properties

Mānuka is better suited to the wetter valley floors and it likes a bit of rain. The company has worked hard to get mānuka with the right provenance, that means the plants will be flowering when the bees are out and about, as opposed to some deep south locations where the local flowering time doesn't match the temperatures bees need to be active.

On carbon

Carbon discussion often comes up when landowners are taking the pines off. If they already have carbon credits, they need to replant something with the ability to exceed 5m in height. Mānuka will only sequester about a third of the carbon that can occur in a commercial pine plantation, but this may be enough to compensate for the free carbon that has been sold off from the pines, so yes, carbon can be part of the forestry right negotiation.

On site preparation

Sites targeted for mānuka establishment are generally riparian and follow harvesting of production forest. Regenerating pine is therefore an issue. Sites are sprayed with herbicide twice over the 3 months prior to planting mānuka. Sheldon acknowledges it's a bit 'scorched earth' approach to start with.

Goats, pigs deer and possum control needs to happen to get numbers right down before planting

On establishment:

Seedlings should be planted within about 10-12 months.

Sheldon reckons you really need to actively manage the riparian sites to get the best results. Pest control needs to happen before planting to get numbers right down, then you just need to keep at it, for the first year or so. Goats and other pests are knocked down several times a year or when needed, until the plants are well established.

Blanking may be needed in the first year, if it has been too dry, or if the seedlings weren't in the best condition at planting.

On fire risk

Sheldon has noticed that since the advent of Fire and Emergency New Zealand (FENZ), landowners and land managers have stepped back a bit in terms of fire preparedness. This is a mistake in his eyes. Firebreaks, strategic water sources, maintained access, basic firefighting equipment, training and rural firefighting skills – all of these are still necessary.

Sheldon also regrets that burning off residual slash as a preventative is no longer favoured, his reasoning being that although burning does release carbon dioxide into the air, the alternative not only risks woody debris making it into waterways, but also releases methane (a more harmful greenhouse gas) along with the carbon dioxide as the material rots.

Sheldon's company has its own fire engine and 6-10 pumps in the region. They also have people in training because rural fire in Tairāwhiti is a real risk to prepare for when growing mānuka in forestry settings.

On on-going pest control

Pine regeneration is an on-going plant pest issue, and needs to be cut out every 2 years until the native seedlings are well established by about year three to four.

In terms of animal pests, Sheldon remembers a time when goats were pretty much nailed in the Raukumara, and there were no deer north of the Mangatū river. That's all changed. Fortunately, mānuka isn't usually bothered by deer or goats. Pigs can be an issue given the mānuka is usually located in valley bottoms.

The licences the company enters into have pest control clauses in them. The company undertakes pest control on the full range of pests; possums, goats, deer, pigs. There is a fair amount of co-operation with the neighbouring forestry. If Riparian Forsts Ltd sees a mob of goats in the forest, they will deal to them. If the forestry company is using a helicopter for pest control, they will sweep the riparian area too. It's efficient.

Lessons learned

Don't leave riparian areas unmanaged if you don't want to them to be full of buddleia, pampas, blackberry and goats! If Sheldon was starting those early riparian reversion efforts again from scratch, he would totally undertake more active management, in terms of pest control and enrichment planting.

On monitoring

Sites are inspected regularly to check on site security, to ensure the site is free from animal and plant pests and to check on the overall condition of the mānuka.

What does 'good' look like

Successful establishment of mānuka in this context means a minimum of 900-1000 sph, with a 90% success rate. Riparian Forests Limited (RFL) have been achieving more like 96 - 97% survival rates.

Reaching the flowering stage and producing the honey are the next success markers, and ultimately having product that tests at the desired quality.

This can take about 5 years from planting.

Long term

Motivation for the transition work

Other than the primary soil and water objectives, Sheldon wants sustainable economic options for his grandchildren, and an economic future for Tairāwhiti.

Mānuka will flower and produce nectar for 35 years before tapering off over up to 60-70 years. It is also the natural nurse crop for natural regeneration from bird-spread seed. Although the mānuka stocking rate is dense, Sheldon's observation is that it doesn't prevent other native species from coming through, such as honeysuckle and lacebark initially.

Because the leases are long-term, there is always the opportunity for the next generation to decide what happens next - to continue to mixed native species forest, or to selectively cut out older mānuka and replant a new crop.

On what has worked well

In Sheldon's view, the mānuka transition model itself has worked well. It transitions the land into a high-value end use, with a return to landowners. It has a lot of potential for meaningful employment, opportunities for local processing plant, revenue generation and GDP for Tairāwhiti, and it will deliver over a long period of time.

Mānuka retained along waterways and gullies, Waipaoa Catchment. Credit: Northland Regional Council

Renee Raroa, Te Kautuku Station

Transition types

Farmland to native forest with stock exclusion (scenario 2)

Assisted regeneration

Renee Raroa and her whānau have a deep commitment to preserving the natural heritage of Kautuku Station, a 936 ha Māori land block up in Rangitukia, on the far north-east of Tairāwhiti.

In her responsibility as one of the many kaitiaki, Renee is helping to find novel economic pathways for future generations to stay with the land, with the intention that the multi-generational family management of the land can continue into the future. This is important, as those who whakapapa to this whenua have maintained unbroken occupancy for generations. The story of the Paikea and Huturangi dynasty is rooted in Te Kautuku, they were married and lived there in the mid 1300s. Today, the current manager is Rangi Raroa, Renee's dad.

Te Kautuku's land use history has always embraced innovation. Many land uses have been trialled, and today Te Kautuku is paving the way for others as a demonstration of a mosaic of land management approaches.

The latest big experiments are about moving away from pastoral farming, towards regeneration of the whenua with revenue streams created from data markets.

How it works

The restoration work at Te Kautuku is comprehensive and ongoing, but the key is the way monitoring and reporting are woven into the mahi. Using digital tools from the Toha Network, verifiable data demonstrates the real-world impact of the work being done on the whenua. This data then unlocks new opportunities for upfront investment through the East Coast Exchange (ECX), enabling whānau to access capital without giving up land or debt-equity.

While the model shares some features with the ETS, it goes well beyond carbon. The data can reflect a broader suite of outcomes - from native carbon sequestration and biodiversity gains to freshwater health and community wellbeing. These nature-based markets are still emerging, but there are actual corporate and government buyers providing upfront financing now to get the markets up and running. Renee notes that they have already secured $1.5 million of a $2.45 million financial investment in frontline activities at Te Kautuku to develop this proof of concept.

Data-collection can support financing of activities on whenua Māori

Collectively owned whenua Māori can't easily secure loans, making it hard to fund development or restoration. Renee sees environmental data as a way forward — turning outcomes like native carbon, biodiversity, and freshwater health into upfront investment, without putting the land at risk.

On a mosaic approach to land management

As part of this mosaic approach Te Kautuku prioritises retiring and protecting steep, erosion-prone land, recognising it as some of the most vulnerable whenua.

Natural regeneration since Cyclone Bola is already mitigating the effects of erosion and past land uses. Data-based revenue will fund further restoration work. But for now Te Kautuku still maintains stock in some areas most suited to pastoral farming. There is also mānuka honey production, forest harvest for firewood, eco-tourism, the re-establishment of an ancestral trail and other bio-economies are on the table that work well with regenerating native cover.

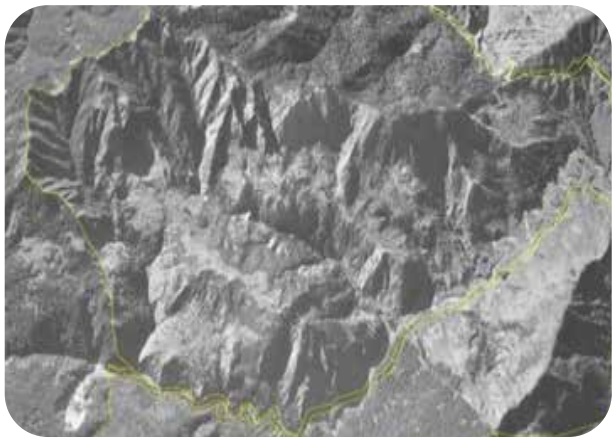
Renee notes that in addressing land use transition, they are guided by ensuring sites of cultural significance are

appropriately maintained and any implications on the restoration of these areas are done so in recognition of the history of these sites.

On eco-sourcing plants

Te Kautuku is developing its own nursery. This will provide plants from eco-sourced seed, and will keep costs down. It also enables Te Kautuku to join the Ngahere Network, an emerging network of East Coast nurseries focused on growing and distributing native plants for local forest restoration. Being part of this group allows members to grow to their strengths, but to take a networked approach, and to share or swap species and resources with each other.

The eco sourcing work ties in with Te Kautuku's data work. Seed collection records are captured through the East Coast Exchange, creating verified data that then provides proof of provenance for the seed stock.



Te Kautuku, 1988, Credit: GDC

Te Kautuku 2025. An example of natural reversion of former areas of pastoral land by indigenous species endemic to the area. Credit: GDC

On Toha Network and the East Coast Exchange.

Toha is a digital infrastructure network that funds and scales environmental impact by connecting businesses and measurable restoration efforts.

The East Coast Exchange (ECX) is part of this network and uses Toha's data infrastructure to collect, verify, and publish environmental data. This creates a transparent, public record of actions on the ground - giving funders confidence to invest in real, transparent results. Renee is the Establishment Director for ECX.

ECX is innovative, using an online token system that converts verified work into data and contribution points (CP), which can receive funding at $1 per CP. It's a bold, tech-driven approach! Funds come from companies and others who buy MAHI tokens, using this credit to access data that supports their environmental needs, like provenance information for honey or plants.

Te Kautuku is involved in a pilot project. Importantly, data governance agreements ensure that the ownership of the data stays with Te Kautuku.

On stock and animal pest exclusion

Stock exclusion is the other major project on the go.

Stock are excluded from a large part of the station now, but instead of excluding stock from specific restoration areas, Te Kautuku is looking to decide on selected areas to fence stock into, and letting the remainder of the property regenerate.

For deer exclusion Te Kautuku has gone for a 'fence on fence' approach, adding a deer-proofing layer to existing stock fencing. This meant they were also able to make use of post-Cyclone Gabrielle schemes for materials.

Renee is grateful for the Nga Whenua Rahui block adjacent to the regenerating areas. Goats have been eradicated through this programme, providing a starting point for other pest-control efforts which are essential in areas of new planting.

On forest regeneration

Reversion has been occurring since Cyclone Bola, so there's a lot of regeneration already occurring in the areas surrounding the steep erosion prone land. Renee says that for the most part, restoration at Te Kautuku will be by natural regeneration, with the help of bird-dispersed seed from the Ngā Whenua Rāhui block. She notes some additional planting might be needed

for certain sites, but in general reversion is happening quickly where stock pressure is reduced.

The steep and isolated terrain they are dealing with at Te Kautuku means that land identified for transition may be very hard to get to. They will focus on transitioning a wider, more practical and economic area, rather than focusing specifically on the mapped Transition land.

Some planting has been done, mostly to upskill people, to test various methodologies, and to build local community and whanau connections with the work. The trail has helped in this regard because as Renee says, its partly about getting more hands onto the job, but it's also about getting people to care about and own the restoration work long term.

Plantings done so far were eco-sourced in the region, supplied through Tikapa Organics, north of Ruatoria. Mānuka sourced in Te Araroa was grown by The Native Garden Nursery at Makaraka and purchased for planting at Te Kautuku by thier honey distributor, Rākiwi.

Rākiwi wanted to be able to show that their products were supporting Mānuka forest regeneration as part of their commitment as a B Corp. Data collected about the planting of ecosourced seedlings including photographs and 3rd party verification enables suppliers like Rākiwi to unlock access in international markets looking for proof of regenerative activity in the supply chain. It was a win-win, and shows the value of the data asset that links the regeneration activity right through to product.

Maramataka

Te Kautuku has learned a lot about the timing of planting. They now use maramataka (the traditional Māori lunar calendar) as a guide. Planting in accordance with maramataka has been about getting the plants in at the right time, to ensure a stronger take, and higher survival rates

On Monitoring and data capture

Because the planting work is new for Te Kautuku, monitoring has been a major learning area. It has been important to get back to the sites to monitor weed and animal pests.

It has also been very important for Te Kautuku's data-collection model to monitor how growth is progressing. This is something Renee has been able to involve her young relatives in, which has been useful not only to get the work done, but to foster the interest and connection that is needed for such long term kaitiaki work.

Monitoring templates are being developed and customised to capture the information that is important at Te Kautuku. Monitoring includes the basics, like plant density, survival rates etc, but also data that will be valuable to the nature markets. This might include information on, threatened species presence, canopy mix making up the native carbon layer etc.

Its early days, so the frequency of monitoring and data capture is still being worked out. At present data is captured when any work is being done, and monitoring is also happening on a seasonal basis.

Credit: Renee Raroa

Success looks like:

The landscape and its natural habitats and ecosystems are moving back into a restored state after having lost so much in the past.

For Te Kautuku, success also means a mosaic of pathways for those in the community and those who connect to the whenua, to have ways to both care for the whenua and make a living at the same time.

At Kautuku, as well as many other isolated rural blocks in the region, there are a lot of whanau who live away from home. At Te Kautuku success looks like a sustainable pathway for people to come home and stay.

So yes, success might look like pastoral farming, but integrated in ways that respect natural regeneration. It might look like honey, or firewood when we need to

clear some areas. It looks like each of our interests and skills being able to be enacted through the landscape.

Advice for others:

Kia tupato – workforce considerations

Renee believes the workforce needed for undertaking the transition work should not be underestimated, especially in isolated places like Te Kautuku, it can be hard to find. Building co-operative networks can be helpful – through swapping resources, or through securing enough work in the locality to attract suppliers on a circuit basis.

Renee thinks that the ability to take a holistic view of your operation has been important. Having a spirit of curiosity, and not being stuck with – "this is the way we've always done it". Try new things, and let go if they are not working.

Renee cautions against having plant stock that is not local. In the past when they've had plants come in from out of the region, there have been problems such as flowering times being out of sync with local conditions.

Lessons learned

"Don't underestimate just how far pests and stock will go to get at your tasty young plants. They'll bowl through fences, they'll get in there if they are hungry, and they can undo years of work very quickly"

Te Kautuku, Steep Coastal Cliffs. Credit: Renee Raroa

Byran McKinley, NZ Carbon Farming

Transition type

- **Permanent Forest - transition to native forest over a long term (100+ years) using pine forest as a nurse crop**

Bryan McKinlay has a different take on Pinus radiata. To Bryan and his colleagues at New Zealand Carbon Farming (NZCF), radiata pine is a fast-growing nurse crop for native species - a nurse crop that funds the transition to native species over 100+ years, with the revenue generated by carbon credits. What makes these pine forests different? They are permanent forest and not intended to be harvested[3]. The forest management regime creates over time a self-sustaining mature forest dominated by biodiverse native species, using exotic species initially to rapidly take up carbon, and to provide revenue in the process, to fund forest management activities and transition[4].

Pines as a nurse crop? How does the transition work?

Bryan advises it's a progressive, deliberate and scientifically-based process. Pines are planted at a high initial stocking (1,200 stems per hectare (sph) compared with typical production forestry of 1,000 sph or lower. This achieves a rapid canopy closure and starves out weeds and grasses early. It also changes the light levels and starts to change the soil dynamics and microbial composition of the soil, in preparation for natural transition.

Forest thinning and canopy management is a key part of the overall forest management regime. This is combined with active management in the form of pest and predator control programmes and native enrichment planting as required. Also maintaining good forest health and fire mitigation are an integral part of the regime.

Bryan notes this transition forest management regime isn't restricted to large scale plantation forests. If there is enough planting area to be eligible for the ETS (1 ha minimum eligibility), it could be done at a woodlot scale, and with other alternative species, such as eucalypts, or cypress.

On pest control

On its own the planting isn't enough. It has to be combined with ongoing active management, including fencing to exclude livestock and this can assist ungulate control, particularly deer and goats to start with. Once pests are under control, the regeneration can be very rapid on sites with suitable surrounding seed source. It's not surprising that the native regeneration on the East Coast can be fast, as the majority of the East Coast was once covered in native forest.

It doesn't make much sense to do a whole lot of native planting if there is no pest control being undertaken or no willingness to control animals from next door. Bryan's message to Council and landowners is that pest control has to be applied over a wide area for best results and not just the Transition land.

NZCF has one of the largest privately funded pest control programmes in the country, with 20 people on full time pest control (deer, goats, possums) and predator control, (primarily for rats and stoats). Around $2 million is invested in pest control each year. Over the previous four years more than 80,000 pest animals have been removed.

The pest control required varies with each different property. The initial knockdown might be anywhere from six months to two or three years, depending on the

[3] Note that NZ Carbon Farming sometimes partners in production timberland forests (while managing the ETS obligations), which is planted, grown and harvested under conventional harvest rotations. This case study looks at situations where the forests are not harvested.

[4] NZCF manages 67,000 hectares of its own land and trees, and a further 46,000 hectares in partnership arrangements with landowners. The company is involved in about 8,000 ha on the East Coast, some of which will be Transition land.

size of the block, land use in the surrounding catchment, previous pest control efforts and farm/forestry history.

In older forests, pests often feed on the grassland during the day and harbour in the forest at night. NZCF as part of its programme establishes buffer zone agreements with neighbours where possible. This enables NZCF to undertake pest control at their cost on the neighbour's property. The buffer zones vary in size "The best results happen when we can get a buffer zone around the whole forest through neighbour buy-in. The neighbour benefits from the added grass growth and grazing for stock that comes from having less pests."

Pest control commonly uses thermal scopes and equipment. But NZCF is also progressing a range of other methods. NZCF is continually reviewing its pest control programme for improved effectiveness and greater cost efficiency.

NZCF has also implemented a trapping network through their estate. This is enhanced by the increased deployment of AT220 Auto-traps. NZCF owns 50% share in NZ Auto-traps and sees highly effective results from the AT220 trap networks that are auto re-setting and target possums and a range of predators.

Pest control costs are highly dependent on surrounding land use and the control efforts. Bryan is very clear that pest control is the top of the list if you want to make native forest transition work well.

Bryan notes the role of fencing in keeping out neighbouring livestock and assists with wider pest control. Also, "The next stage of development, is AI enhancement for predator control traps. The new AT520 AI trap from Auto-traps is an example of this. Continuous improvement on ungulate control is an area of ongoing focus."

On plant pest control

The forest transition regime involves a higher initial stocking planting which keeps weeds down. However, grass control is still needed in the form of initial-spot release spraying of the pines post-planting, with a second-release spraying if needed to manage the nurse crop, This is particularly important as there have been very wet spring/summers like the last few years experienced in Gisborne.

Where native species are being enrichment planted, seedlings are planted into pre-sprayed spots, with follow up release spraying in the first 2 years.

Plant pest control as needed, is also part of the transition regime.

Once there is a closed canopy the shelter and shade they provide, helps control weeds, which are usually early colonisers and heavy light-demanders (blackberry, gorse, etc).

Thinning and light well generation

A thinning operation begins once the pines are between 8-12 years old. NZCF uses a variable density thinning (VDT) process, as opposed to conventional commercial production forest thinning regimes which are designed to maximise log grade composition. VDT uses chemical thinning (aka. 'drill and fill') to reduce the pine stocking for stand health, for longer term wind stability, and to open up gaps in the canopy (or 'light wells') for natural or assisted regeneration. Further targeted lightwells and canopy manipulation with VDT may be progressed in addition to the initial thinning work.

10 yr old pines after VDT, retention of riparian and bush stand and bush regen in the interim 10 years. NZCF King Country Forest. Credit: NZCF

Where the weeds have been suppressed, light wells are in place, seed source is available and pest numbers are low, regeneration can happen quickly.

Bryan acknowledges that in some circumstances, such as areas that are highly connected to waterways, further staged and planned VDT should be planned.

Caution should also be applied in noting that Transition land is recognised as the most unstable geology and vulnerable lands, and stand stability is highly dependent on a combination of rooting depth of trees, stocking rates and wind exposure. Continued VDT over time, to reduce the stocking rate and weight of trees on the hillside, may be needed to reduce the window of vulnerability to extreme weather events. Experience with VDT shows trees break down slowly over a number of years, thus reducing the volume of material on vulnerable hillsides. The risk of windthrow and the

window of vulnerability is lower in continuous cover regimes, because there are significantly lesser impacts compared to clear-fell harvesting on vulnerable lands.

VDT amongst a 36 year old pine woodlot, within 3 year old forest NZCF Wairarapa Forest. Credit NZCF

Permanent Forest Management

The transition takes place over a 100+ year timeframe, with carbon revenue funding the transition work, allowing for a gradual shift while managing long-term carbon stocks.

Meanwhile, the native forest is continuously building more species abundance and biomass, which sequester the carbon in the longer term.

Assisted native regeneration

Enrichment planting may occur in the earlier years, depending on the forest environment characteristics. Some forests can have enrichment planting in later years (once light wells are created and light conditions, and soil and growing environment within the forest are more favourable for seedling growth).

The design and implementation of any enrichment, if required depends on a combination of site characteristics. First up is protection of any existing native bush, no cutting or spraying of native vegetation and good pest control. A detailed site design is completed, involving forest ecologists on NZCF staff. A forest typing exercise, looking at existing nearby forests or remnants, identifies species endemic and best suited to the local region. This largely dictates the native species to target. NZCF has a focus on climax canopy species, with a bias towards large podocarps and other canopy species where possible. This is dependent on site conditions. The transition will progress over time, for an eventual tall, mature native forest – it's best to ensure you have a seed source for the right species in early and not wait decades.

This can accelerate the transition process via this active management.

Enrichment planting is based on the location to existing seed sources already present in the forest, or on surrounding areas, along with landscape factors such as altitude, aspect, slope and wind direction. Waterway systems also provide ideal conditions from which existing native remnants can expand and spread, or which can be regenerated. A native connectivity index is used to target areas that may require enrichment planting i.e. distance from existing seed source.

Lessons learned

Pest control, pest control, pest control.

If we exclude domestic livestock and can get on top of pests, the natural native regeneration can get underway on many sites within a couple of years.

The above image shows a seed island that already has some of the nurse crop radiata pine thinned out. Credit: NZCF

When you are planting native seedlings the bigger the seedling, the more robust it is, the more chance of withstanding some grass competition, weed and pest pressure. But it's more expensive, harder to lug around the hill, harder to plant. Seedlings with 2-3 years in the nursery is ideal for the transition work NZCF does.

Note seed islands and other native enrichment planting are integrated into the existing pine stands. Native species get the benefit of shelter and shade and the pines in the seed islands are deliberately removed over time via chemical thinning.

Thinned (dead) nurse crop radiata next to planted native in a seed island. Credit: NZCF.

Some information on native species current planting costs (true native trees and a good range of species at a high stocking rate) can come in at up to $30,000/ha (or more) for greenfield planting as evidenced by publicly available data from Tane's Tree Trust and MPI (2021)[5]. For NZCF, planting native greenfield forest at any scale is not undertaken. That is where seed islands, wide spacing, and tactical spread come in. And the success that comes with natural regrowth in the control of animal pests.

On monitoring

NZCF undertakes monitoring and research on the performance of its forest. NZCF use a range of methods, including photo points, native plots and recce plots, which monitor the species diversity and abundance at different canopy levels; ground cover, sub-canopy, canopy and emergent layers.

Some monitoring plots are within young pine, others are in younger regenerating and planted native and some are in mature native areas, looking at what is happening with the undergrowth in response to pest control and stock exclusion.

And finally

Bryan believes "Good forest management practices grounded in key forest ecology principles, provides a range of ways forward that can be adapted and customised to each forest and site specific factors. There is no one single approach to treat all of the Transition land in the district. Landowners know their land best and must be involved in the specific solutions for their land".

Regenerating Native under 44 year old pine NZCF Forest East Cape

[5]www.mpi.govt.nz/dmsdocument/50209-Review-of-actual-forest-restoration-costs-Contract-Report-Prepared-for-Te-Uru-Rakau-New-Zealand-Forest-Service-November-2021

Amy England, Waingake Transformation Programme

Transition type

- **Permanent transition of 1200ha land and water catchment back to native forest, including harvested pine areas**
- **Assisted natural regeneration approach**

Amy is the Regional Biodiversity Transformation Manager at Council, overseeing the Waingake Transformation Programme (Waingake). Waingake is a landscape-scale forest restoration project run by Council and mana whenua partners, Maraetaha Incorporated (supported by Ngai Tāmanuhiri).

The project aims to restore native forest across 1,200 ha of ex-pine plantation on hill country. In doing so, it seeks to regenerate the environmental and cultural heritage of Waingake, while ensuring the protection and resilience of Tairāwhiti's water supply.

The work is being undertaken within a commercial forestry environment. Over 900 ha has been clear-felled (harvesting will continue until 2027). There is still 128ha of radiata pine to be included in the restoration project, post-harvest. Land within the restoration area is registered as carbon forest under the ETS.

In recent years the project has received funding from the One Billion Trees Programme (1BT, a tree planting grant scheme) and the Jobs for Nature fund.

On establishment

There are good seed sources nearby. Waterworks Bush, a 1,100-ha remnant of the original podocarp–broadleaved old growth forests, is adjacent to the restoration site. There are several secondary native forest areas in the restoration area. Some areas will not be planted at all as natural regeneration will do the work, however the project isn't relying solely on natural regeneration. Almost 436 hectares have been planted in native tree species to date.

Amy explains that planting has been in two phases; a pioneer phase dominated by mānuka planting, followed by an enrichment phase to build species diversity.

Mānuka was typically planted at 1500 sph, but more densely planted (2,500 sph) in areas particularly affected

by Cyclone Gabrielle, to promote greater land stability.

Image courtesy of One Tree Planted

Almost 650,000 seedlings have been planted over five years.

The enrichment phase has focused on planting 17 native tree species to build diversity. Over 85,000 seedlings were planted at 450 sph (and more recently at 700 sph, the higher figure was to compensate for some previous losses at lower densities to meet funding requirements) covering almost 160 hectares over 4 years.

Pioneer planting of mānuka cost just under $5500/ha/year for 4 years. Enrichment planting cost almost $3000/ha for 1 year. Amy notes that they have been trialling a move to seed islands instead of blanket planting. While the ideal is to have these located 100m apart, Amy says it is not always practical depending on the site. At Waingake, they chose locations based on micro-climate to ensure sites were sheltered, with good light and moisture to encourage rapid establishment. Accessibility for monitoring and management were also key considerations.

On plant pests

Pine regeneration has been a major issue, with wilding pine densities of around 1200 sph, i.e., more dense than commercial forest. Wilding pine control has cost $880/ha/year. Concerted efforts were needed to allow native regeneration to succeed. The project experimented with control methods for wilding pines and has found that low-disturbance methods (i.e. manual control rather than chemical control) have been beneficial for

native forest regeneration.

It is advisable to use pest plant control methods that minimise disturbance of land or desirable vegetation. Disturbed areas open up sites for reinvasion of pest plants.

Wilding pines to the left were manually controlled, aerial sprayed to the right. Credit: Dr Adam Forbes, Forbes Ecology Ltd

Manual control has let the initial native cover to provide the basis for establishment and growth of later successional species. Where broadcast aerial control was used, rank grass took over, which is a likely barrier to native reversion.

Jobs for Nature funding was used to employ the Waingake Ngahere Ora team – a dedicated team of field staff trained in pest management. The project works to a weed management plan, addressing 48 species with prioritised actions over time.

Amy says it may not be an option for everyone, but she has found that this field-based approach has significantly improved pest monitoring by allowing for early detection and control of outbreaks. She suggests that landowners and land managers enhance their existing monitoring efforts by integrating pest checks into daily routines, while attending to other tasks.

Lessons learned

Amy says plant pest mapping showed concentrations around forestry harvesting infrastructure (roads, skid sites, landings), 18-24 months from harvest. This means for those transitioning land post-harvest (See Part 2, scenario 3) it's important to plan ahead for plant pest

Common name	Current site distribution	Priority	Control objective
Agapanthus	Localised	A	Eradicate
Buddleia	Spreading	B	Eradicate
Greater bindweed (convolvulus)	Localised	B	Eradicate
Red cestrum	Localised/Historic	C	Zero-density
Old Man's Beard	Localised	A	Containment
Pampas	Spreading	B	Sustained control
Montbretia (iris)			
Broom	Localised	C	Zero-density
Elaeagnus	Localised	C	Eradicate
Mexican daisy	Spreading	D	No control
Ivy	Localised	A	Containment
Ragwort		C	
Banana passionfruit	Localised	A	Zero-density

Example of key detail from the Waingake plant pest management plan

On animal pest control

Animal pest control has been a major component of the restoration work, done intensively and at scale. Goats and other animal pests have been controlled by professional cullers and iwi hunters, using ground and helicopter operations. Methods included;

- Aerial shooting from a helicopter,
- Ground shooting,
- Use of indicating dogs for goats, deer and pigs, (in taller-statured vegetation),
- Use of goat bailing dogs (in areas of low goat numbers),
- Thermal-assisted night shooting using night vision equipment fitted to a drone.

The effort has been unusually intense in terms of restoration efforts. The significantly high browser numbers present at the beginning of the project, along with the constant threat of reinvasion from surrounding areas meant that planting establishment would not have succeeded without the scale and intensity of control. Amy believes it has paid off in terms of forest regeneration.

Ungulate control has cost just over $13/ha/year.

The project will continue with sustained control over the next 5 years at least, to ensure the ongoing success of the project. However now that ungulate numbers are low within the core restoration area, the focus of control is shifting to more aerial work in the buffer zones to prevent reinvasion.

Amy notes that predator control supports biodiversity components such as seed-dispersing birds, which can help accelerate regeneration

On monitoring

The Waingake project has undertaken photo point monitoring as an important visual reference. Permanently marked photo point locations were established in 2021. These have allowed comparisons of vegetation change and other physical changes occurring within the restoration area over time.

Photo points. credit: Dr Adam Forbes, Forbes Ecology Ltd

On upskilling

The project has provided opportunities for the people to gain first-hand professional experience in forest restoration, including upskilling and formal training. The project was also the subject of student research.

The temporary nature of funding has meant inconsistent resourcing and loss of valuable skilled workers. Inconsistent resourcing can lead to slower or lost restoration gains (e.g., from weed reinfestations) when experienced people have to leave at the end of funded employment

What didn't work well

The enrichment planting phase involved wide-spaced planting (450 sph). This spacing really needed a nurse crop to provide shelter for the seedlings. It took a couple of years to collect seed, propagate and grow seedlings to an adequate grade for planting. Seed collection was hampered by several factors, including site issues post Cyclone Gabrielle. Some seedlings struggled to acclimatise to the exposed site conditions. Working with the larger grades needed for enrichment planting had logistical and labour impacts.

Wind and rain constrained chemical spray work, meaning extra labour was needed for manual plant releasing.

Lessons learned

- **Scale your planting against the ability to do weed releasing and blanking rather than the ability to plant. Maintaining seedlings is critical to success.**
- **If your treatment involves pioneer and enrichment phases, allow time in/between the planting contracts. You are likely to need more than a year in-between. This can be tricky when working to funding requirements.**

Wāhanga 5: Papakupu

Chapter 5: Glossary

These are some terms, acronyms and abbreviations you will bump into throughout this guide.

3A land	3A land refers to a land overlay in the Tairāwhiti Resource Management Plan (TRMP). The land overlay maps severely eroding land, at a detailed scale, and is regulated to require Effective Tree Cover. Regulation is tied to a historic funding mechanism, the (then) East Coast Forestry Project, so now has limited effect at present
3B land / Land Overlay 3B	Land Overlay 3B is a working term for Tairāwhiti land that is susceptible to landslides and highly connected to waterways. Also see Transition land. Both Transition land and 'Land Overlay 3B' are derived from the same modelling and mapping research, i.e., Gisborne Morphometric Landslide Susceptibility and Connectivity (to waterways) modelling, along with gully erosion.
Assisted regeneration	Assisted Regeneration helping natural processes to restore ecosystems. Techniques may include a range of interventions but for the purpose of this guide, it includes planting native species to accelerate recovery, instead of relying on natural regeneration. (also see Enrichment planting).
blanking	Planting to replace dead or damaged vegetation to maintain stocking rates, normally done the winter following planting. Also known as infill planting
debris trap / slash trap	Debris traps / Slash traps are structures designed to intercept and trap slash in waterways to prevent their migration downstream. They coincidentally trap sediment.
Carbon credits	"Carbon credits" are one name for tradable units under the New Zealand Emissions Trading Scheme (see ETS). One unit represents 1 tonne of carbon dioxide, or equivalent greenhouse gases. These units are also known as "carbon units", or "emission units" or New Zealand Units (NZUs or units).
Carbon farming	The term given to a business model that (broadly) relies on growing trees to absorb greenhouse gas (CO2), earning carbon credits (emission units) which can then be sold through the NZ ETS
Enrichment planting	Like assisted regeneration. Used interchangeably in this guide. Enrichment planting involves planting target species in regenerating forest to accelerate biodiversity or improve the structure of the forest. It's often used in areas where natural regeneration is slow or where certain species are missing, for example long-lived successional trees. (also see Assisted regeneration)

Term	Meaning
Erosion Susceptibility Classification (ESC)	The National Environmental Standards for Commercial Forestry (NES-CF) includes the ESC, a tool that maps 4 erosion categories at a broad scale (1:50,000), colour-coded according to risk. Categories are based on the local topography (steepness of the slope), dominant erosion process (like wind or water) and rock type. Erosion Susceptibility Classification | NZ Government Green (low) and yellow (moderate) — land less likely to erode. Plantation forestry activities are permitted. Orange (high risk) or red (very high risk) — land more likely to erode. Most forestry activities can't be carried out on red-zoned land without a (controlled use) resource consent. Some activities, such as earthworks also require consent on orange-zoned land with steeper slopes.
ESC	See 'Erosion Susceptibility Classification'
ETS (for Forestry) / NZ ETS	New Zealand Emissions Trading Scheme is the Government's main tool for reducing greenhouse gas emissions. Businesses (not all) measure and report on greenhouse gas emissions, and surrender 1 emission unit for every 1 tonne of CO2 emitted. Participating businesses can buy and sell units, and the Government sets and reduces the units available to trade over time.
Land Use Capability (LUC) mapping	Land Use Capability (LUC) mapping is a system used to classify land based on its ability to sustain various productive uses. The classification is derived from national mapping standards and inventory classifications. The process involves field mapping and assessment, extensive aerial photo interpretation, office checks, map production, digital entry, and coding.
Light well	Intentional gaps in a forest canopy, creating conditions for light-loving trees to establish themselves. A way of speeding up the natural process of regeneration.
LUC mapping	See Land Use Capability (LUC) mapping.
MPI	Ministry for Primary Industries.
National Environmental Standards for Commercial Forestry (NES-CF)	The National Environmental Standards for Commercial Forestry (previously Plantation Forestry) provide nationally consistent regulations to manage the environmental effects of commercial forestry. Resource Management (National Environmental Standards for Commercial Forestry) Regulations 2017 (LI 2017/174) (as at 03 April 2024) Contents – New Zealand Legislation
NES-CF	See "National Environmental Standards for Commercial Forestry (NES-CF)"

Natural regeneration	Natural regeneration is where self-seeded native vegetation grows on its own, given the right environmental conditions (e.g., a nearby seed source, and low/ no pest pressure)
'Regen'	In this guide, 'regen' is used to refer to either native regeneration or pine regeneration, as specified. Note - in forestry terms, regen is the term for self-seeded pines growing in an existing pine block, (as opposed to wilding pines, which refer to self-seeded pines growing outside of a pine block)
Reversion	Refers to vegetation reverting back to its original state pre-intervention. For the purpose of this guide, reversion is passive, for example mānuka reversion in grassed areas, and does not involve planting.
Seed islands	Seed islands, are targeted, intensively managed, small groves of diverse native forest species, spaced across a wider regenerating or more sparsely planted landscape. Seed islands are an alternative where blanket planting is impractical. The aim is to plant intensively managed small groves of native trees targeted to the best sites. Effort (time, resources weed and animal pest control) is focused. Seed islands become hotspots of diversity, and support wind- and bird-dispersed seed, assisting nature to establish diverse native forests through natural regeneration.
Stems per hectare (sph)	Stems per hectare, referring to planting density, (e.g., 5m between rows x 2m between trees will give you 1000 sph).
Tairāwhiti Resource Management Plan (TRMP)	Tairāwhiti Resource Management Plan. The Tairāwhiti Resource Management Plan (TRMP) covers all Gisborne District Council's resource management plans, including the regional policy statement, regional coastal plan, regional plan and district plan.
TRMP	See Tairāwhiti Resource Management Plan.

TAG
Transition Advisory Group

PO Box 747
Gisborne 4040 NZ

15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group

Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 1 ĀPITIHANGA | **PART 1** APPENDICES

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

- Appendix 1 - Indicative costs
- Appendix 2 - Directory of local contacts
- Appendix 3 - Links to further information

He aha tēnei rauemi About this resource

These appendices hold information that is subject to change. They will be reviewed and updated regularly, but should only be considered an indicative guide.

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 1 Appendices	1.0	xxx

Version history

Version	Reason for revision	Approve by	Date
1.0	Published	N. Thatcher Swann	xxx

Ngā rārangi take Contents

TAG
Transition Advisory Group

Āpitihanga 1: Whakamārama whakautu Appendix 1: Cost information

These figures will give you an idea of what to expect. They will be updated, refined and confirmed as we can.

Ultimately, costings are not going to be able to be determined until a plan is made for each site with the many variables (such as pest types and levels, scale, planting density, neighbouring land practices etc.,) being taken into consideration.

This table can't therefore give a quick glance cost estimate. It is only a reference point.

Site Prep	Cost (approx.)
Animal pest control	
General pest control	$25-50/ha
Possum trapping/shooting	No data available
Ungulate (deer, goats)	$6 - $20/ha (av. $13/ha)
Rabbit shooting	No data available
Plant pest control	
Blackberry control for planting access (You could potentially line-cut access to planting locations, or do aerial desiccation depending on the scale of the problem and the risk to nearby native vegetation)	Approx. $300/ha
Spot spraying (pre-planting spraying spots for the plants to go into). Range is based on approx. $0.50-$0.60 per spot at 1000 sph. Cost will vary depending on planting density, site access, travel distance, grass growth, slope etc.	$500 - $600/ha
Pine regen control (based on 825-1603 sph within pine forest)	
Fencing	
The $ range per ha will vary widely depending on perimeter measurements, eg. a hectare block with a perimeter of 100m x 100m block = 400m fencing, but a perimeter of 200m x 50m = 500m fencing.	
Fencing: stock proof, new	$20+/metre
Fencing: deer proof, new	$25+/metre
Fencing – remediating existing, easy access fence	$2-3/metre
Temporary fencing	$7/metre

Establishment	Cost (approx.)
Willow/poplar poles	
Pole, sleeve, in ground. (range based on 20-50sph and $30/unit)	$600-$1500/ha
Sharpened 3m 'A' pole only (range based on 20-50sph at $17/unit, 2025)	$340 - $850 /ha
Native plants	
Prices will vary depending on the grade of plant, numbers purchased (price breaks) and despatch costs (freight, packing)	
Mānuka, kanuka – forestry grade plants (based on 1100 sph (plantation density), @ $1.10 - $3.00 unit – the higher end is blanking size. This doesn't account for bulk purchasing.	$1210 - $3300/ha
Seed island plant costs– general revegetation mix (range based on one 10-30m seed island/ha @ 4500 sph, @ $3.30-$5/unit)	$148.50 - $675/ha
Established (planted) (Waingake example, at 1500-2500sph. The higher density was for more damaged areas).	$3,570 – 5,274/ha (av. $4,422/ha)
Enrichment planting/blanking (Waingake example: with mixed native species, 12 months after initial planting, @ 450sph x 17 native tree species, planted)	$2,459/ha
Canopy & timber species – totara, kahikatea etc (based on enrichment planting density of 450sph, @ $3-$8 per unit, plant material only. Note $15 per unit for 4 yr old totara)	$1350 - $3600/ha
Alternative (exotic) species:	
Prices will vary depending on the grade of plant, numbers purchased (price breaks) and despatch costs (freight, packing)	
Timber trees: 1yo Tasmanian blackwood (Range based on 650sph, using seedlings @$0.80-$2.00/unit (2020 prices). NB. Prices exclude freight, GST etc.)	**$520 - $1300/ha**
Timber trees: redwood (Range based on 650sph, using seedlings @$1.90-$3.00/unit. NB clonal redwood stock is $3.50/unit. Prices exclude freight, GST etc.)	$1,235 - $1,950/ha

Āpitihanga 2: Rārangi tāngata tauawhi Appendix 2: Directory of useful contacts

This directory identifies contacts who may offer useful advice and/or services. Note some of these contacts are commercial enterprises, so check whether what you want will incur a fee. If you would like to be added to this directory at its next update, please fill in the feedback/comment field on the Transition website (tbc), with the subject "Transition Guide update" , or talk to one of the LMAs

Disclaimer: This directory does not imply any endorsement by Council.

	Biodiversity/native restoration	Carbon	Enrichment planting	Exotic tree species	Forest management	Native tree species	Pest control	Plant material	Planting techniques	Whenua Māori	Monitoring	Mapping/GIS/drone	Funding
LOCAL CONTACTS													
Graeme Atkins *Environmental Consultant* e: graemeatkins5@gmail.com													
Hillton Collier *Tairawhiti Whenua Collective* e: hilton.collier@taiao-connect.co.nz p: 027 449 1072				Poles									
Rob Daunton *Restore Te Whenua* e: rob@restoretewhenua.nz p: 021 0893 0006													
Sheldon Drummond *Riparian Forests Ltd* e: sheldon@frmholdings.co.nz p: 021 738496	Riparian					Mānuaka							
GDC Land Management Advisors *GDC Te Kaunihera o Tairāwhiti* e: service@gdc.govt.nz p: 0800 653 800 or 867 2049				Poles (willow, poplar)				Poles (willow, poplar)					
GDC Regional Biodiversity Advisors *GDC Te Kaunihera o Tairāwhiti* e: service@gdc.govt.nz p: 0800 653 800 or 867 2049	Waingake Transformation Programme		Including seed islands										
Jazmine Burgess *HBRC - Catchment Advisor, Hangaroa and Mangapoike (based in Gisborne)* e: jazmine.burgess@hbrc.govt.nz p: 027 360 3568							To some degree				Freshwater		
Bryan McCavana *HBRC – Team Leader Northern Catchments (based in Gisborne)* e: bryan.mccavana@hbrc.govt.nz p: 027 210 7397							To some degree			To some degree	To some degree		

	Biodiversity/native restoration	Carbon	Enrichment planting	Exotic tree species	Forest management	Native tree species	Pest control	Plant material	Planting techniques	Whenua Māori	Monitoring	Mapping/GIS/drone	Funding
Lana and Nigel Hope *Matawhero Nursery Ltd - Lana & Nigel Hope* e: hopeclan4@xtra.co.nz p: 021 250 1698								NZ native plants					
Vaughan Kearns *Cypress Development Group Sales* e: ruapehusawmills@xtra.co.nz p: 027 457 138				Cypress									
Michael Marden *Scientist/geologist* e: michael.marden.athome@gmail.com p: 027 434 6256	Plant growth rates, (erosion control effectiveness)			Pine (Erosion control effectiveness)		Plant growth rates							
Bryan McKinlay *NZ Carbon Farming* e: bryan.mcKinlay@nzcarbonfarming.co.nz				Pine									
Regional Adviser *Ministry for Primary Industries/Te Uru Rakau* e: forestserviceadvice@mpi.govt.nz	Establishment & maintenance advice	ETS education, outreach, opportunities		Pine, alternative exotic species	Pine, native, alt. exotic species	Siting, establishment							
Renee Raroa *East Coast Exchange* e: eastcoastexchange@toha.nz p: 0800 001 453													
Charlie Reynolds *Federated Farmers NZ* e: tepapastation@gmail.com p: 021 529 126													
Tim Rhodes *Wi Pere Trust* e: tim@wipere.co.nz p: 027 272 5421				Pine & other exotic									
Sam Rowland *Tairawhiti Environmental Centre* e: sam@tairawhitienviro.nz p: 027 327 1803	Support						Support				Support		Native
Steve Sawyer *Ecoworks NZ* e: steve@ecoworks.co.nz p: 027 209 6049					Native								
George Searle *NZ Forest Advisory* e: george@forestnz.com p: 021 307 022													

APPENDIX 2

	Biodiversity/native restoration	Carbon	Enrichment planting	Exotic tree species	Forest management	Native tree species	Pest control	Plant material	Planting techniques	Whenua Māori	Monitoring	Mapping/GIS/drone	Funding
Kees Weytmans *NZ Farm Forestry Assn* e: kees.weytmans@gmail.com p: 0274 465 658				Timber	Farm Forestry								
NATIONAL EXPERTS WITH TAIRĀWHITI EXPERTISE													
Natural Solutions Ecology Meg Graeme 027 475 9175													
Waikokopū Project Team Dr Alison Dewes p: 021 242 4949													
Forbes Ecology Dr Adam Forbes p: 022 367 2326													
Tāne's Tree Trust e: office@tanestrees.org.nz													

Āpitihanga 3: Hononga ki ngā whakamārama āwhina Appendix 3: Links to useful info

Topic	Source	Link/contact	Google search terms
BIODIVERSITY / RESTORATION			
General	Tane's Tree Trust (July 2024)	Continuous Cover Forestry - and its role in our changing landscape	"Tane's Tree Trust" "continuous cover"
	Our Land and Water 'Restoring Farmland into Ngahere'. Report (2023)	ourlandandwater.nz/news/the-timata-method-for-low-cost-native-forest/	"timata method low cost"
	Our Land and Water The Tīmata method 30 min video 2023	The Tīmata Method: A low-cost way to retire farmland into native forest - Our Land & Water - Toitū te Whenua, Toiora te Wai	"timata method low cost"
	NZCF (article) NZ Journal of Forestry Nov 2024	The active forest management regime of New Zealand Carbon Farming's permanent forest estate - NZ Carbon Farming	"active forest management"
	GDC Waingake transformation programme webpage	Waingake transformation programme | Gisborne District Council	"Waingake transformation"
	NZ Plant Conservation Network webpage resource	www.nzpcn.org.nz/conservation/restoration/	"nz plant conservation restoration"
	Tane's Tree Trust	www.tanestrees.org.nz/resources/	"Tane's Tree Trust"
General Guide	Department of Conservation | Te Papa Atawhai Bush restoration guide webpage	Bush restoration: Restoration advice	"doc bush restoration guide"
General (detailed guideline)	Auckland Council in partnership with Ngā Iwi Mana Whenua o Tāmaki Makaurau	www.tiakitamakimakaurau.nz/media/dzwilya2/te-haumanu-taiao-restoring-natural-environment-tāmaki-makaurau.pdf	"Restoring natural Tamaki Auckland"
Riparian/ streamside guide	GDC	www.gdc.govt.nz/__data/assets/pdf_file/0013/8032/streamside-planting-guide.pdf	"GDC streamside guide"
Exotic nurse crop	NZCF (article) NZ Journal of Forestry Nov 2024	NZ-Carbon-Farming-regenerating-native-forests-at-scale-using-an-exotic-plantation-nurse-crop-NZJF-May-2021.pdf	"carbon farming regenerating forest"
General (planting calendar)	Native Garden Nursery (planning)	Planning | Native Garden Nursery	"native garden nursery planning"
Case study report Lessons learned	GDC Waingake Transformation Programme Case Study report	(upcoming publication)	
Timata method Cost	Tipu Whenua. funded by Our Land and Water Science Challenge (2022)	https://ourlandandwater.nz/wp-content/uploads/2023/02/Retiring-Farmland-into-Ngahere-Burke-Dewes-et-al-2023.pdf	"retiring farmland ngahere"
CARBON FARMING / ETS			
Native species	Bergin, David. Tane's Tree Trust (2003)	Totara establishment, growth and management	"totara establishment"
Alternative species	Farm Forestry New Zealand (NZFFA) resource webpage	NZ Farm Forestry - Trees for Carbon	"NZFFA carbon farming"

Topic	Source	Link/contact	Google search terms
Alternative species	MPI/SCION	New Zealand guide to growing alternative exotic forest species	"alternative exotic nz"
Management	NZCF (article) NZ Journal of Forestry Nov 2024	NZ-Carbon-Farming-regenerating-native-forests-at-scale-using-an-exotic-plantation-nurse-crop-NZJF-May-2021.pdf	"carbon farming regenerating forest"
COSTS			
Native species	Tane's Tree Trust, Native Forest Establishment: Reducing the cost of raising native forest species. video	Native Forest Establishment: reducing the cost of raising native forest species	"Tanes tree Reducing cost native video"
	Tane's Tree Trust. Planting and budgeting calculator webpage	Planting & Budgeting Calculator • Native Forest Toolkit	"tanes planting budgeting"
	Our Land and Water 'Restoring Farmland into Ngahere'. Report (2023)	ourlandandwater.nz/news/the-timata-method-for-low-cost-native-forest/	"timata method low cost"
	The Tīmata method 30 min video 2023	The Tīmata Method: A low-cost way to retire farmland into native forest - Our Land & Water - Toitū te Whenua, Toiora te Wai	"timata method low cost"
Mānuka, kānuka	The Mānuka & Kānuka Plantation Guide (2017)	The Manuka & Kanuka Plantation Guide	"manuka plantation guide"
FARM FORESTRY			
Establishment	Hawke's Bay Regional Council	www.hbrc.govt.nz/environment/farmers-hub/guide-to-successful-farm-forestry/	"successful farm forestry"
MONITORING			
Vegetation monitoring	Department of Conservation | Te Papa Atawhai. Alan Rose (2012)	DOCDM-400531 Introduction to vegetation monitoring v1.0	"DOCDM-400531"
Predators	Predator Free NZ	Online tracking & monitoring tools - Predator Free NZ Trust	"predator free nz online monitoring"
Bird counts	Predator Free NZ	Quick bird counts - Predator Free NZ Trust	" Predator free nz quick bird"
Photo points	NZ Landcare Trust	Photopoints Video	"photopoints video landcare"
General guide	Auckland Community Ecological Monitoring Guide. Handford, Denyer, Peters (2018)	Auckland community ecological monitoring guide. A framework for selecting monitoring methods	"Auckland community monitoring guide"
NATIVE SPECIES			
General, costs	Our Land and Water The Tīmata method for Low-Cost Native Forest (webpage)	ourlandandwater.nz/news/the-timata-method-for-low-cost-native-forest/	"Timata method"
	The Mānuka & Kānuka Plantation Guide (2017)	The Manuka & Kanuka Plantation Guide	"manuka plantation guide"
Costs	Tane's Tree Trust, Native Forest Establishment: Reducing the cost of raising native forest species. video	Native Forest Establishment: reducing the cost of raising native forest species	"Tane's Tree Trust"
	Tane's Tree Trust. Planting and budgeting calculator webpage	Planting & Budgeting Calculator • Native Forest Toolkit	"tanes planting budgeting"

Topic	Source	Link/contact	Google search terms
Riparian/ streamside restoration	GDC	www.gdc.govt.nz/__data/assets/pdf_file/0013/8032/streamside-planting-guide.pdf	"GDC streamside guide"
Exotic nurse crop	NZCF (article) NZ Journal of Forestry Nov 2024	NZ-Carbon-Farming-regenerating-native-forests-at-scale-using-an-exotic-plantation-nurse-crop-NZJF-May-2021.pdf	"carbon farming regenerating forest"
Restoration planting	GDC	Waingake transformation programme | Gisborne District Council	"Waingake transformation"
Case study report Lessons learned	GDC Waingake Transformation Programme Case Study report	(upcoming publication)	
Restoration planting	Ian Brennan (Feb 2021)	How to Plant Native Seedlings at Scale on Vimeo	"plant native trees at scale"
PESTS, WEEDS, DISEASE			
Control	Gisborne District Council webpage	www.gdc.govt.nz/environment/pests-and-weeds	"GDC Pests and weeds"
Field identification	SCION	Common-Diseases-Field-Book.pdf	"Scion disease field"
PLANTING			
Riparian/ streamside Guide	GDC	www.gdc.govt.nz/__data/assets/pdf_file/0013/8032/streamside-planting-guide.pdf	"GDC streamside guide"
Techniques	Farm Forestry New Zealand (NZFFA) (July 2018, online copy is updated regularly)	NZ Farm Forestry - Report: Trees for steep slopes	"NZFFA steep slopes"
Pole planting	Hawke's Bay Regional Council	Poplar and Willow Pole Planting for Erosion Control	"poplar willow pole planting Hawkes Bay"
	Hawke's Bay Regional Council. Environment Topic: Siting Willow and Poplar Poles For Best Survival and Effect	Siting-Willow-and-Poplar-Poles-For-Best-Survival-and-Effect.pdf	"poplar willow pole planting Hawkes Bay"
	National Poplar and Willow Users Group (2007)	growing-poplar-and-willow-trees-on-farms	"poplar willow planting nz"
POLES			
Pole planting	Hawke's Bay Regional Council. Environment Topic: Siting Willow and Poplar Poles For Best Survival and Effect	Siting-Willow-and-Poplar-Poles-For-Best-Survival-and-Effect.pdf	"poplar willow pole planting Hawkes Bay"
	National Poplar and Willow Users Group (2007)	growing-poplar-and-willow-trees-on-farms	"poplar willow planting nz"
	Hawke's Bay Regional Council	Poplar and Willow Pole Planting for Erosion Control	"poplar willow pole planting Hawkes Bay"
On farm nurseries	Poplar & Willow Research Trust. Farmer guides (pole nursery) Parts 1-4	www.poplarandwillow.org.nz/farmer-guides/farm-pole-nursery	
Pruning	Poplar & Willow Research Trust [date]	Pollarding Willows from Within the Tree	"pollarding willows within"
Species selection	Poplar & Willow Research Trust [date]	Poplar and Willow Research Trust	"poplar willow trust"

Topic	Source	Link/contact	Google search terms
Fodder	Plant & Food Research | Rangahau Ahumāra Kai (2022)	willows-poplars-and-fodder-rb10.pdf	"fodder research brief 10"
All aspects	Poplar & Willow Research Trust	Planting & Managing Poplars and Willows on the farm.	"planting managing poplars willows farm nz"
SPECIES SELECTION			
Poles	Poplar & Willow Research Trust [date]	Poplar and Willow Research Trust	"poplar willow trust"
Various Riparian/stream bank	Waikato River Authority. Plant selection tool	https://waikatoriver.org.nz/plant-selection-tool/	"waikato plant selection"
Alternative species	Bergin, David. Tane's Tree Trust (2003)	Totara establishment, growth and management	"totara establishment"
	Farm Forestry New Zealand (NZFFA) (July 2018, online copy is updated regularly)	NZ Farm Forestry - Report: Trees for steep slopes	"NZFFA steep slopes"
	MPI/SCION	New Zealand guide to growing alternative exotic forest species	"alternative exotic nz"
Planting for conditions	AgResearch Ltd	Plant Your Patch	"plant your patch nz"
Native species	Tane's Tree Trust, [date]	Native Forest Establishment: reducing the cost of raising native forest species	"Tane's Tree Trust" "reducing the cost"
Mānuka, kānuka	The Mānuka & Kānuka Plantation Guide (2017)	The Manuka & Kanuka Plantation Guide	"manuka plantation guide"
Native species	Bergin, David. Tane's Tree Trust (2003)	Totara establishment, growth and management	"totara establishment"
TIMBER HARVESTING			
(Health and safety)	Worksafe | Mahi Haumaru Aotearoa [date]	Managing a safe and healthy small forest harvest | WorkSafe	"Timber harvest guide nz"
Small scale	Farm Forestry New Zealand / FFNZ. Rien Visser, (2016)	timber-harvesting-in-new-zealand-a-guide-for-small-scale-forest-landowners/	"NZFFA Timber harvesting best practice"
For non-experts	Perrin Ag Consultants/Auckland Council (2011)	Perrin-Ag-A-guide-to-harvesting-for-small-forest-owners_DIGITAL.pdf	"Timber harvest guide Perrin"

PO Box 747
Gisborne 4040 NZ

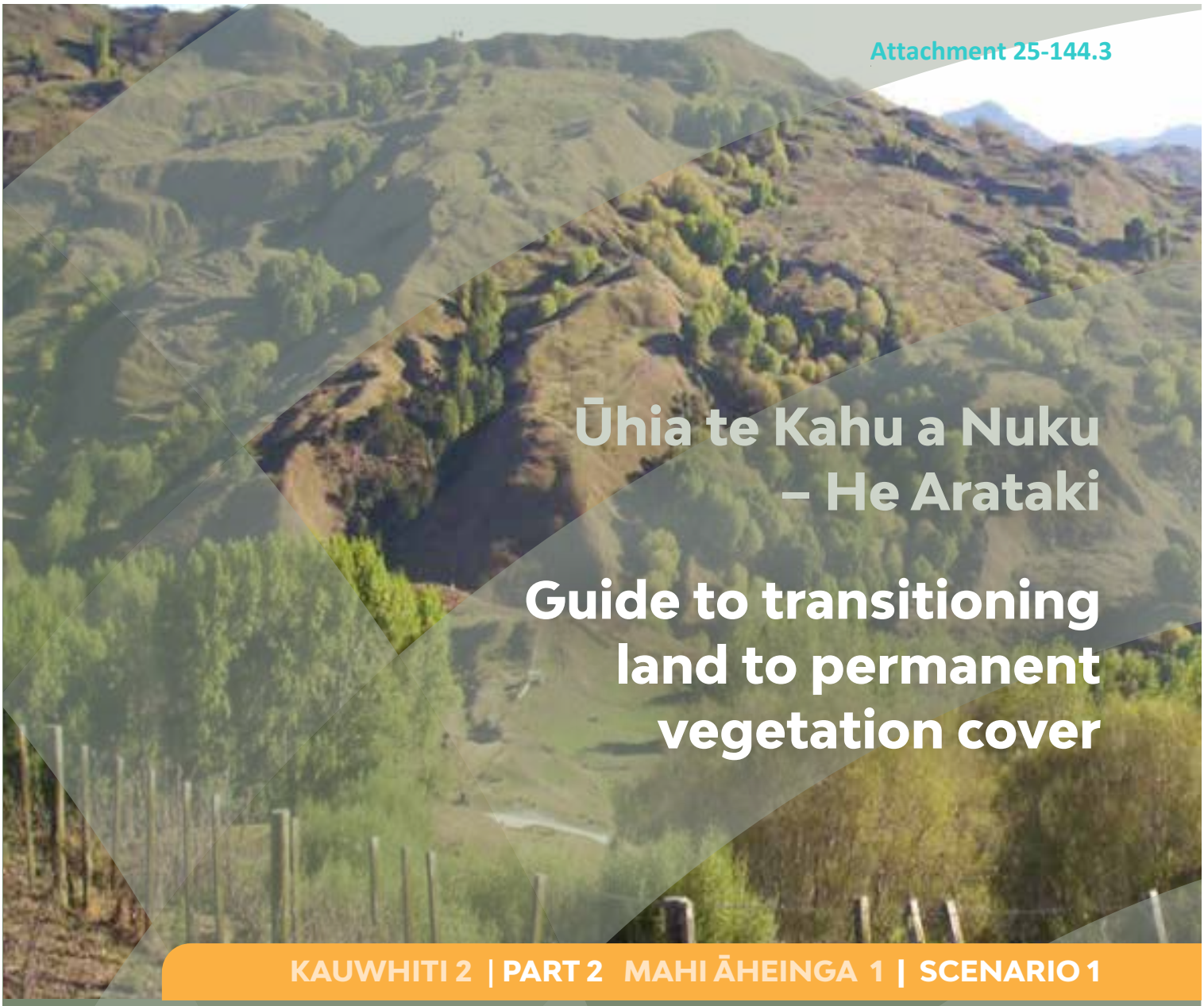
15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group



Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 2 | PART 2 MAHI ĀHEINGA 1 | SCENARIO 1

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE DISTRICT COUNCIL

Mahi Āheinga 1:
Te whakawhitinga whenua whakatipu kararehe

Scenario 1:
Pastoral land transition in the presence of stock

He aha tēnei rauemi About this resource

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 2 Scenario 1	1.0	xxx

Version history

Version	Reason for revision	Approve by	Date
1.0	Published	N. Thatcher Swann	xxx

TAG
Transition Advisory Group

Ngā rārangi take Contents

Cover photo: Mixed land use, Waiomoko Catchment, including Transition Land, credit: GDC.

Kauwhiti 2: He whakamārama
Part 2: Transition scenarios

Are you in the right place?

This part addresses the specifics of transitioning pastoral land to permanent native or exotic vegetation cover in the on-going presence of stock.

There are many specific online guides on topics such as species selection, site preparation, and planting techniques. This guide does not reinvent the wheel but highlights key considerations and provides links to further information (see Part 1 appendices)

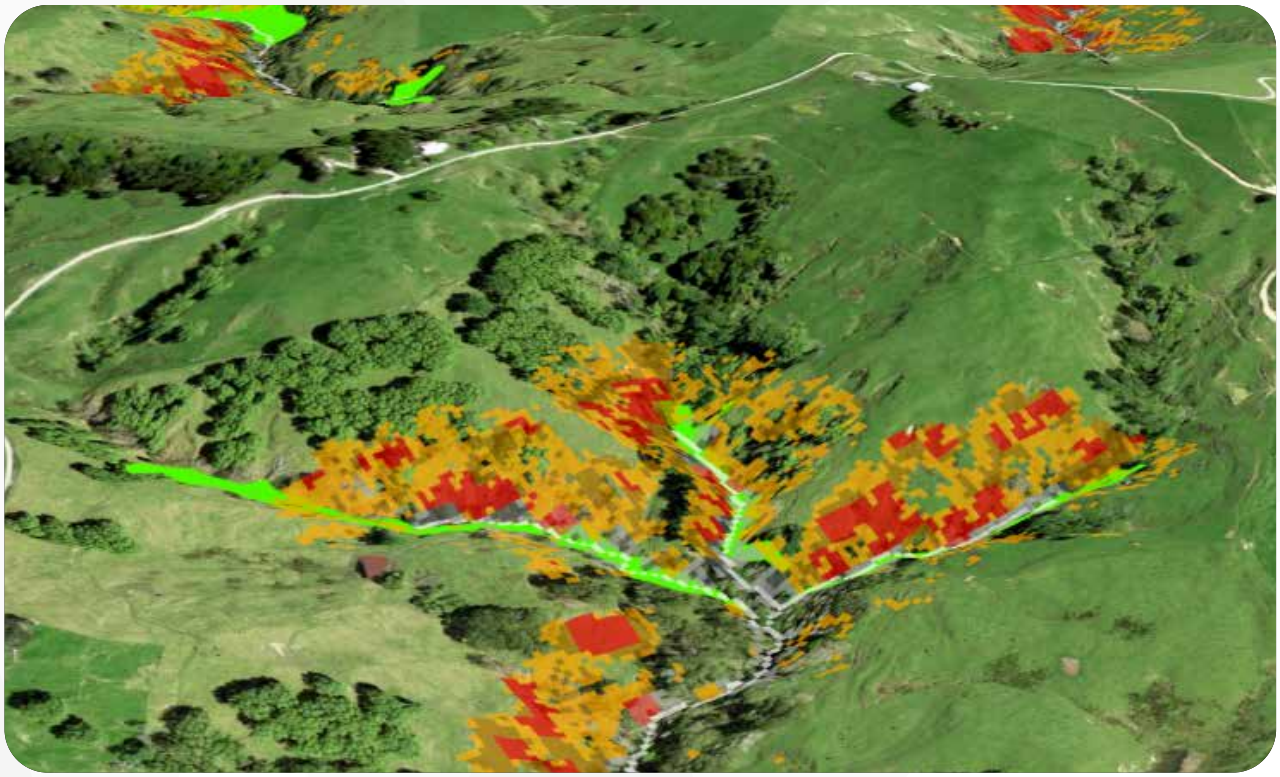
For pastoral spaced erosion planting situations, these websites are particularly relevant:

- NZ Farm Forestry - Library
- NZ Poplar & Willow Research Trust
- Tāne's Tree Trust Documents • Establishing Native Forests
- Carbon Farming Group

There is an excellent series of videos on all aspects of poplar and willow management at: Planting & Managing Poplars and Willows on the farm.

Regional councils offer valuable resources. Focus on those with environments similar to ours, such as Northland, Hawke's Bay and Horizons regional councils.

- Growing-poplars-and-willows-info-sheet-Horizons RC 2014
- Planting advice for poplars and willows - Northland Regional Council

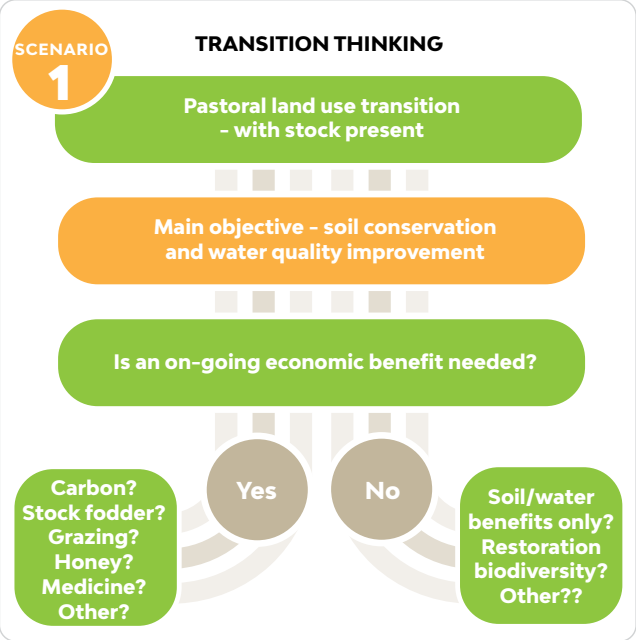


Waiomoko Catchment, treated with poplar and willow species in the presence of livestock. Credit: GDC

Opposite - Ihungia Gully. Credit: GDC

Mahi Āheinga 1: Te whakawhitinga whenua whakatipu kararehe
Scenario 1: Pastoral land transition in the presence of stock

Clarifying your goals and priorities



Transitioning land is a long-term commitment that involves planning, site preparation, establishment, and ongoing management. Before you begin, it's worth asking a few key questions:

- Will you need the land under transition to continue providing an income?
- What do you want this part of your whenua to look like in 10, 30, or 100 years?
- resources—time, labour, funding—do you have access to?
- Can you commit to maintenance, especially during the first 3–5 years?
- What species and systems fit best with your whenua, your aspirations, and your capacity?

This guide prioritises keeping Transition Land in permanent cover for soil conservation and water quality outcomes. Where possible, it also encourages transitions that support biodiversity, climate resilience, and intergenerational value.

This scenario presents an opportunity to prioritise native biodiversity as part of permanent land cover.

Native regeneration supports a wide range of taonga species - plants, birds, insects, and other wildlife - and brings co-benefits that can increase the long-term resilience and productivity of your land.

There's no one-size-fits-all answer. Your goals will shape your responses, your transition pathway, and the pace of change.

Carbon opportunities and the ETS

Transition Land may be eligible to earn carbon credits through the New Zealand Emissions Trading Scheme (ETS). While the ETS is best known for its support of plantation forestry, landowners can also register eligible erosion-control planting—such as poplars, willows, and some native species—under certain conditions.

Potential benefits of ETS Participation include:

- provision of an income stream to help offset planting and maintenance costs,
- recognition of environmental benefits of permanent vegetation on erosion-prone land
- ability to align with other co-benefits (e.g. biodiversity, water quality)
- flexible entry—registration is available for post-1989 forest land

Challenges and limitations include:

- easier access for block planting than for spaced planting
- Crown cover must exceed 30% within each hectare, with an average width of 30 metres
- ruit or nut trees are ineligible, and some native species may grow too slowly to qualify
- time-consuming administrative requirements, mapping, and ongoing reporting
- variable carbon prices may not always cover full costs

Exotic vs Native species considerations

- Poplars and willows can be registered under the ETS as exotic hardwoods using MPI's standard carbon tables

- Natives can qualify if they meet forest land thresholds and growth projections, though sequestration rates are generally lower and establishment costs higher. The Poplar and Willow Research Trust and Tāne's Tree Trust both offer guidance on ETS eligibility and carbon modelling for different species, eg., ETS eligibility for pole planting

Not all erosion-control work will qualify for ETS income - but it may still deliver long-term ecological and economic value. Use ETS options to support, not define, your transition goals.

Read on for more detail about how to get started with your land transition work.

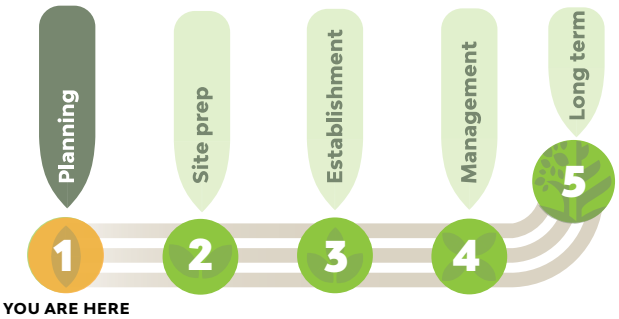
The ETS is curly! Post-1989 forest land isn't just forest planted after 1989! Pruning/ pollarding can affect carbon tables!Get professional advice if you are considering transitioning from (or to) a permanent forest where you are sequestering carbon for monetary gain. Te Uru Rakau |NZ Forest Service can help:

Forestry in the ETS

forestserviceadvice@mpi.govt.nz

Waiomoko Catchment, treated with poplar and willow species in the presence of livestock. Credit: GDC

Te whakamaheretanga
Planning



YOU ARE HERE

Now you are clear on what you want to achieve alongside the primary Transition goal, it's time to plan the steps, timeframes, budgets and other details needed to get there.

Make a Transition Plan

It's helpful to document your thinking in a simple Transition Plan. This can include your vision, the land you intend to treat, phasing, costs, and any support or approvals required. A web-based tool will be developed to help you build your plan. In the meantime, you can work with a Council Land Management Advisor (LMA) to develop it.

Your plan should keep a long-term view in mind – considering both mid-term (30 year +) goasl and impacts, and intergenerational (100-200 year) outcomes. But break down the work into 10 years or shorter timeframes depending on your specific treatment plans.

Identify the treatable target area

Good luck trying to plant up Ihungia Gully, it's untreatable. Credit: GDC

Not all Transition land will be treatable due to steepness, instability or inaccessibility. Some Transition land may already be under permanent vegetation cover – it has already been treated.

You may also need to treat adjacent or surrounding areas - such as buffer planting around gully heads, to support successful outcomes on Transition Land itself

Identify not only your Transition land, but also any other land that you propose to treat.

Use your own on-the-ground experience and local knowledge to assess what's possible. Consider topography and micro – climate:

- Topography and micro-climate
- How the land behaves in heavy rain;
- What vegetation has established (or failed) in the past;
- How close are you to natural seed sources that could self-establish on your property;
- What natural features or barriers exist.

Make use of Council/Landcare maps, historic info and photos.

Get expert opinion on your plans to check they will work.

You can call Council LMAs to go over the site with you and help to plan, it's a free service.

Phasing and timeframes

Transition work typically occurs in phases:

- **Planning, site preparation, and initial establishment** can take 3–5 years.
- **Maintenance** (weed and pest animal control, fencing upkeep, infill planting) continues throughout the lifetime of the project, at varying levels of effort.
- **Long term management,** including end-of-life considerations for exotic species. Native forest regeneration may take 30–100+ years, depending on species and conditions.

Some landowners will aim for permanent cover within 30 years. Others may see native regeneration as a longer-term goal, especially where restoration is viewed as an intergenerational response to past land use impacts.

Consider how long each phase will take for your transition treatment, on your whenua. Your plan will likely evolve over time. Start with what's known, and update it as new opportunities, challenges, or resources emerge. You may need to circle back once you have thought through some of the things that influence how long the transition work will take, and what order you do it in. For instance – how much fencing will be needed, and when can you fence? When can you access the plant material?

The LMAs can come and do a pre-planning site visit if you like, they can help develop your plan with you and it's free.

Example of mānuka regeneration on farm gully. Credit: Bryce McLoughlin

Determining your transition approach

Maintaining vegetation cover over time is a key objective.

This scenario envisages that stock will be remain present. Your treatment will most likely focus on spaced pole planting.

If you are able to mix some stock exclusion into your transition treatment you might consider alternative species, or native restoration. Take a look at **Part 2 Scenarios 2, 3 and 4** for other approaches.

Some things to consider when planning timeframes and phasing transition work

How long will site preparation take?

- **Do you have animal or weed pests that will cause problems for establishment and growth**
- **Consider when you can access people to do initial pest control in the year leading up to planting**

Are there clear phases to your transition work?

- **What do you want in the long-term? Does this affect what you do early on?**
- **How will budget and cash flow affect transition phasing**
- **Are there other dependencies that will affect the order you work in?**

How will the seasons influence your timeframes?

- **Planting is a winter job. When is the next suitable planting season?**
- **What other farm work is competing for attention then?**
- **If you are in a drought year, should you plant? Drought can cause high mortality rates for poles and native species**

Access to poles/seedlings and planting labour is crucial, so plan ahead

- **How long will it take to get supply of your preferred plants? It's important to order well in advance so your site-preparation isn't wasted.**
- **When can you get people to do the planting? (a crew of 4 is ideal, 2 minimum)**
- **Can you commit to the maintenance requirements?**

Planting plans and plant selection

It is usually helpful and saves time overall to get out on-site with an LMA or other advisors for this planning step.

Planting location
Can you plant to link up existing pockets of vegetation to get better bang for your buck (for example, to satisfy ETS eligibility for new planting)? Can you remediate or build on previous planting efforts?

Consider making use of what is already onsite/nearby. Are there areas of native bush nearby that can provide seed sources for natural regeneration? This could work in areas such as gullies that are no longer fertilised and are grazed lightly. Hilton has seen mānuka come away in such situations (see case studies in **Part 1 chapter 4**).

Planting and supply timing
Poles and willows are best planted in winter. Nursery poles are harvested in the first half of June, and are available June – July (September at the latest).

Order native plants by July/August for supply the following year, (order earlier if possible/for larger numbers). You can arrange pick up to suit your site

Timing for planting should aim for the optimum time to allow maximum root establishment of the plant, (eg, autumn to early winter for most parts of Tairāwhiti to make use of winter moisture for plant establishment), except the Matawai/Motu areas where a later planting around September/October can work well. Planting particularly wet areas is best done when the risk of winter flooding is over.

Some species such as totara, kahikatea and other canopy species, can take two to three years before saleable from nurseries. Plan for and order these species with that in mind.

What species are going to do the job?

Start with your goals. Are you focused on fast erosion control, native restoration, biodiversity, timber, or carbon? Most landowners use a mix of treatments to meet different needs across the property.

Willow and Poplar (spaced planting) are commonly used for erosion control in pastoral systems. Modern varieties have improved form and are less disruptive to pasture productivity. However, they offer limited biodiversity value.

Consider poplar and willow if:

- You need quick root stabilisation;
- ETS eligibility is a priority under the "Other Exotic Hardwood" category.
- You have existing planting experience and success with these species

Consider whether they are the best option in your circumstances, (for example, if you are looking at timber species or planting close to waterways you might choose something else). Check out the examples in Part 1 chapter 4. Some landowners find their sites suit a mix of treatments.

Check out the Poplar and Willow Research Trust's poplar & willow varieties resource for selection and performance comparisons. Or better still, get an LMA to visit your site to help explain species performance in different soils, slopes, and exposure conditions.

Pole harvesting, Waerenga-o-Kuri Nursery. Credit: GDC

Exotic tree species 'poles plus'

Incorporate a mix of species that reflect your long-term goals. Some options include:

- High-value timber species like tōtara or Tasmanian blackwood;
- Multi-use trees that offer future fodder, honey, or craft wood potential.

Resources to guide your selection include:

- NZ Farm Forestry (NZFFA) Species selection tool
- Tāne's Tree Trust Species information • Native Forest Toolkit
- NZFFA Report: Trees for steep slopes

Permanent vegetation cover rules out any clear-fell harvesting, but selective logging of high-value species may be viable in the future.

Native species

If you have areas that are already reverting to native species in presence of stock, consider protecting and enhancing these. Once past seedling stage (1-3 years), mānuka, kānuka and tōtara are generally unpalatable to stock and animal pests. Mānuka and kānuka are also a good nurse crop for other desirable species.

Consider the limits to where you've seen it grow well. Choosing less palatable species can help to keep animal pest control costs down too.

What planting density / spacing / numbers will you need?

Willows have the highest survival rate but can get top heavy and collapse if not managed.
Preferably don't use poplars within 10m of a waterway!

This depends on the species and overall treatment you choose and on whether or not you are trying to meet the requirements of ETS.

Plan on 20-50 sph for pole establishment (although this isn't dense enough for ETS purposes).

Locally sourced mānuka seedlings. Credit: Native Garden Nursery.

Council's LM team is well-versed in this area and is happy to help. MPI also have advisors and resources. The Poplar and Willow Research Trust and the NZFFA species guides are helpful. Also check out **Part 2, scenarios 2-4** for information if you are thinking of including native regeneration in your transition strategy.

Annual failure of up to 30% is common. Plan numbers for replanting/blanking as required over the first three years.

Emissions Trading Scheme (ETS) eligibility is important for some people

See introductory information at 'clarifying your goals and priorities' at the beginning of this chapter.

If you're looking at carbon opportunities, you need to plan for ETS eligibility requirements. This will affect your planting density, planting location (eg. to achieve contiguous areas), and the species you choose.

ETS eligibility is very specific in terms of area and tree canopy cover, so check out NZFFA Trees for Carbon. ETS eligibility can be complicated when it comes to species other than pine, but there are some resources aimed at farming, such as this one from Beef + Lamb New Zealand:trees-within-farms-opportunities-carbon-enhance-your-farms-biodiversity.pdf

Go to the directory at **Part 1 appendices (appendix 2**) for useful contact information, including local people who can help, and check out **Part 1, chapter 4** for Bryan's work with NZCF.

Budgeting

This section outlines the main budget considerations you will need to factor in. Some examples of costs are given at **Part 1 appendices (appendix 1**).

Your site will be different from everyone else's. The question here is 'what is it going to take before I can start and complete the transition work?', and, 'if I don't have the resources I need, how can I get them?'

The TAG and Council are exploring ways to get financial assistance for the transition of the region's most vulnerable land into permanent vegetation cover. We will keep you posted on this. Meanwhile, this guide is written assuming you have decided to do the work, and that you have the resources to do it.

Budget and establish a cash flow for the work over at least ten years. Consider other priority expenses coming up in the period, to keep it realistic.

Key budget considerations include:

- Scale of the project
- Access to transition areas
- Cost of plants, labour and pest control)
- Types and numbers of pests, and pest reinvasion rates

There are several useful online resources for working out your budget, such as the Planting & Budgeting Calculator from Tane's Tree Trust, for native vegetation work. Also check out the information on costs at **Part 1 Appendix 1** of the Guide.

Possible ways to keep costs down

- Stop fertilising the transition sites and reduce stock camping in gullies
- Shop around for bulk nursery prices, prices vary a lot!
- Don't buy bigger (more expensive) plants than you need for each site.
- Buy local! This will help keep freight costs down, makes communication about your needs easy, and will ensure your plants are suited to local conditions.
- Consider working with neighbours or a catchment group. Can you buy plants in bulk? Or get planting crews/hunters to come out and spend longer in the area rather than several call outs?
- Salvage and re-use planting sleeves from Y3.
- At current demand levels and depending on the scale needed, Council may be able to help with your possum control at no cost.
- Plant for ETS eligibility, for example by linking pockets of existing vegetation.
- if you have enough lead in time and resources (including expertise), consider

Further info about on-farm nurseries:
farm pole nursery guide,
NZ Poplar & Willow Trust
start-your-own-farm-nursery
(native veg) Otago RC

Cloche under construction for community nursery, Tokomaru Bay. Credit: GDC

Te whakarite i te whenua
Site preparation

This section outlines the key considerations for physical site preparation prior to planting. Your site preparation will depend on your topography, plant and animal pest levels... as well as the transition treatment you've planned.

Poles are usually available from June-July, meaning you need to have your site prepared for planting through July-September.

Do you have access tracking for pest control? The planting stage and on-going maintenance and monitoring? Give Council's LMA team a call, it's important not to create more erosion problems (or consenting issues).

Pest control

All of the case studies in Part 1 chapter 4 emphasise pest control as the key to regeneration and planting establishment.

Monitoring for pest presence, numbers and/or impact is therefore crucial.

Plant pests
Consider if hard grazing the site initially will reduce plant pests without harming any desirable seedlings that are already present. Otherwise, you need to clear whatever plant pests are in the way of getting access to your planting.

For poles you will likely need a pre-planting spot-spray.

Animal pest management
Animal pest control is essential. Your effort will depend on a range of considerations, including what pest species are present, previous pest control, what your neighbours are doing (or not doing), and what tools and resources you have at your disposal.

What is the topography of your land and its relation to the catchment? Consider working in with your neighbours to create buffer zones around your transition areas.

Animal pest management should address ALL pests, not just ungulates (though pigs and hares aren't usually a big issue for pole situations). You will need to control deer, goats, hares/rabbits and possums depending on the treatment you are doing, and pest levels at your site (and your neighbours!).

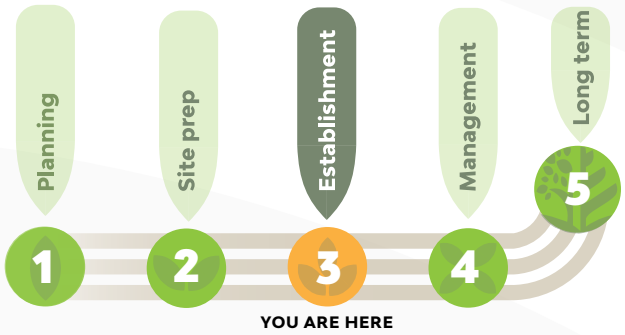
If you have the resources, go technical. There have been great advances in self-resetting and re-luring traps such as the AT220 for possums and rats. They cost a bit more however they can reset over 100 times, so the labour cost savings are significant compared to more traditional one-set traps. The most recent Auto Trap now includes Artificial Intelligence (AI) and on-site monitoring.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Depending on the specifics of your site, animal pest control can vary widely. Do pest control then monitor for signs of damage; more control may be needed.

At current demand, Council can help with possum control

Possum. Credit: Predatorfreenz.org

Te Whakatū
Establishment



Planting equipment, storage and handling

Equipment needs for pole planting are fairly basic: a posthole borer with an auger, and a 'Y' bar pole rammer (thumper).

You'll need to consider how you will keep poles moist if you can't plant straight away, such as keeping poles alive in a trough. If storage and handling is an issue, get advice from the LMAs.

Planting

Spaced pole planting

Philip recommends planting poles on an angle out from the hillslope, to stop stock/pests uphill enjoying kai in easy reach

Choose the best site for each pole to thrive and be effective – sometimes the planting will need to be outside of the mapped area to hold the Transition land together (eg at gully heads). LMAs can help you with your specific site, but generally look for places where water concentrates (eg, depressions, run off channels, boggy areas).

There is useful detail on pole spacing and positioning on websites like Northland RC's Planting advice for poplars and willows. Hawke's Bay RC's video on pole handling and planting technique is also useful - but you'll get better help for your specific site by getting Council's LMA team out to yours for a pre-planting site visit

It is important to make sure the hole is not too big, as roots dry out and die off if the pole is loose. In dry years clay soil shrinks away, and poles need ramming in again.

A crew of four is ideal for pole planting. Depending on the terrain and moisture conditions, it's reasonable to plan on 50 per person, per day. Don't forget your planting labour needs to be organised well in advance. Also give thought to how your crew will access the planting sites.

Release sprays will be needed soon after planting, ideally before weeds reach 10cm. A second spray may be needed later in the growing season.

Tim advises not to plant more than you can handle the maintenance for in any year

Stock Exclusion

It is best to exclude heavier stock (cattle) for the first 2 years to let roots develop (horses need to be kept out altogether).

Recently harvested poles soaking, ready for transport, Waerenga-o-Kuri Nursery. Credit: GDC

Farmers' experiences of cattle in pole planted areas is variable. Some, like Tim (see his case study in **Part 1 chapter 4**) allow cattle to graze in planted areas from day 1 and have not had problems (although Dan says he reduces the mob size and doesn't let them camp). Others have experienced cattle rubbing against poles, eating the heads out of them or ringbarking them where sleeves have burst. It's a case off monitoring the situation closely and adapting fast.

Who knew?
Kerry found that her sprayed, dead barberry made a spiky barrier to stock, letting native regen come through!

Recently planted poles with sleeves on eroding slope. Credit GDC

At time of writing solid (or vented) plastic sleeves offer the best protection for poles against stock and animal pests (except horses and deer). They need to be on the pole at planting (they can be re-used on new plants after Year 3). They can also conserve moisture during dry months and protect against damage from light debris.

They can increase the temperature close to the pole up to 10 degrees though – some products address this. There are a few different options on offer and the price ranges considerably.

Note - net-style sleeves aren't useful against possums.

Benchmarking

Now is a good time to set up some benchmarks that you can use to monitor progress, change, experiments, and the effectiveness of your efforts.

Photo points are spots you mark up to make it easy to take photos of the same view, at the same time of day, at the same time of the year, every year. They are easy to establish; posts, fenceline corners or gates are useful photo points.

You may do other benchmarking work, depending on what you want to track. If you have biodiversity goals you might want to do plant or bird species counts. There are some easy water quality monitoring techniques too.

See the directory at **Part 1 appendix 2** for further information.

Te whakahaere
Management

On-going management tasks include blanking in the early years, pest animal and plant control, and some silviculture/pruning. Monitoring is also an ongoing part of active, adaptive management.

A bit more planning

Consider making an annual operations plan to implement your overall plan. It doesn't need to be complicated, but it helps you to check back with your big picture goals, think about specific actions you need to take for the year, and any changes you might need to make based on how your transition work is progressing and what last year threw at you.

Check for loose poles

Loose poles need re-ramming.

Check poles a few times over the first spring and summer from planting. You're looking to see they are still tight in the ground to avoid root breakage and drying from wobbly poles. Re-ram soil around loose poles.

Replacement Planting (Blanking)

Blanking is replacement of dead plants. Plan to replant up to 30% of poles the winter following planting, for the first two-three years. At Waingake, staff plan for 20% blanking in the year following planting.

Think about what caused the problem – maybe you need to plant a bigger pole or different species.

Send the kids out to salvage runaway sleeves. They can be redeployed on new planting after year 3.

Weed Pest Control

Releasing is not needed in areas under grazing. Otherwise (depending on plant size at planting time, and the level of grass/weed cover) spot releasing may be needed between September and November and again in February/March over the first two to three years. Releasing costs around $1/plant depending on planting density, site access, slope etc.

Stock Exclusion

Spell the area for at least a month from planting, until poles root and shoots emerge. Cattle should be kept out longer if possible (eg, through temporary fencing). Cattle aged 1yr+ should be effectively excluded for the first 2 years (cows can pass through without causing much damage, but don't leave them). Sheep are ok. Later, when poles are in leaf, plantings can provide shade for stock, and consequently improved pasture nutrients beneath. (Horses need to be kept out altogether).

Animal pests

You need to continue the animal pest control you began in your site preparation as animal pests can very quickly wipe out years of hard work and expense. Hilton says the job can't be left just to recreational hunters.

Control possums, rabbits, deer and goats before October bud, for the first four years

In the **Part 1 chapter 4** case studies Bryan sees pest control as the single biggest determinant of whether or not successful regeneration will occur in a timely manner.

Pest control means managing a pest population to a level that allows the transition to occur successfully, so monitoring for pest presence, numbers and/or impact remains just as important to determine how much / when more control is needed.

In extensive farming situations, monitoring for animal pests will usually be by observation as you go about other tasks.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Control ungulates to levels that have minimal impact on your planting or naturally regenerating areas.

And if you see a deer? There are too many deer!

See **Part 1 appendix 3** for links to pest monitoring information and resources.

Silviculture

Big root systems but small trunks are good for soil conservation/farming combinations. Willows will fall over if they get too big. But topping and thinning can mean they are effective for 30 years or more.

Don't prune poles too early, you need to let them grow enough foliage to withstand drought, animal pests and wind. Generally you can start pruning from Year 3. There is good information out there – such as Taranaki Regional Council's pruning diagrams, and the excellent Pollarding Willows from Within the Tree.

Poplar and willow Trees can be thinned, but not before 10-20 years, to preserve erosion control effectiveness. You can top willows and poplars at 10-15 years (depending on size, rather than age), but be aware of significant health and safety considerations.

Factor in thinning and pruning of 1/3 hectare per year after eight years

Factor in thinning and pruning of 1/3 hectare per year after eight years

Bonus - willow and poplar thinnings and prunings can be good stock fodder. According to Plant & Food Research, the leaves and small stems have similar nutritional value to summer pasture.

Silviculture may also be relevant for alternative tree species growing in uneven aged stands which are harvested by a series of thinnings, such as redwoods and eucalypts. There are various information sheets on the NZFFA website; NZ Farm Forestry - Silviculture and forest management.

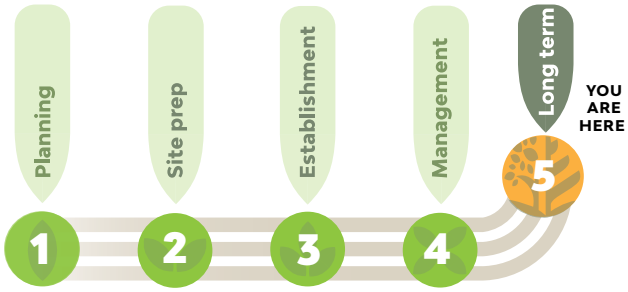
Monitoring, review and adaptation

You don't want all this effort and cost wasted, so you'll be monitoring what you've done, how it's performing, impacts from pests etc. Monitoring allows you to adapt quickly to new information. The LMAs can help with advice if you notice anything going pear-shaped. Inspect your treatment area at least twice a year. Take new photo points at least annually. Check out Photo points • New Zealand Plant Conservation Network for tips on setting up photo points.

If you are trying any experiments, it's even more important to monitor. You may be onto something you can share with others.

Think about your goals for the transition. Are there any obvious signs you could monitor that would tell you if your efforts are working, or whether you should adapt your management? How about pest evidence? Locations of failed / particularly successful planting? Bird counts? Water quality? Your budget?

Te whāinga roa
Long term



The vision you had for transitioning your piece of the worst erosion prone land in the region is well on its way to being realised. So it's time to have a think about the long term.

Future planting

Consider further planting to suit your long-term goals. Agriforestry? Restoration of biodiversity? Carbon farming? Think about alternative species for different purposes, for example timber trees? Vegetation for bees? for medicinals? Or for cut and carry stock fodder?

Can you diversify your farming methods or stock to make the model work better? Apparently bison like woody prunings! Think laterally.

End of life

Not yours! Somewhere between 30-60 years poplars and willows should be gradually felled and replaced (potentially with native species) before they collapse.

If the roots are healthy, they can sprout again, but ideally you'll end up with a mixed age native vegetation cover that transitions to a self-sustaining forest.

If you have replaced poles with native species over time, or otherwise have native forest regeneration you don't really need to consider 'end of life' of the treatment. Over time you will achieve a mosaic of mixed age vegetation at different levels of the forest (canopy, sub-canopy, understory, ground cover).

With timber or carbon species, you may have to plan for thinning or selective logging if the trees present an erosion risk.

Long term monitoring and review

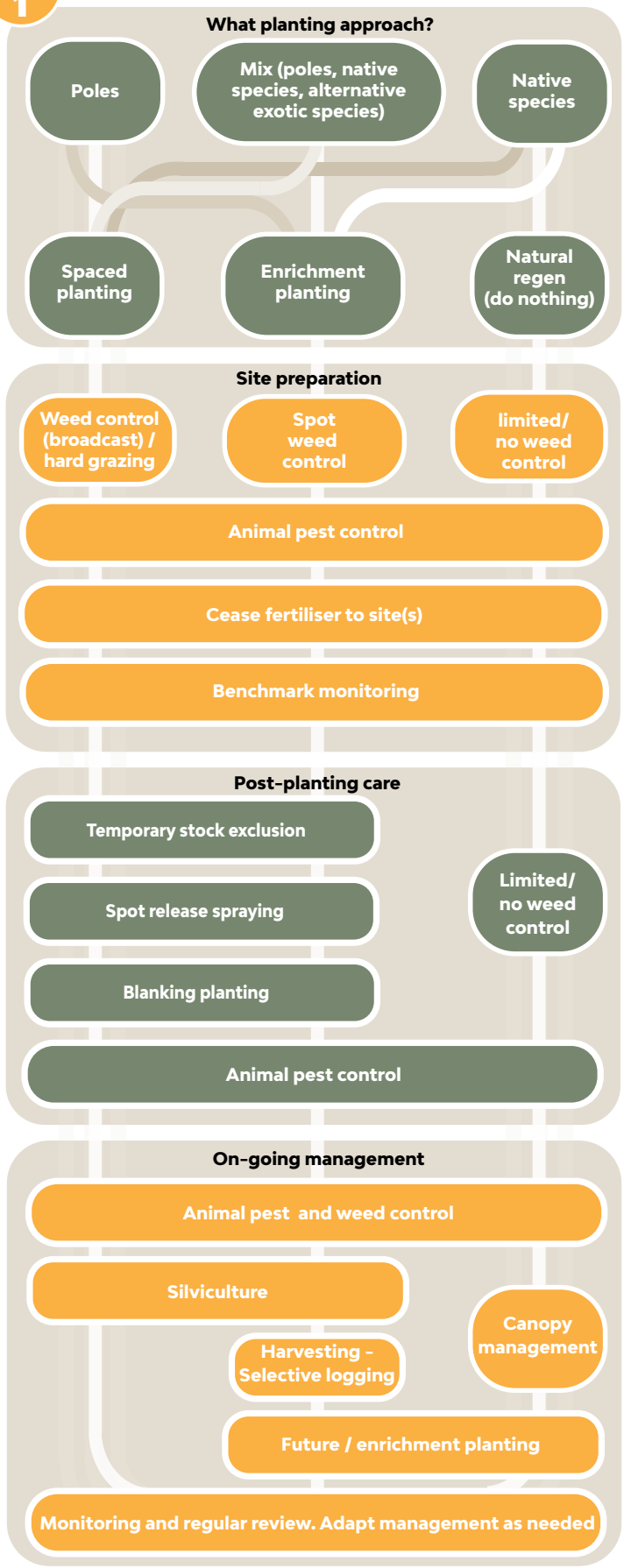
The outcomes are the whole point of this work. When you were at the planning stage, you thought about what you were hoping to achieve, and hopefully did some baseline monitoring of the aspects you are interested in; of water quality, sediment, slip or gully extent, native species present for example.

Now you are monitoring how they are trending. If your slips are growing – you will need to adapt and respond.

20-40 year Matsudana and hybrid willow poles on Transition land gullies. Upper Hikuwai Catchment, Tokomaru Bay. Credit: GDC

SCENARIO 1

SUMMARY - PASTORAL TRANSITION WITH STOCK PRESENT



TAG Transition Advisory Group

LONG TERM

PO Box 747
Gisborne 4040 NZ

15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group

Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 2 | PART 2 MAHI ĀHEINGA 2 | SCENARIO 2

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Mahi Āheinga 2:
Te whakawhitinga whenua kore kararehe

Scenario 2:
Pastoral land transition with stock excluded

He aha tēnei rauemi About this resource

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 2 Scenario 2	1.0	xxx

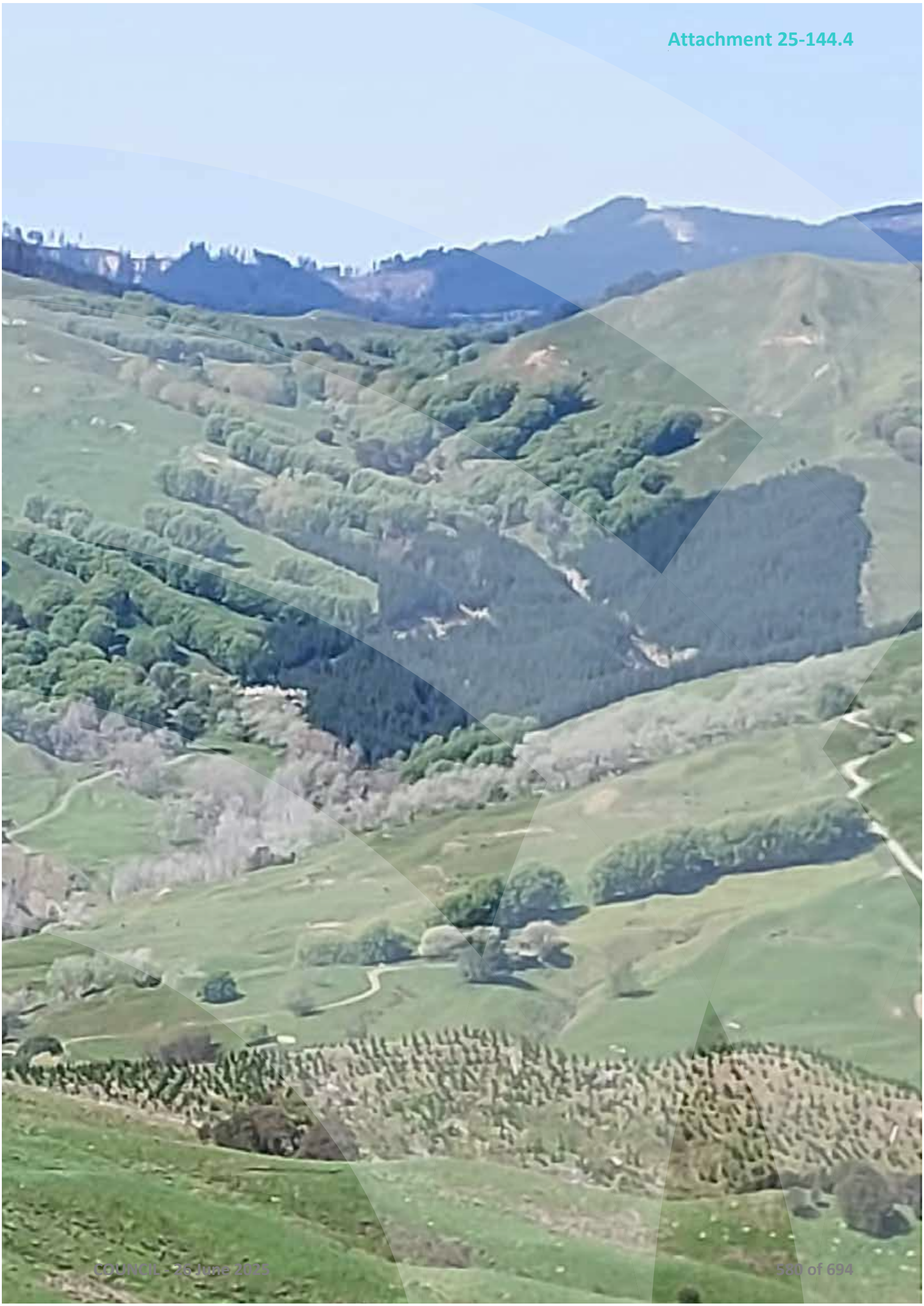
Version history

Version	Reason for revision	Approve by	Date
1.0	Published	N. Thatcher Swann	xxx

TAG
Transition Advisory Group

Ngā rārangi take Contents

Cover photo: 20-40 year Matsudana and hybrid willow poles on Transition land gullies. Upper Hikuwai Catchment, Tokomaru Bay. Credit: GDC



Kauwhiti 2: He whakamārama
Part 2: Transition scenarios

Are you in the right place?

This part addresses the specifics of transitioning pastoral land to permanent native or exotic vegetation cover, with stock excluded..

There are many specific online guides on topics such as species selection, site preparation, and planting techniques. This guide does not reinvent the wheel but highlights key considerations and provides links to further information (see Part 1 appendix 3)

For pastoral spaced erosion planting situations, these websites are particularly relevant:

- NZ Farm Forestry - Library
- NZ Poplar & Willow Research Trust
- Carbon Farming Group

There is an excellent series of videos on all aspects of poplar and willow management at: Planting & Managing Poplars and Willows on the farm..

Regional councils offer valuable resources. Focus on those with environments similar to ours, such as Northland, Hawke's Bay and Horizons regional councils.

- Growing-poplars-and-willows-info-sheet-Horizons RC 2014
- Planting advice for poplars and willows - Northland Regional Council

For restoration with native species, these websites can help:

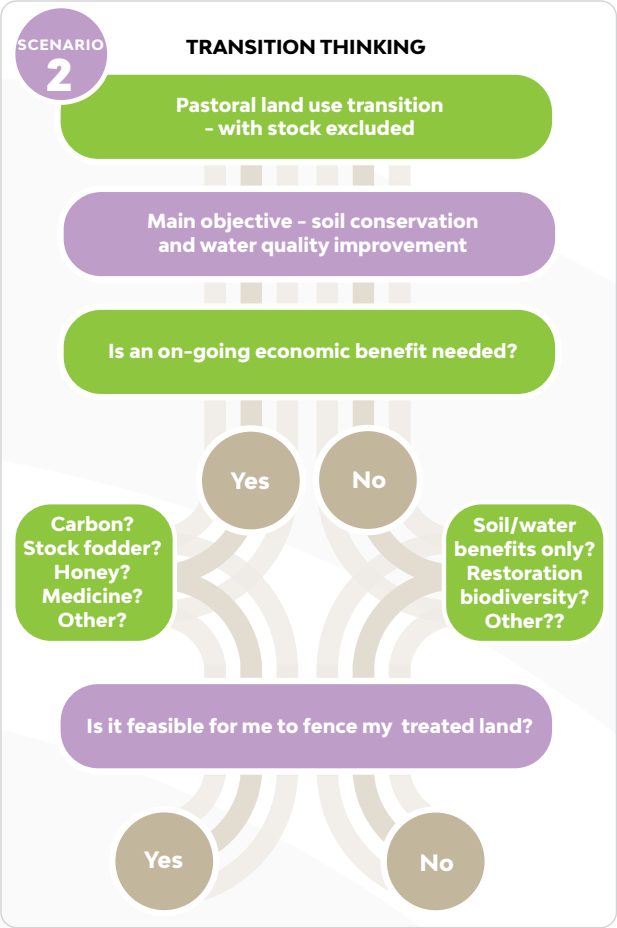
- Tāne's Tree Trust Documents • Establishing Native Forests
- New Zealand Plant Conservation Network
- Department of Conservation bush restoration advice
- Our Land & Water National Science Challenge – The Timata Method

Pakihiroa, Waiapu Catchment. Credit: GDC.

Opposite - Ihungia Gully. Credit: GDC

Mahi Āheinga 2: Te whakawhitinga whenua kore kararehe
Scenario 2: Pastoral land transition with stock excluded

Clarifying your goals and priorities



Transitioning land is a long-term commitment that involves planning, site preparation, establishment, and ongoing management. Before you begin, it's worth asking a few key questions:

- Will you need the land under transition to continue providing an income?
- What do you want this part of your whenua to look like in 10, 30, or 100 years?
- resources—time, labour, funding—do you have access to?
- Can you commit to maintenance, especially during the first 3–5 years?
- What species and systems fit best with your whenua, your aspirations, and your capacity?

This guide prioritises keeping Transition Land in permanent cover for soil conservation and water quality outcomes. Where possible, it also encourages transitions that support biodiversity, climate resilience, and intergenerational value.

This scenario presents an opportunity to prioritise native biodiversity as part of permanent land cover. Native regeneration supports a wide range of taonga species - plants, birds, insects, and other wildlife - and brings co-benefits that can increase the long-term resilience and productivity of your land.

There's no one-size-fits-all answer. Your goals will shape your responses, your transition pathway, and the pace of change.

For instance – do you want your permanent vegetation cover to include high value timber species that makes selective logging viable? Or mānuka for honey? Are you looking at native regeneration of part or all of the transition land for habitat and biodiversity restoration?

Carbon opportunities and the ETS

Transition Land may be eligible to earn carbon credits through the New Zealand Emissions Trading Scheme (ETS). While the ETS is best known for its support of plantation forestry, landowners can also register eligible erosion-control planting—such as poplars, willows, and some native species—under certain conditions.

Potential benefits of ETS Participation include:

- provision of an income stream to help offset planting and maintenance costs,
- recognition of environmental benefits of permanent vegetation on erosion-prone land
- ability to align with other co-benefits (e.g. biodiversity, water quality)
- flexible entry—registration is available for post-1989 forest land

Challenges and limitations include:

- easier access for block planting than for spaced planting
- Crown cover must exceed 30% within each hectare, with an average width of 30 metres

- Fruit or nut trees are ineligible, and some native species may grow too slowly to qualify
- time-consuming administrative requirements, mapping, and ongoing reporting
- variable carbon prices may not always cover full costs

Exotic vs Native species considerations

- Poplars and willows can be registered under the ETS as exotic hardwoods using MPI's standard carbon tables
- Natives can qualify if they meet forest land thresholds and growth projections, though sequestration rates are generally lower and establishment costs higher
- The Poplar and Willow Research Trust and Tāne's Tree Trust both offer guidance on ETS eligibility and carbon modelling for different species, eg., ETS eligibility for pole planting

Not all erosion-control work will qualify for ETS income - but it may still deliver long-term ecological and economic value. Use ETS options to support, not define, your transition goals.

Read on for more detail about how to get started with your land transition work.

The ETS is curly! Post-1989 forest land isn't just forest planted after 1989! Pruning/ pollarding can affect carbon tables!Get professional advice if you are considering transitioning from (or to) a permanent forest where you are sequestering carbon for monetary gain. Te Uru Rakau |NZ Forest Service can help:

Forestry in the ETS

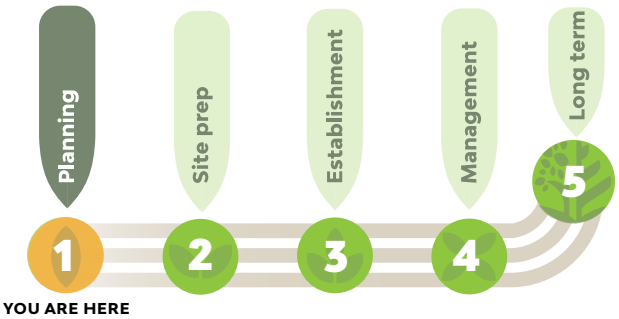
forestserviceadvice@mpi.govt.nz

Feasibility of fencing

Under this scenario you will also need to be clear on whether you can physically fence off the land to be transitioned, or whether you will need to look at other ways to exclude stock. If fencing is not feasible, talk to your farm advisor or LMA about other options.

Read on for more detail about how to get started with your land transition work.

Te whakamaheretanga
Planning



Once you're clear on your long-term goals and the core objective of protecting Transition Land, it's time to plan the steps, timeframes, and resources needed to make it happen.

Make a Transition Plan

It's helpful to document your thinking in a simple Transition Plan. This can include your vision, the land you intend to treat, phasing, costs, and any support or approvals required. A web-based tool will be developed to help you build your plan. In the meantime, you can work with a Council Land Management Advisor (LMA) to develop it.

Your plan should keep a long-term view in mind – considering both mid-term (30 year+) goals and impacts, and intergenerational (100-200+ year) outcomes. But break down the work into 10 years or shorter timeframes depending on your specific treatment plans.

Good luck trying to plant up Ihungia Gully, it's untreatable. Credit: GDC

Identify the treatable target area

Not all Transition land will be treatable due to steepness, instability or inaccessibility. Some Transition land may already be under permanent vegetation cover – it has already been treated.

You may also need to treat adjacent or surrounding areas - such as buffer planting around gully heads, to support successful outcomes on Transition Land itself

Identify not only your Transition land, but also any other land that you propose to treat.

Use your own on-the-ground experience and local knowledge to assess what's possible. Consider topography and micro – climate:

- Topography and micro-climate
- How the land behaves in heavy rain;
- What vegetation has established (or failed) in the past;
- How close are you to natural seed sources that could self-establish on your property;
- What natural features or barriers exist.

Make use of Council/Landcare maps, historic info and photos.

Get expert opinion on your plans to check they will work.

You can call Council LMAs to go over the site with you and help to plan, it's a free service.

Phasing and timeframes

Transition work typically occurs in phases:

- **Planning, site preparation, and initial establishment** can take 3–5 years.
- **Maintenance** (weed and pest animal control, fencing upkeep, infill planting) continues throughout the lifetime of the project, at varying levels of effort.
- **Long term management,** including end-of-life considerations for exotic species. Native forest regeneration may take 30–100+ years, depending on species and conditions.

Some landowners will aim for permanent cover within 30 years. Others may see native regeneration as a longer-term goal, especially where restoration is viewed as an intergenerational response to past land use impacts.

Some things to consider when planning timeframes and phasing transition work

How long will site preparation take?

- **Do you have animal or weed pests that will cause problems for establishment and growth**
- **Consider when you can access people to do initial pest control in the year leading up to planting**
- **Are you planning new or remediated fencing?**
- **How long will this take?**

Are there clear phases to your transition work?

- **What do you want in the long-term? Does this affect what you do early on?**
- **How will budget and cash flow affect transition phasing**
- **Are there other dependencies that will affect the order you work in?**

How will the seasons influence your timeframes?

- **Planting is a winter job. When is the next suitable planting season?**
- **What other farm work is competing for attention then?**
- **If you are in a drought year, should you plant? Drought can cause high mortality rates for poles and native species.**

Access to poles/seedlings and planting labour is crucial, so plan ahead.

- **How long will it take to get supply of your preferred plants? It's important to order well in advance so your site-preparation isn't wasted.**
- **When can you get people to do the planting? (a crew of 4 is ideal, 2 minimum)**
- **Can you commit to the maintenance requirements?**

Mata Catchment: Credit GDC

Consider how long each phase will take for your transition treatment, on your whenua. Your plan will likely evolve over time. Start with what's known, and update it as new opportunities, challenges, or resources emerge. You may need to circle back once you have thought through some of the things that influence how long the transition work will take, and what order you do it in. For instance – how much fencing will be needed, and when can you fence? When can you access the plant material?

The LMAs can come and do a pre-planning site visit if you like, they can help develop your plan with you and it's free.

Determining your transition approach

This scenario assumes stock will be excluded, opening the door to a range of transition strategies in addition to spaced pole planting. Maintaining permanent vegetation cover is the key objective, but your approach may include spaced pole planting, native forest through natural or assisted native regeneration (ANR), a nurse crop of kānuka or mānuka, or a mixture of exotic and native species,

Your best transition path will depend on your initial vision and aspiration, site conditions, access to planting material and labour, and the level of management you can commit to over time.

Alternative exotic tree species

Consider alternative exotic forest species. Permanent vegetation cover means that clear felling plantation forest isn't an option, however selective logging may be viable for high value timber species, subject to relevant regulation. The NZFFA report Trees for steep slopes is highly relevant, with interesting information on the value of and options for alternative forest treatments. The NZFFA species guides are helpful.

Native regeneration

If budget constraints are high and/or conditions are favourable, native regeneration may be a good option. For this to work:

- There should be existing native seed sources nearby. What native species are growing there now?
- Weed and animal pest control is critical.
- Consider whether long-lived canopy species are likely to establish.
- Reliable rainfall, suitable elevation, and moderate windspeed and temperatures improve outcomes.

Assisted native regeneration (ANR)

ANR should be considered where native regeneration rates are likely to be slow or not result in the desired mix of species including long-lived species. This can be a faster, more effective option than natural regeneration in such cases, but requires active management, therefore higher resourcing and costs. Note: the Tīmata Method provides a successful, cost-effective methodology for achieving ANR.

The micro-climate and pest control considerations listed above are still relevant. Think about what species will establish well on your site.

If enrichment planting is needed, will you buy in from nurseries, or propagate your own plant material? If doing it yourself, plan for propagation at least one year in advance depending on species selected.

Also consider establishing intensively managed seed islands.

Fencing and stock exclusion

Effective stock exclusion is critical to allow vegetation to establish. In some areas, standard fencing may be straightforward. In others, such as steep, remote, or fragmented areas, you may need to consider alternative approaches, such as:

- Using natural barriers or landscape features to limit access;
- Adjusting grazing rotations or timing;
- Exploring temporary or virtual fencing options;
- Prioritising marginal or already semi-excluded areas.

Consider what fencing will work best with your wider farming system, not just what seems cheapest or easiest. In some cases, fencing a larger area may allow for a more efficient line, reduced maintenance, or make better use of existing fencing infrastructure. It may also make more sense to exclude stock from an entire block rather than trying to isolate smaller areas. See

the examples in **Part 1 chapter 4** for how others have approached this.

Planning for exclusion early will shape your phasing, planting layout, and species selection.

Hilton learned not to assume a waterway will work to keep animal pests out. Consider fencing, especially if you are putting good money into riparian planting.

Site selection and planting design

It is usually helpful and saves time overall to get out on your site with an LMA or other advisor to help decide on options to suit your site and your personal objectives.

Planting site location

- Work with your site's strengths. Consider:
- Linking existing vegetation stands to maximise seed dispersal and carbon eligibility;
- Targeting erosion hotspots first;
- Using kānuka or mānuka as nurse crops;
- Establishing strategic seed islands to give you better bang for buck?
- Building on previous planting work to save time and resources.
- making use of what is already on-site/nearby. Are there areas of native bush nearby that can

It's often helpful to walk the land with a LMA or trusted advisor to refine your planting design. Use this time to assess access, slope, soil, and how your long-term goals can be supported through layout and species choice.

What species are going to do the job?

Start with your goals. Are you focused on fast erosion control, native restoration, biodiversity, timber, or carbon? Most landowners use a mix of treatments to meet different needs across the property.

Willow and Poplar (spaced planting) are commonly used for erosion control in pastoral systems. Modern varieties have improved form and are less disruptive to pasture productivity. However, they offer limited biodiversity value.

Willows have the highest survival rate but can get top heavy and collapse if not managed.Preferably don't use poplars within 10m of a waterway

Consider poplar and willow if:

- You need quick ground stabilisation while you establish slower-growing native species
- ETS eligibility is a priority under the "Other Exotic Hardwood" category;
- You have existing planting experience and success with these species.

Consider whether they are the best option in your

Recently harvested poles soaking, ready for transport, Waerenga-o-Kuri Nursery. Credit: GDC

circumstances, (for example, if you are looking at timber species or planting close to waterways you might choose something else).

Check out the examples in **Part 1 chapter 4**. Some landowners find their sites suit a mix of treatments.

Check out the Poplar and Willow Research Trust's poplar & willow varieties resource for selection and performance comparisons. Or better still, get an LMA to visit your site to help explain species performance in different soils, slopes, and exposure conditions.

Exotic tree species 'poles plus'
Incorporate a mix of species that reflect your long-term goals. Some options include:

- High-value timber species like tōtara or Tasmanian blackwood;
- Multi-use trees that offer future fodder, honey, or craft wood potential.

Resources to guide your selection include:

- NZ Farm Forestry (NZFFA) Species selection tool
- Tāne's Tree Trust Species information • Native Forest Toolkit
- NZFFA Report: Trees for steep slopes

Permanent vegetation cover rules out any clear-fell harvesting, but selective logging of high-value species may be viable in the future.

Native species and seed islands

If If native biodiversity or long-term ecological value is important to you, consider using native regeneration, seed islands, or native nurse crops.

Mānuka and kānuka are hardy, **low-maintenance** once established, and serve as effective nurse species for other long-lived trees. Mānuka, kānuka and tōtara are generally unpalatable to animal pests after the seedling stage, helping to reduce maintenance costs.

Seed islands typically involve intensive planting of diverse late succession, high forest species to achieve canopy cover quickly. This is sometimes interplanted among a nurse crop of pioneer species.

Tane's Tree Trust How to establish seed islands can help with site selection and planting design of seed islands. See Sheldon's case study in **Part 1 chapter 4** for mānuka-based medicinal products and biodiversity outcomes.

Locally sourced mānuka seedlings. Credit: Native Garden Nursery.

Pine as a nurse crop

Some landowners are experimenting with pine to generate carbon revenue while transitioning to (and to fund) permanent native cover. See Bryan's example in **Part 1 chapter 4** for a partnership model with NZ Carbon Farming (NZCF) in continual cover forests using pine as a long-term nurse crop for native regeneration at scale.

This is a relatively young approach and hasn't yet stood the test of time. Independent advice should be sought to manage risks. It is important to have the right tree in the right place when it comes to long-lived species on steep eroding transition land.

What planting density/spacing/numbers will you need?

This depends on the species and overall treatment you choose and on whether or not you are trying to meet the requirements of ETS.

Plan on 20-50 sph for pole establishment (although this isn't dense enough for ETS purposes), and 1500-2500 sph for ANR (the high end is for more severely damaged sites).

For enrichment planting, about 10% of the site should be planted, so plan for 320-450 sph.

Seed islands are typically planted much more densely, depending on species (up to 4500 sph), but they are usually only small areas; 10-30m across. Seed island density will vary depending on the individual forest and its long-term plan (and taking into account existing seed source), but could be roughly 1 seed island per hectare, covering about 0.01-0.09 of that hectare.

Plan to do 10-30% blanking as needed over the first 2-3 years.

Annual failure of up to 30% is common for spaced pole planting. With good growing conditions (mean temperatures, rainfall etc.) survival rates for native species tend to be around 80%, even as high as 90%. Survival rates are lower if you don't keep on top of releasing, or if it is a very dry year. At Waingake they plan on 20% blanking in the year following planting.

Council LMA and biodiversity teams are happy to help. MPI also have advisors and resources. Other experts are listed in **Part 1 appendix 2.**

Tim advises not to plant more than you can handle the maintenance for in any one year

Emissions Trading Scheme (ETS) eligibility is important for some people

See introductory information at 'clarifying your goals and priorities' at the beginning of this chapter.

If you're looking at carbon opportunities, you need to plan for ETS eligibility requirements. This will affect your planting density, planting location (eg. to achieve contiguous areas), and the species you choose.

ETS eligibility is very specific in terms of area and tree canopy cover, so check out NZFFA Trees for Carbon. ETS eligibility can be complicated when it comes to species other than pine, but there are some resources aimed at farming, such as this one from Beef + Lamb New Zealand:trees-within-farms-opportunities-carbon-enhance-your-farms-biodiversity.pdf

Go to the directory at **Part 1 appendices (appendix 2**) for useful contact information, including local people who can help, and check out **Part 1, chapter 4** for Bryan's work with NZCF.

Planting and supply timing

Poles and willows are best planted in winter. Nursery poles are harvested in the first half of June and are available June – July (September at the latest).

Order native plants by July/August for supply the following year, (order earlier if possible/for larger numbers). You can arrange pick up to suit your site.

Timing for planting should aim for the optimum time to allow maximum root establishment of the plant, (autumn to early winter for most parts of Tairāwhiti (to make use of winter moisture for plant establishment), except the Matawai/Motu areas where a later planting around September/October can work well. Planting particularly wet areas is best done when the risk of winter flooding is over).

Locally grown mānuka seedlings. Credit: Native Garden Nursery

Some species such as tōtara, kahikatea and other canopy species, can take two to three years before saleable from nurseries. Plan for and order these species with that in mind.

Budgeting

This section outlines the main budget considerations you will need to factor in. Some examples of costs are given at **Part 1 appendix 1**.

Your site will be different from everyone else's. The question here is 'what is it going to take before I can start and complete the transition work?', and, 'if I don't have the resources I need, how can I get them?'

The TAG and Council are exploring ways to get financial assistance for the transition of the region's most vulnerable land into permanent vegetation cover. We will keep you posted on this. Meanwhile, this guide is written assuming you have decided to do the work, and that you have the resources to do it.

Budget and establish a cash flow for the work over at least ten years. Consider other priority expenses coming up in the period, to keep it realistic.

Key budget considerations include:

- Scale of the project
- Access to transition areas
- Cost of plants, labour and pest control)
- Types and numbers of pests, and pest reinvasion rates

There are several useful online resources for working out your budget, such as the Planting & Budgeting Calculator from Tane's Tree Trust, for native vegetation work. Also check out the information on costs at **Part 1 appendix 1** of the Guide.

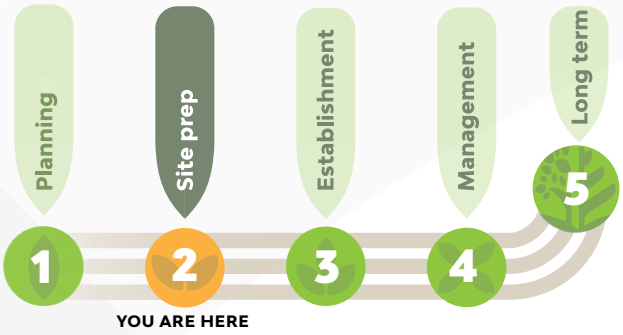
Possible ways to keep costs down

- Stop fertilising the transition sites and reduce stock camping in gullies
- Shop around for bulk nursery prices, prices vary a lot!
- Don't buy bigger (more expensive) plants than you need for each site.
- Buy local! This will help keep freight costs down, makes communication about your needs easy, and will ensure your plants are suited to local conditions.
- Consider working with neighbours or a catchment group. Can you buy plants in bulk? Or get planting crews/hunters to come out and spend longer in the area rather than several call outs?
- Salvage and re-use planting sleeves from Y3.
- At current demand levels and depending on the scale needed, Council may be able to help with your possum control at no cost.
- Plant for ETS eligibility, for example by linking pockets of existing vegetation.
- if you you have enough lead in time and resources (including expertise), consider establishing an on-site/catchment/community nursery for your planting material.

Further info about on-farm nurseries:
farm pole nursery guide,
NZ Poplar & Willow Trust
start-your-own-farm-nursery
(native veg) Otago RC

Cloche under construction for community nursery, Tokomaru Bay. Credit: GDC

Te whakarite i te whenua
Site preparation



This section outlines the key considerations for physical site preparation prior to planting. Your site preparation will depend on your topography, plant and animal pest levels etc, as well as the transition treatment you've planned.

Poles are usually available from June-July, meaning you need to have your site prepared for planting through July-September.

Do you need and have access into areas for:

- pest control?
- establishing seed islands
- enrichment planting, and monitoring?

If you need tracking give the Council LMA team a call, it's important not to create more erosion problems (or consenting issues).

Fencing

You're farming – you know all about fencing. In terms of transition work it's more relevant to consider where it is practical to fence, where it makes good farming sense to fence, what type fencing is needed (does it need to be deer-proof, or just stockproof?), and whether you need new fencing or can remediate existing fencing. But you did all that in your planning stage, right?

You may not be used to fencing against rabbits/hares – this would only be needed for establishing seed islands, and maybe not even then, depending on your pest levels and control efforts.

Alternative fencing solutions

Consider virtual fencing options such as collar technology, it's pretty expensive at present, but will get cheaper over time (Halter collars are about $98/SU for the annual rental, plus the initial installation cost, farm mapping and network service). Collar technology offers other benefits however, such as the ability for more efficient grazing.

Pest Control

All of the case studies in **Part 1 chapter 4** emphasise pest control as the key to regeneration and planting establishment.

Monitoring for pest presence, numbers and/or impact is therefore crucial.

Plant pests

Consider if grazing the site initially will reduce plant pests without harming desirable seedlings. Otherwise, you need to clear whatever plant pests are in the way of getting access to your planting.

For poles you will usually do a pre-planting spot-spray. Native species are generally susceptible to herbicides, but can be planted into sites that have previously been spot-sprayed.

Stock exclusion can bring huge weed issues in some areas – if initiating stock exclusion there needs to be a weed management plan and planting ASAP to stay on top of the weeds

Animal pest management

Animal pest control is essential. Your effort will depend on a range of considerations, including what pest species are present, previous pest control, what your neighbours are doing (or not doing), and what tools and resources you have at your disposal.

What is the topography of your land and its relation to the catchment? Consider working in with your neighbours to create buffer zones around your transition area.

Animal pest management needs to address ALL pests, not just ungulates (though pigs and hares aren't usually a big issue for pole situations). You will need to control deer, goats, hares/rabbits and possums depending on the treatment you are doing, and pest levels at your site (and your neighbours!).

Are you planning to establish any seed islands? If so, you may consider fencing a small area off for each. In the examples in **Part 1 chapter 4** Hilton suggests 5x5m. Good pest control accelerates native regeneration for example, allowing mānuka, kānuka and other reversion species to come back naturally. Controlling predator pests supports bird populations, and therefore seed dispersal.

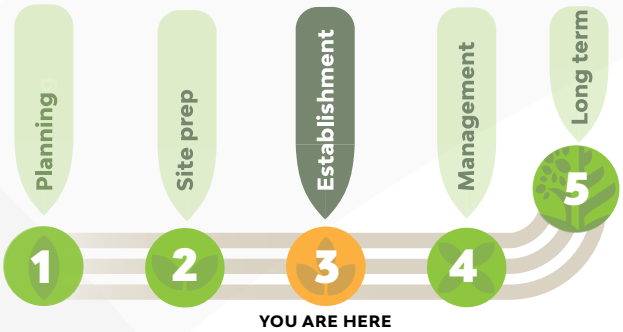
Seed island work – Waingake. Credit: Scott Sharp

If you have the resources, go technical. There have been great advances in self-resetting and re-luring traps such as the AT220 for possums and rats. They cost a bit more however they can reset over 100 times so the labour cost savings are significant compared to more traditional one-set traps. The most recent Auto Trap now includes Artificial Intelligence (AI) and on-site monitoring.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Depending on the specifics of your site, animal pest control can vary widely. Do pest control then monitor for signs of damage; more control may be needed.

Council can help with possum control (at current demand)

Te whakatū
Establishment



Pole Planting equipment, storage and Handling

Equipment needs for pole planting are fairly basic; a posthole borer with an auger, and a 'Y' bar pole rammer (thumper).

You'll need to consider how you will keep poles moist if you can't plant straight away, for example keeping poles alive in a trough. If storage and handling is an issue, get advice from the LMAs.

Planting

Spaced pole planting

Choose the best site for each pole to thrive and be effective – sometimes the planting will need to be outside of the mapped area to hold the Transition land together (such as at gully heads). LMAs can help you with your specific site, but generally look for places where water concentrates (depressions, run off channels, and boggy areas for example).

There is useful detail on pole spacing and positioning on websites like Northland RC's Planting advice for poplars and willows. Hawke's Bay RC's video on pole handling and planting technique is also useful - but you'll get better help for your specific site by getting the Council LMA team out to yours for a pre-planting site visit.

It is important to make sure the hole is not too big, as roots die off if the pole is loose. In dry years clay soil shrinks away, and poles need ramming in again.

A crew of four is ideal for pole planting. Depending on the terrain and moisture conditions, it's reasonable to plan on 50 per person, per day. Don't forget your planting labour needs to be organised well in advance. Also give thought to how your crew will access the planting sites.

Phil H recommends planting poles on an angle out from the hillslope, to stop stock/pests uphill enjoying kai in easy reach

Release sprays will be needed soon after planting, ideally before weeds reach 10cm. A second spray may be needed later in the growing season.

Natural and assisted native regeneration (ANR)

Tim stopped fertilising gullies, and doesn't mob cattle in there. The mānuka has come away well.

Depending on nearby seed sources and the condition of your site, establishment can be as simple as avoiding fertilising the site, doing a hard graze for a week, then exiting cattle and monitoring the regeneration. Pest weed and animal control will remain crucial though, and note Hilton"s advice:

Lessons learned - planting

Hilton regrets not doing some supplementary planting in the regenerating site. The block had a good seed source nearby, but it didn't come away as quickly as they'd expected. If they were to do transition work again, Hilton says they would probably create seed islands.

Native planting

Where you don't have strong native regeneration, you will need to plant more actively.

Pole harvesting, Waerenga-o-Kuri Nursery. Credit: GDC

Native seedlings were established at Waingake at 1500-2500 sph, depending on erosion risk and observed rates of native reversion.

Tane's Tree Trust has good information on planting techniques for natives, (including establishing Totara for those interested in timber/carbon options). 2-3 years in the nursery produces plants that are ideal for transition work.

Enrichment planting at a density of 450 sph (320 for less degraded areas) will accelerate the native regeneration on your site. Two to three years in the nursery produces plants that are ideal for enrichment planting work.

Pre-planting spot spraying will be needed.

Care needs to be taken when release spraying native species, and the use of spray guards or other protective devices is highly recommended. Wool mats were trialled at Waingake on new planting, but were found to be expensive, labour intensive to install, and quickly became overgrown.

Seed Islands

Some information on native species planting costs can come in at up to $30,000/ha but other options like the Tīmata Method are a fraction of the cost.

Seed Islands are small (eg 20x20m) intensively managed groves of diverse native forest species planted densely (eg 1.5m spacing, or 4500sph), strategically spaced across a wider regenerating/sparsely planted landscape. Effort (time, resources weed and animal pest control) is focused. The islands become biodiversity hotspots, and support wind/bird-dispersed seed, into naturally regenerating areas

How to establish "seed islands" of natives • Tāne's Tree Trust Documents

Seed islands, wide spacing, and tactical spread can help reduce costs further (for example, planting some areas at 1.5m spacing, but planting areas nearer to seed sources at 3m spacing) and the success that comes with native regrowth in the absence of animal pests.

Establishing other exotic vegetation

You may be planting non-native species for selective timber logging, carbon farming, biodiversity markets or other purposes. As long as the planting achieves permanent forest cover (and won't add to the risk of erosion, soil loss and woody debris mobilisation) on Transition land it's really up to you what you plant.

NZFFA are a leading source for information on alternative tree species, including plant establishment, aimed at farm foresters. Check out NZ Farm Forestry - Successful establishment of tree seedlings, and the NZFFA library in general.

In regard to exotic nurse crops, whether the proposed exotic cover is pine or any other exotic species, if you are aiming for native vegetation cover long term, you will need to consider the density of planting needed to encourage native regeneration, and the age and method of removing the exotic cover before it becomes a problem to regeneration or to erosion risk. If you are working with third parties you will need agreements that give you confidence the transition will happen - it is advisable to get expert advice to ensure financial, environmental and regulatory risks are managed. Monitoring will be particularly important if you are considering a relatively novel transition approach.

Recently planted poles with sleeves on eroding slope. Credit GDC

At time of writing solid (or vented) plastic sleeves offer the best protection for poles against stock and animal pests (except horses and deer). They need to be on the pole at planting (they can be re-used on new

plants after Year 3). They can also conserve moisture during dry months and protect against damage from light debris. They can increase the temperature close to the pole up to 10 degrees though – some products address this. There are a few different options on offer and the price ranges considerably.

Note - net-style sleeves aren't useful against possums.

Benchmarking

Now is a good time to set up benchmarks for monitoring progress, change, experiments, and the effectiveness of your efforts.

Photo points are spots you mark up to make it easy to take photos of the same view, at the same time of day, at the same time of the year, every year. They are easy to establish; posts, fenceline corners or gates are useful photo points.

You may do other benchmarking work, depending on what you want to track. If you have biodiversity goals you might want to do plant or bird species counts. There are some easy water quality monitoring techniques too.

See the directory at **Part 1 appendix 2** for further information on monitoring.

Waingake photo points. Credit: GDC

Te whakahaere
Management

On-going management tasks include blanking in the early years, pest animal and plant control, and some silviculture/pruning. Monitoring is also an ongoing part of active, adaptive management.

A bit more planning

Consider making an annual operations plan to implement your overall plan. It doesn't need to be complicated, but it helps you to check back with your big picture goals, think about specific actions you need to take for the year, and any changes you might need to make based on how your transition work is progressing and what last year threw at you.

Check for loose poles

Loose poles need re-ramming

Check poles a few times over the first spring and summer from planting. You're looking to see they are still tight in the ground to avoid root breakage and drying from wobbly poles. Re-ram soil around loose poles.

Replacement Planting (Blanking)

Blanking is replacement of dead plants. Plan to replant up to 30% of poles the winter following planting, for the first two-three years depending on the size of surviving plants. At Waingake, staff plan for 20% blanking in the year following native planting.

Think about what caused the problem – maybe you need to plant a bigger pole or different species.

Send the kids out to salvage runaway sleeves. They can be redeployed on new planting after year 3.

Pest Control

Weeds

Releasing seedlings may be needed between September and November and again in February/March over the first two to three years depending on their size at planting time, and the level of rank grass/weed competition. This needs to be done by an experienced and careful operator. Releasing costs around $1/plant depending on planting density, site access, slope etc.

Although stock are permanently excluded from the site in this scenario, grass that is still benefitting from years of fertiliser can get away and cause thatch too thick for seedlings to break through. It may be necessary to drop in a few sheep to top the planted site initially, taking care not to graze the site too long or hard.

Animal pests

You need to continue the animal pest control you began in your site preparation as animal pests can very quickly wipe out years of hard work and expense. Hilton says the job can't be left just to recreational hunters.

In the **Part 1 chapter 4** case studies Bryan sees pest control as the single biggest determinant of whether or not successful regeneration will occur in a timely manner.

Pest control means managing a pest population to a level that meets the objectives of the transition treatment you've chosen, so monitoring for pest presence, numbers and/or impact remains just as important to determine how much/when more control is needed.

In extensive farming situations, monitoring for animal pests will usually be by observation as you go about other tasks.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Control ungulates to levels that have minimal impact on

your planting or naturally regenerating areas.

And if you see a deer? There are too many deer!

See **Part 1 appendix 3** for links to pest monitoring information and resources.

Silviculture

Big root systems but small trunks are good for soil conservation/farming combinations. Willows will fall over if they get too big. But topping and thinning can mean they are effective for 30 years or more.

Don't prune poles too early, you need to let them grow enough foliage to withstand drought, animal pests and wind. Generally you can start pruning from Year 3. There is good information out there – such as Taranaki Regional Council's pruning diagrams.

Poplar and willow Trees can be thinned, but not before 10-20 years, to preserve erosion control effectiveness. You can top willows and poplars at 10-15 years (depending on size, rather than age), but be aware of significant health and safety considerations.

Factor in thinning and pruning of 1/3 hectare per year after eight years

Bonus – willow and poplar thinnings and prunings can be good stock fodder. According to Plant & Food Research, the leaves and small stems have similar nutritional value to summer pasture.

Silviculture may also be relevant for alternative tree species growing in uneven aged stands which are harvested by a series of thinnings, such as redwoods and eucalypts. There are various information sheets on the NZFFA website; NZ Farm Forestry - Silviculture and forest management.

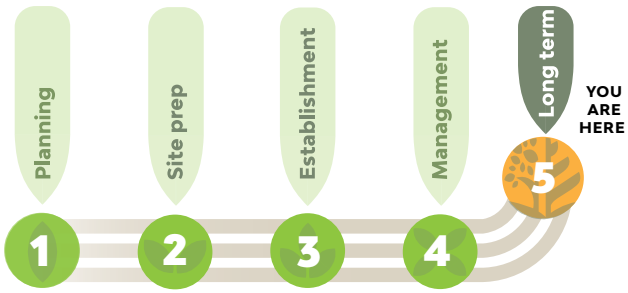
Monitoring, review and adaptation

You don't want all this effort and cost wasted, so you'll be monitoring what you've done, how it's performing, impacts from pests etc. Monitoring allows you to adapt quickly to new information. The LMAs can help with advice if you notice anything going pear-shaped. Inspect your treatment area at least twice a year. Take new photo points at least annually. Check out Photo points • New Zealand Plant Conservation Network for tips on setting up photo points.

If you are trying any experiments, it's even more important to monitor. You may be onto something you can share with others.

Think about your goals for the transition. Are there any obvious signs you could monitor that would tell you if your efforts are working, or whether you should adapt your management? How about pest evidence? Locations of failed/particularly successful planting? Bird counts? Water quality? Your budget?

Te whāinga roa
Long term



On-going management tasks include blanking in the early years, pest animal and plant control, and some silviculture/pruning. Monitoring is also an ongoing part of active, adaptive management.

Future planting

Consider further planting to suit your long-term goals. Agriforestry? Restoration of biodiversity? Carbon farming? Think about alternative species for different purposes, for example timber trees? Vegetation for bees? for medicinals? Or for cut and carry stock fodder?

Can you diversify your farming methods or stock to make the model work better? Apparently bison like woody prunings! Think laterally.

End of life

Not yours! Somewhere between 30-60 years poplars and willows should be gradually felled and replaced (potentially with native species) before they collapse. If the roots are healthy, they can sprout again, but ideally you'll end up with a mixed age native vegetation cover that transitions to a self-sustaining forest.

If you already have native forest regeneration you don't really need to consider 'end of life' of the treatment. Over time you will achieve a mosaic of mixed age vegetation at different levels of the forest (canopy, sub-canopy, understory, ground cover).

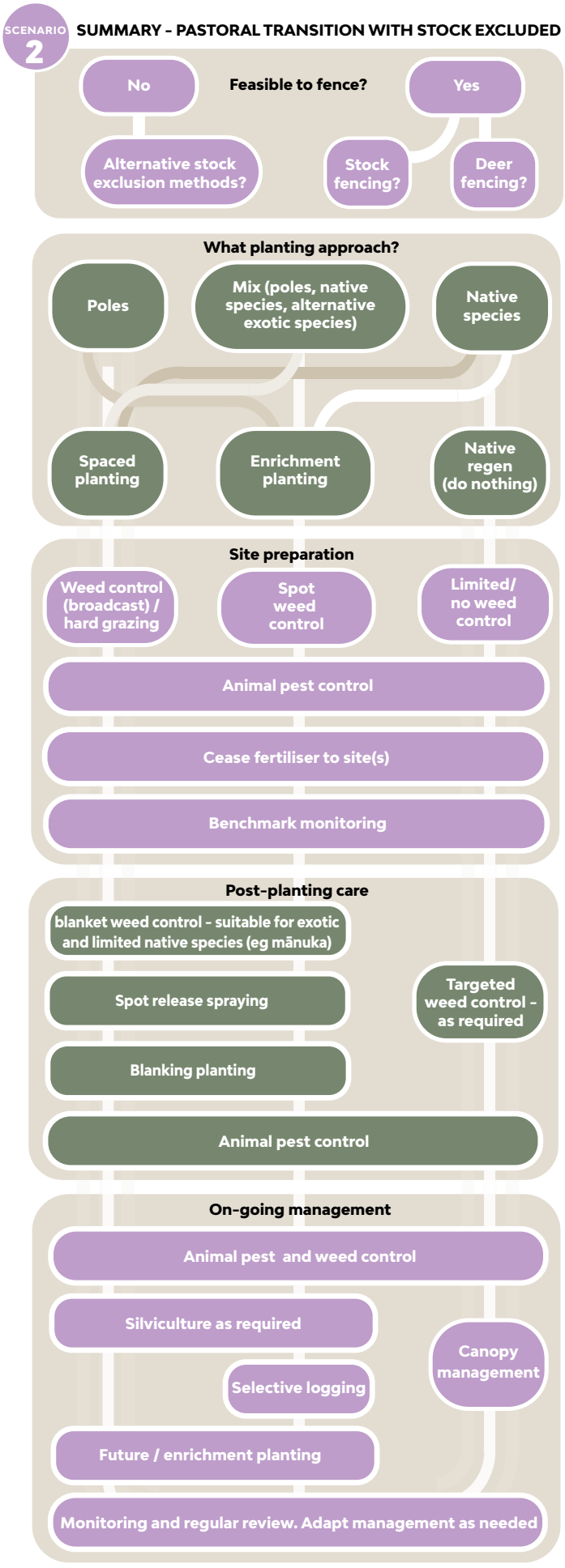
With timber or carbon species, you may have to plan for thinning or selective logging if the trees present an erosion risk.

Long term monitoring and review

The outcomes are the whole point of this work. When you were at the planning stage, you thought about what you were hoping to achieve, and hopefully did some baseline monitoring of the aspects you are interested in; of water quality, sediment, slip or gully extent, native species present for example.

Now you are monitoring how they are trending. If your slips are growing – you will need to adapt and respond.

20-40 year Matsudana and hybrid willow poles on Transition land gullies. Upper Hikuwai Catchment, Tokomaru Bay. Credit: GDC



TAG
Transition Advisory Group

LONG TERM

PO Box 747
Gisborne 4040 NZ

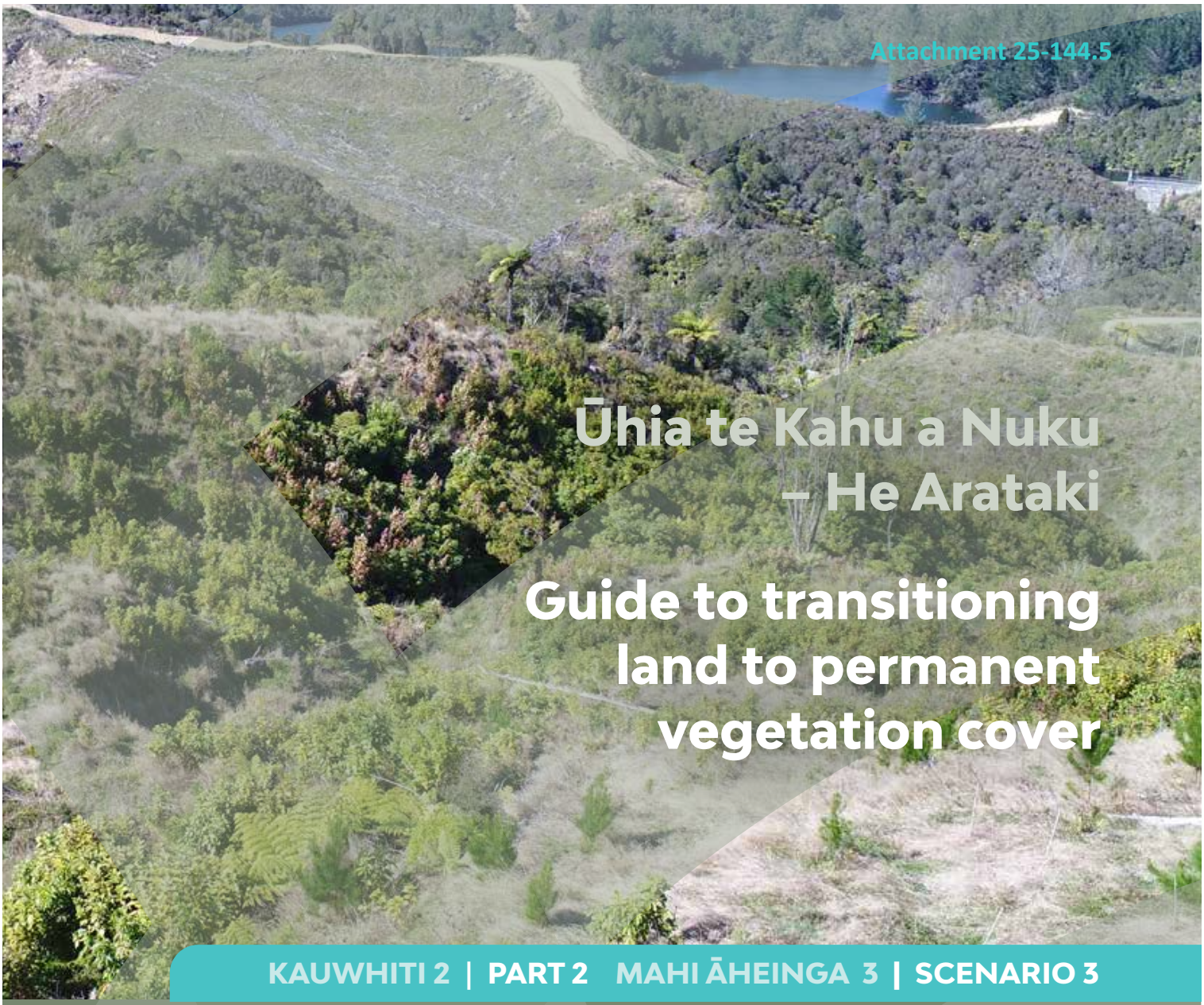
15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group



Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 2 | PART 2 MAHI ĀHEINGA 3 | SCENARIO 3

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Mahi Āheinga 3:
Te whakawhitinga whenua paina me te hauhake

Scenario 3:
Forestry transition involving harvest

He aha tēnei rauemi About this resource

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 2 Scenario 3	1.0	xxx

Version history

Version	Reason for revision	Approve by	Date
1.0	Published	N. Thatcher Swann	xxx

TAG
Transition Advisory Group

Ngā rārangi take Contents

Native regeneration on cutover pine forest, Waingake. Credit: Dr Adam Forbes

Kauwhiti 2: He whakamārama
Part 2: Transition scenarios

Are you in the right place?

This part of the guide addresses the specifics of transitioning forestry land to permanent native or exotic vegetation cover, after harvest.

There are lots of specific online guides on topics such as species selection, site preparation, and planting techniques. This guide does not reinvent the wheel, but highlights key considerations, and provides links to further information **(See Part 1 appendices)**

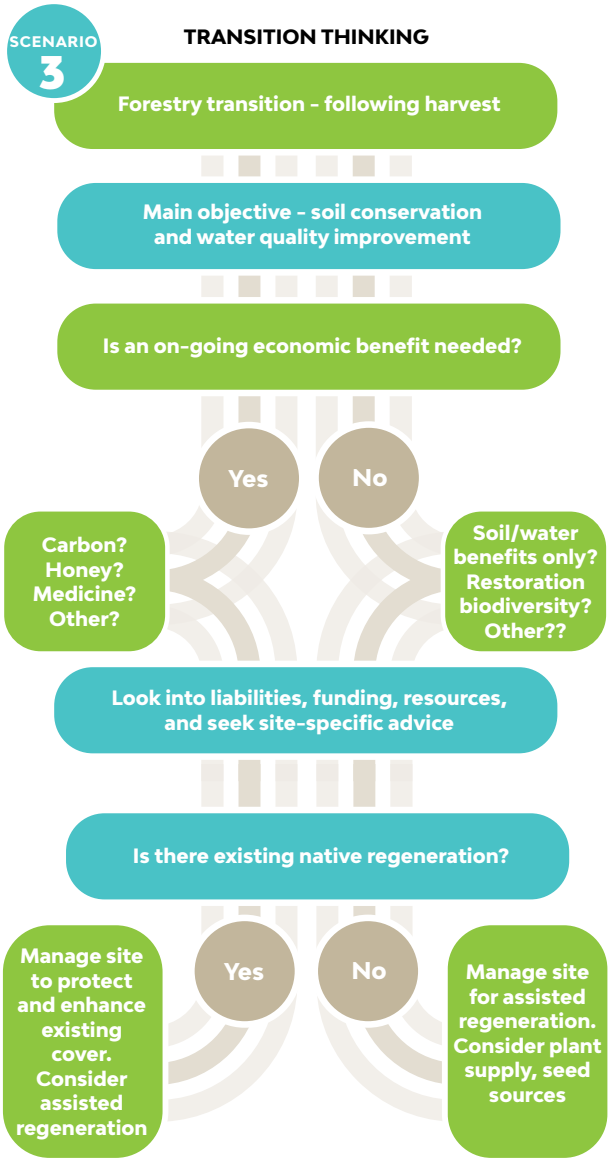
For transition to permanent vegetation after harvesting, these websites are particularly relevant:

- NZ Farm Forestry - Library
- nzcarbonfarming.co.nz
- Tāne's Tree Trust Documents • Establishing Native Forests
- New Zealand Plant Conservation Network
- Department of Conservation bush restoration advice
- Our Land & Water National Science Challenge – The Timata Method

Pines planted in Transition land, close to gullies – a current and future source of woody debris. Credit: Rob Daunton

Opposite - Waimata Slash, Mangahouku Credit: GDC

Mahi Āheinga 3: Te whakawhitinga mahi paina me te hauhake
Scenario 3: Transition of post-harvest forestry land



Many landowners choosing this scenario are already forestry managers with knowledge and/or experience of best practice across a range of forest management activities, and you probably already have a good handle on planning and costing the work.

This guide is written for smaller operators, for example, people who have a woodlot and usually contract in forestry management, although if you are a larger forest owner or manager, but you haven't previously transitioned forestry land to permanent vegetation cover you might still find the information useful.

Clarifying your goals and priorities

Transitioning land is a long-term commitment that involves planning, site preparation, establishment, and ongoing management. Before you begin, it's worth asking a few key questions:

- Will you need the land under transition to continue providing an income?
- What do you want this part of your whenua to look like in 10, 30, or 100+ years?
- What resources—time, labour, funding—do you have access to?
- Can you commit to maintenance, especially during the first 3–5 years?
- What species and systems fit best with your whenua, your aspirations, and your capacity?

This guide prioritises keeping Transition Land in permanent cover for soil conservation and water quality outcomes. Where possible, it also encourages transitions that support biodiversity, climate resilience, and intergenerational value. But there's no one-size-fits-all answer. Your goals will shape your responses, your transition pathway, and the pace of change.

For instance – do you want your permanent vegetation cover to include high value timber species that makes selective logging viable? Or focus on mānuka for honey? Are you looking at native regeneration of part or all of the transition land for habitat and biodiversity restoration?

Most people interested in this scenario will have an on-going economic driver, since we are talking about transitioning existing (plantation) forestry that will have been set up for commercial reasons.

Under this scenario you will also need to know whether there is existing native regeneration or seed sources on (or very near) the land to be transitioned. Or do you need to establish targeted native species as a seed source to progress the forest to its desired long-term state.

Carbon opportunities and the ETS

Transition Land may be eligible to earn carbon credits through the New Zealand Emissions Trading Scheme (ETS). While the ETS is best known for its support of

plantation forestry, landowners can also register eligible erosion-control planting—such as poplars, willows, and some native species—under certain conditions.

Potential benefits of ETS Participation include:

- provision of an income stream to help offset planting and maintenance costs,
- recognition of environmental benefits of permanent vegetation on erosion-prone land
- ability to align with other co-benefits (e.g. biodiversity, water quality)
- flexible entry—registration is available for post-1989 forest land

Challenges and limitations include:

- native species can qualify if they meet forest land thresholds and growth projections, though sequestration rates are generally lower and establishment costs higher
- time-consuming administrative requirements, mapping, and ongoing reporting
- variable carbon prices may not always cover full costs

If you are considering transitioning forests registered in the ETS you will need to ensure you carefully manage your forward carbon yield through site-specific forest management. All ETS registered forests need to manage carbon stocks over time. There are different opportunities and obligations for Pre 1990 and Post 1989 forests, along with different carbon accounting methodologies. The link to the Te Uru Rakau (TUR) website (see the sidebar) summarises the details.

Read on for more detail about how to get started with transition work.

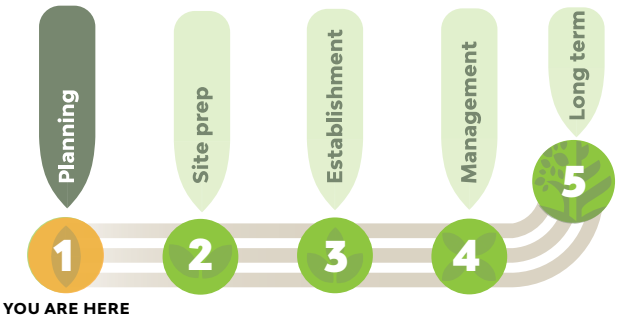
Get professional advice if you are considering transitioning from (or to) a permanent forest where you are sequestering carbon for monetary gain. Te Uru Rakau |NZ Forest Service can help:

Forestry in the ETS

forestserviceadvice@mpi.govt.nz

Pines planted in Transition land, close to gullies - a current and future source of woody debris. Credit: Rob Daunton

Te whakamaheretanga
Planning



YOU ARE HERE

So now you are clear on what you want to achieve alongside the primary Transition goal, it's time to plan the steps, timeframes, budgets and other details needed to get there. .

Make a Transition Plan

It's helpful to document your thinking in a simple Transition Plan. This can include your vision, the land you intend to treat, phasing, costs, and any support or approvals required. A web-based tool will be developed to help you build your plan. In the meantime, you can work with a Council Land Management Advisor (LMA) to develop it.

Your plan should keep a long-term view in mind – considering both mid-term (30 year +) goals and impacts, and intergenerational (100-200+ year) outcomes. But break down the work into 10 years or shorter timeframes depending on your specific treatment plans.

Note - for this transition scenario, it is important to plan the best management options in partnership between forestry company/landowner, Council and neighbours. Also make the most out of industry or sector plans if they exist. Or ask the LMAs to come and do a free pre-planning site visit.

Identify the treatable target area

Not all Transition land will be treatable due to steepness, instability or inaccessibility. Some Transition land may already be under permanent vegetation cover – it has already been treated.

You may also need to treat adjacent or surrounding areas - such as buffer planting around gully heads, to support successful outcomes on Transition Land itself

Identify not only your Transition land, but also any other land that you propose to treat.

Use your own on-the-ground experience and local knowledge to assess what's possible. Consider topography and micro – climate:

- Topography and micro-climate
- How the land behaves in heavy rain
- What vegetation has established (or failed) in the past
- How close are you to natural seed sources that could self-establish on your property
- What natural features or barriers exist

Good luck trying to plant up Ihungia Gully, it's untreatable. Credit: GDC

Phasing and timeframes

Transition work typically occurs in phases:

- **Planning, site preparation, and initial establishment** can take 3–5 years
- **Maintenance** (weed and pest animal control, fencing upkeep, infill planting) continues throughout the lifetime of the project, at varying levels of effort
- **Long term management,** including end-of-life considerations for exotic species. Native forest regeneration may take 30–100+ years, depending on species and conditions

Some landowners will aim for permanent cover within 30 years. Others may see native regeneration as a longer-term goal, especially where restoration is viewed as an intergenerational response to past land use impacts.

Consider how long each phase will take for your transition treatment, on your whenua. Your plan will likely evolve over time. Start with what's known, and update it as new opportunities, challenges, or resources emerge. You may need to circle back once you have thought through some of the things that influence how long the transition work will take, and what order you

do it in. For instance – how much fencing will be needed, and when can you fence? When can you access the plant material?

Some things to consider when planning timeframes and phasing transition work

How long will site preparation take?

- **Do you have animal or weed pests that will cause problems for establishment and growth**
- **Consider when you can access people to do initial pest control in the year leading up to planting**
- **Are you planning new or remediated fencing?**
- **How long will this take?**

Are there clear phases to your transition work?

- **What do you want in the long-term? Does this affect what you do early on?**
- **How will budget and cash flow affect transition phasing**
- **Are there other dependencies that will affect the order you work in?**

How will the seasons influence your timeframes?

- **Planting is a winter job. When is the next suitable planting season?**
- **What other farm work is competing for attention then?**
- **If you are in a drought year, should you plant? Drought can cause high mortality rates for poles and native species.**

Access to poles/seedlings and planting labour is crucial, so plan ahead.

- **How long will it take to get supply of your preferred plants? It's important to order well in advance so your site-preparation isn't wasted.**
- **When can you get people to do the planting? (a crew of 4 is ideal, 2 minimum)**
- **Can you commit to the maintenance requirements?**

The LMAs can come and do a pre-planning site visit if you like, they can help develop your plan with you and it's free.

Pre-harvest planning

Consider if early harvest is desirable, depending on the risk to the catchment, and the difficulty vs return on harvesting at 27-30 years. If the trees have been growing on Transition land, they may not have grown well, and may be difficult to get to. It might be easier and cheaper to take them out early. See the sidebar.

Alternatively, should harvest be staged over a longer period to mitigate erosion risk?

For the purposes of transitioning this land, give careful thought to whether there is likely to be a slash issue. If it accumulates in or near waterways during harvest, can it be removed? If effective slash management can occur, then carefully consider your site plan and site engineering to decide if it is safe to harvest before transitioning the land to permanent vegetation cover. If slash can't be removed, or harvest planning identifies land instability risks you might determine NOT to harvest those trees, and transition without harvest (see **Part 2 scenario 4**).

Harvest plans are required for all Erosion Susceptibility Classification zones. A pre-harvest risk assessment will identify areas of concern and confirm transition boundaries.

Determining your transition approach

Maintaining continuous forest and vegetation cover over time is a key objective. The pace and transition from one forest type to another will vary from site to site.

The understory to mature pine can vary from little/no understory to significant native regeneration. This will influence your transition approach.

Natural or assisted native regeneration

Have you decided on natural regeneration (without additional planting) or assisted native regeneration, or active transition forest management, or a mix? Is enrichment planting required? Effective animal pest control will be vital for all of the above. It is usually helpful and saves time overall to get out on your site with an LMA or other advisor to help decide on options to suit your site and your personal objectives.

Native regeneration

If budget constraints are high and/or conditions are favourable, native regeneration may be a good option. For this to work:

- There should be existing native seed sources nearby. What native species are growing there now?
- Weed and animal pest control is critical.
- Consider whether long-lived canopy species are likely to establish.
- Reliable rainfall, suitable elevation, and moderate windspeed and temperatures improve outcomes.

Locally sourced mānuka seedlings. Credit: Native Garden Nursery.

Assisted native regeneration (ANR)

ANR should be considered where native regeneration rates are likely to be slow or not result in the desired mix of species including long-lived species. This can be a faster, more effective option than native regeneration in such cases, but requires active management, therefore higher resourcing and costs. Note: the Tīmata Method provides a successful, cost-effective methodology for achieving ANR

The micro-climate and pest control considerations listed above are still relevant. Think about what species will establish well on your site.

If enrichment planting is required, will you buy in from nurseries, or propagate your own plant material? If doing it yourself, plan for propagation at least one year in advance depending on species selected.

Also consider establishing intensively managed seed islands, and even fencing them off, depending on your animal pest levels.

Once past seedling stage (1-3 years), mānuka, kānuka and tōtara are generally unpalatable to animal pests so can help to keep animal pest control costs down. Mānuka and kānuka are also a good nurse crop for long-lived enrichment species. Consider the limits to where you've seen it grow well.

Alternative exotic tree species

Consider alternative exotic forest species. Permanent vegetation cover means that clear felling plantation forest will not be an option, however selective logging may be viable for high value timber species. The NZFFA report Trees for steep slopes is highly relevant, with interesting information on the value of and options for alternative forest treatments.

Existing pine, registered in the ETS can be key to fund the rest of the planned work. See the case study in **Part 1 chapter 4** for Bryan's work with NZ Carbon Farming (NZCF) on continual cover forests using pine as a long-term nurse crop for native regeneration.

Whether the proposed exotic cover is pine or any other exotic species, if you are aiming for native vegetation cover long term, you will need to consider the density of planting needed to encourage native regeneration, and the age and method of removing the exotic cover before it becomes a problem to regeneration or to erosion risk. If you are working with third parties you will need agreements that give you confidence the transition will happen - it is advisable to get expert advice to ensure financial, environmental and regulatory risks are managed. Monitoring will be particularly important if you are considering a relatively novel transition approach.

Planting and supply timing

Order native plants by July/August for supply the following year, (order earlier if possible/for larger numbers). You can arrange pick up to suit your site.

Timing for planting should aim for the optimum time to allow maximum root establishment of the plant, (autumn to early winter for most parts of Tairāwhiti (to

Hilton learned not to assume a waterway will work to keep animal pests out. Consider fencing, especially if you are putting good money into riparian planting.

make use of winter moisture for plant establishment), except the Matawai/Motu areas where a later planting around September/October can work well. Planting particularly wet areas is best done when the risk of winter flooding is over).

Some species such as totara, kahikatea and other canopy species, can take two to three years before saleable from nurseries. Plan for and order these species with that in mind.

Planting density, spacing and numbers

The Waingake project planted 1500-2500 sph, depending on the erosion risk and observed levels of native regeneration. Large-scale native planting may not be required under this transition scenario, rather targeted enrichment planting may be appropriate.

In general, about 10% of the land should be planted for enrichment planting (or, roughly 320sph).

Seed islands are typically planted much more densely, depending on species (up to 4500 sph), but they are usually only small areas; 10-30m across. Seed island density will vary depending on the individual forest and its long-term plan (and taking into account existing seed source), but could be roughly 1 seed island per hectare, covering about 0.01-0.09 of that hectare.

With good growing conditions (mean temperatures, rainfall etc.,) survival rates for native species tend to be around 80%, even as high as 90%. Survival rates are lower if you don't keep on top of releasing, or if it is a particularly dry year. Plan to do 10-30% blanking replanting as needed over the first 2-3 years. At Waingake they plan on 20% blanking in the year following planting.

Council LM team know this stuff and are happy to help. MPI also have advisors and resources. The Poplar and Willow Research Trust and the NZFFA species guides are helpful.

Emissions Trading Scheme (ETS) eligibility is important for some people

If you're looking at carbon opportunities for existing forests you need to plan for ETS eligibility requirements. ETS eligibility is very specific in terms of area and tree canopy cover, so but check out NZFFA Trees for Carbon

See the directory at **Part 1 appendix 2** for useful contact information, including local people who can help, and check out **Part 1 chapter 4** for Bryan's work with NZCF.

Budgeting

This section outlines the main budget considerations you will need to factor in. Some examples of costs are given at **Part 1 appendix 1**.

Your site will be different from everyone else's. The question here is 'what is it going to take before I can start and complete the transition work?', and, 'if I don't have the resources I need, how can I get them?'

The TAG and Council are exploring ways to get financial assistance for the transition of the region's most vulnerable land into permanent vegetation cover. We will keep you posted on this. Meanwhile, this guide is written assuming you have decided to do the work, and that you have the resources to do it.

Budget and establish a cash flow for the work over at least ten years. Consider other priority expenses coming up in the period, to keep it realistic.

Key budget considerations include:

- Scale of the project
- Access to transition areas
- Cost of plants, labour and pest control)
- Types and numbers of pests, and pest reinvasion rates

There are several useful online resources for working out your budget, such as the Planting & Budgeting Calculator from Tane's Tree Trust, for native vegetation work. Also check out the information on costs at **Part 1 appendix 1** of the Guide.

Locally grown mānuka seedlings. Credit: Native Garden Nursery

Possible ways to keep costs down

- Shop around for bulk nursery prices, prices vary a lot!
- Don't buy bigger (more expensive) plants than you need for each site.
- Buy local! This will help keep freight costs down, makes communication about your needs easy, and will ensure your plants are suited to local conditions.
- Consider working with neighbours or a catchment group. Can you buy plants in bulk? Or get planting crews/hunters to come out and spend longer in the area rather than several call outs?
- At current demand levels and depending on the scale needed, Council may be able to help with your possum control at no cost.
- Plant for ETS eligibility (by linking pockets of existing vegetation, for example).
- if you have enough lead in time and resources (including expertise), consider establishing an on-site / catchment / community nursery for your planting material.

Harvesting

For some of you, harvesting 'is your bag, baby!'. If you haven't harvested before, and you aren't working with an experienced contractor, there is a lot of harvesting best-practice guidance out there, including Farm Forestry New Zealand (NZFFA)'s Timber Harvesting in NZ: A guide for Small Scale Forest Landowners, or Perrin Ag Consultants A-guide-to-harvesting-for-small-forest-owners. Check out Worksafe website for Health and Safety advice if this work is new to you.

Cloche under construction for community nursery, Tokomaru Bay. Credit: GDC

When harvesting for transition to permanent vegetation cover, The most important considerations concern:

- what's needed to avoid mobilising sediment and woody debris (in terms of harvesting practice, and any additional mitigations you might need to put in place, such as bio-debris traps), and
- protection of any existing regenerating areas and nearby seed sources (which may be outside Transition land).

Further infoabout on-farm nurseries:
farm pole nursery guide,
NZ Poplar & Willow Trust
start-your-own-farm-nursery
(native veg) Otago RC

Te whakarite i te whenua
Site preparation

This section outlines the key considerations for physical site preparation. Your site preparation will depend on your topography, plant and animal pest levels, as well as the transition treatment you've planned.

Access

If you have a plantation forest that you have harvested, you probably have lots of access into the site already. Otherwise, you will need to think about whether you have access into areas for;

- pest control
- establishing seed islands,
- fencing,
- enrichment planting, and
- monitoring.

If you need tracking give Council's LMA team a call, it's important not to create more erosion problems (or consenting issues).

Pest Control

All of the case studies in **Part 1 chapter 4** emphasise pest control as the key to regeneration and planting establishment.

Monitoring for pest presence, numbers and/or impact is therefore crucial

Animal pest management

Animal pest control is essential. Your effort will depend on a range of considerations, including what pest species are present, previous pest control, what your neighbours are doing (or not doing), and what tools and resources you have at your disposal.

What is the topography of your forest and its relation to the catchment? Consider working in with your neighbours to create wide buffer zones around your transition area. Bryan describes their buffer zone pest control efforts in the case study in **Part 1 chapter 4**.

Are you planning to establish any seed islands? If so, you may consider fencing a small area off for each. In the examples in **Part 1 chapter 4** Hilton suggests 5x5m.

Good pest control accelerates native regeneration, allowing mānuka, kānuka and other reversion species to come back naturally.

Animal pest management needs to address ALL pests, not just ungulates, you will need to control deer, goats, hares/rabbits and possums depending on pest levels at your site (and your neighbours!).

If you have the resources, go technical! There have been great advances in self-resetting and re-luring traps such as the AT220 for possums and rats. They cost a bit more however they can reset over 100 times so the labour cost savings are significant compared to more traditional one-set traps. The most recent Auto Trap now includes Artificial Intelligence (AI) and on-site monitoring.

Depending on the specifics of your site, animal pest control can vary widely. Do pest control then monitor for signs of damage; more control may be needed.

Plant pests

If you are planning enrichment planting, you need to clear whatever plant pests are in the way of getting access to your planting.

Options include aerial spraying, spot spraying or manual control. Your site and the scale of Transiton planting will influence your options.

Aerial spraying is cheaper but suppresses native regeneration, which drives up the costs of planting. Aerial spraying also opens up the area to invasion by colonising pest plant species.

Manual control is expensive but is offset by more rapid native regeneration and lower planting costs. Faster canopy closure shades out other pest plant species. Wool mats were trialled at Waingake but were found to be expensive, labour intensive to install, and quickly became overgrown.

Native species are generally susceptible to herbicides, but you can do a pre-planting spot spray and then plant into sites afterwards.

Te whakatū
Establishment

Planting

Native regeneration

Depending on nearby seed sources and the condition of your site, you may not need to plant. Establishment may be as simple as keeping up good control of animal and plant pests including regen pine. Note Hilton's advice though:

Lessons learned - planting

Hilton C regrets not doing some supplementary planting in the regenerating site. The block had a good seed source nearby, but it didn't come away as quickly as they'd expected. If they were to do transition work again, Hilton says they would probably create seed islands.

Native Planting

Where you don't have native regeneration, you will need to plant more actively.

Native seedlings were established at Waingake at 1500-2500 sph, depending on erosion risk and observed rates of native regeneration.

Tane's Tree Trust has good information on planting techniques for natives, (including establishing Totara for those interested in timber/carbon options). 2-3 years in the nursery produces plants that are ideal for transition work.

Enrichment planting at a density of 450 sph (320 for less degraded areas) will accelerate the native regeneration on your site. 2-3 years in the nursery produces plants that are ideal for enrichment planting work.

You will need to release seedlings from competing weeds. Care needs to be taken when release spraying native species, and the use of spray guards or other protective devices is highly recommended.

Seed Islands

Some information on native species planting costs can come in at up to $30,000/ha[1] but other options like the Tīmata Method[2] are a fraction of the cost.

Seed islands, wide spacing, and tactical spread can help reduce costs further (for example, planting some areas at 1.5m spacing, but planting areas nearer to seed sources at 3m spacing) and the success that comes with native regrowth in the absence of animal pests.

Seed island work - Waingake. Credit: Scott Sharp

[1]For example, for true native trees (endemic and historic to the area pre-human intervention) and a good range of species at a high stocking rate.

[2]Lower Cost Native Restoration of Farmland: Tīmata Method Fact Sheet

Seed Islands are small (eg 20x20m) intensively managed groves of diverse native forest species planted densely (eg 1.5m spacing, or 4500sph), strategically spaced across a wider regenerating/sparsely planted landscape. Effort (time, resources weed and animal pest control) is focused. The islands become biodiversity hotspots, and support wind/bird-dispersed seed, into naturally regenerating areas

How to establish "seed islands" of natives • Tāne's Tree Trust Documents

Establishing other exotic vegetation

You may be planting non-native species for selective timber logging, carbon farming or other purposes. As long as the planting achieves permanent forest cover (and won't add to the risk of erosion, soil loss and woody debris mobilisation) on Transition land it's really up to you what you plant.

Bryan's example in **Part 1 chapter 4** initially plants pine at a higher density than normal plantation forest to establish a nurse crop, and then manages the pines to transition to a native forest. Then (depending on the forest) ongoing strong pest control and native seed sources are a key tool, alongside targeted native enrichment planting and or seed islands as required.

NZCF has a detailed article on carbon farming management, at NZ-Carbon-Farming-regenerating-native-forests-at-scale-using-an-exotic-plantation-nurse-crop-NZJF-May-2021.pdf[3].

NZFFA are also a leading source for information on alternative tree species, including plant establishment, aimed at farm foresters. Check out NZ Farm Forestry - Successful establishment of tree seedlings, and the NZFFA library in general.

Benchmarking

Now is a good time to set up benchmarks for monitoring progress, change, experiments, and the effectiveness of your efforts.

Photo points are spots you mark up to make it easy to take photos of the same view, at the same time of day, at the same time of the year, every year. They are easy to establish; posts, fence line corners or gates are useful photo points.

You may do other benchmarking work, depending on what you want to track. If you have biodiversity goals you might want to do plant or bird species counts. There are some easy water quality monitoring techniques too.

See the directory at **Part 1 appendix 2** for further information on monitoring.

[3]The active forest management regime of New Zealand Carbon Farming's permanent forest estate" Peter Casey, Bryan McKinlay, Pierre Belle and Leo Paolini. NZ Journal of Forestry, November 2024, Vol. 69, No.3

Te whakahaere
Management

On-going management tasks include blanking in the early years, pest animal and plant control. Monitoring is also an ongoing part of active, adaptive management.

A bit more planning

Consider making an annual operations plan to implement your overall plan. It doesn't need to be complicated, but it helps you to check back with your big picture goals, think about specific actions you need to take for the year, and any changes you might need to make based on how your transition work is progressing and what last year threw at you.

Replacement Planting (Blanking)

Blanking is replacement of dead plants, relevant if you are doing enrichment planting, seed islands or alternative timber/carbon farming species. For native planting you may need to progress this at some level, for the first 2-3 years depending on the size of surviving plants, alongside ongoing pest animal control. The Waingake project plans on 20% blanking in the year following native planting.

Think about what caused the problem to minimise failure next year.

Pest Control

Weeds

Releasing for native seedlings may be needed for seedlings between September and November and again in February/March over the first 2-3 years depending on their size at planting time, and the level of rank grass/weed competition. This needs to be done by an experienced and careful operator. Spot releasing costs around $1/plant depending on planting density, site access, slope etc.

Regenerating pine will need to be controlled. It's one of the key threats to the success of the planting and native regeneration at Waingake (see Amy's case study in **Part 1)**.

Regen pine control, Waingake. Credit: GDC

Animal pests

Ongoing, effective pest control is essential as part of good forest management. In the **Part 1 chapter 4** case studies Bryan can't stress the importance of pest control enough. He sees it as the single biggest determinant of whether or not successful regeneration will occur in a timely manner. In regenerating areas ungulates can wipe out your planting efforts. Hilton agrees the job can't be left just to recreational hunters.

At Waingake there has been a sustained effort to control goats. Now into the 4th year of control over 3000 goats have been removed. Almost 1000 were taken out in Year 1 alone.

Pest control relies on managing a pest population to a level to ensure the specific objective of protection is met, so monitoring for pest presence, numbers and/or impact is crucial.

If you have any fenced areas (for example, seed islands), these can be useful to monitor the level of animal pest impact by comparing inside and outside the enclosure.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Control ungulates to levels that have minimal impact on regen and any plantings undertaken. See **Part 1 appendix 3** for links to pest monitoring information and resources.

Silviculture

Silviculture is not relevant for native regeneration or enrichment using native species growing in open sites, although under any areas where the pine hasn't been logged you may need to continue to thin canopy trees to create lightwells. This will encourage a mosaic of different regenerating species, not just shade tolerant ones.

Silviculture may be relevant for alternative tree species growing in uneven aged stands which are harvested by a series of thinnings, such as redwoods and eucalypts. There are various information sheets on the NZFFA website; NZ Farm Forestry - Silviculture and forest management

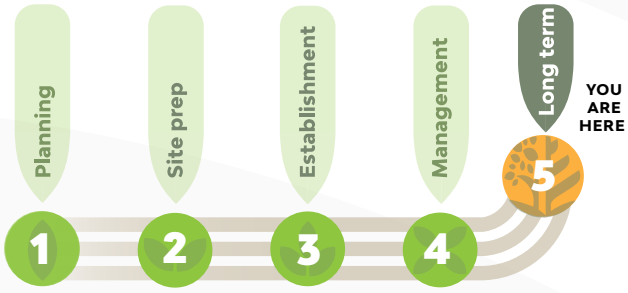
Monitoring, review and adaptation

You don't want all this effort and cost wasted, so you'll be monitoring what you've done, how it's performing, impacts from pests etc. Monitoring allows you to adapt quickly to new information. The LMAs can help with advice if you notice anything going pear-shaped. Inspect your treatment area at least twice a year. Take new photo points at least annually. Check out Photo points • New Zealand Plant Conservation Network for tips on setting up photo points.

If you are trying any experiments, it's even more important to monitor. You may be onto something you can share with others.

Think about your goals for the transition. Are there any obvious signs you could monitor that will tell you if your efforts are working, or whether you should adapt your management? How about pest evidence? Locations of failed/particularly successful planting? Bird counts? Water quality? Your budget?

Te whāinga roa
Long term



The vision you had for transitioning your piece of the worst erosion prone land in the region is well on its way to being realised. So, it's time to have a think about the long term.

Future planting

Consider further interplanting to suit your long-term goals – biodiversity? carbon or nature market options? Think about alternative species for different purposes, for example timber trees? Vegetation for bees? For medicinals? Since this vegetation is not going to be clear-felled, more options open up. Think laterally.

End of life

Not yours! Somewhere between 30-60 years poplars and willows should be gradually felled and replaced (potentially with native species) before they collapse. If the roots are healthy, they can sprout again, but ideally you'll end up with a mixed age native vegetation cover that transitions to a self-sustaining forest.

If you already have native forest regeneration you don't really need to consider 'end of life' of the treatment. Over time you will achieve a mosaic of mixed age vegetation at different levels of the forest (canopy, sub-canopy, understory, ground cover).

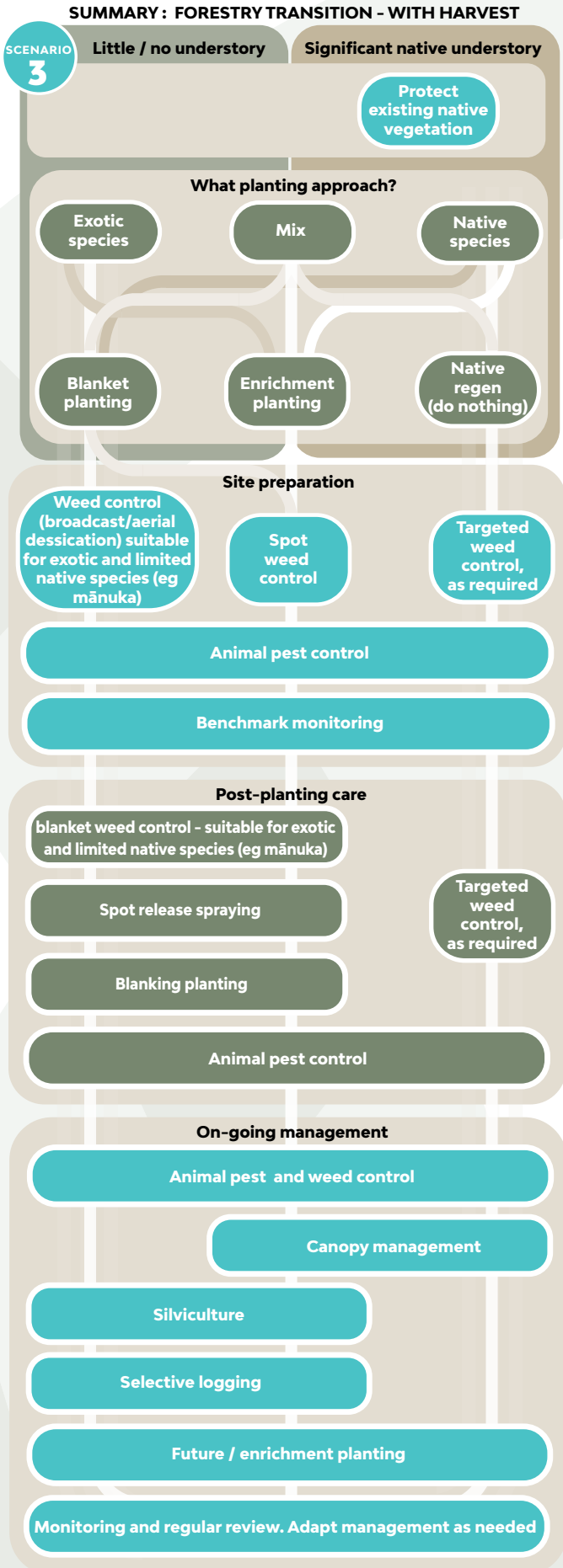
With timber or carbon species, you may have to plan for thinning or selective logging if the trees present an erosion risk.

Long term monitoring and review

The outcomes are the whole point of this work. When you were at the planning stage, you thought about what you were hoping to achieve, and hopefully did some baseline monitoring of the aspects you are interested in; of water quality, sediment, slip or gully extent, native species present for example.

Now you are monitoring how they are trending. If your slips are growing – you will need to adapt and respond.

Native species coming away on cutover land, Waingake. Credit: GDC



TAG
Transition Advisory Group

LONG TERM

PO Box 747
Gisborne 4040 NZ

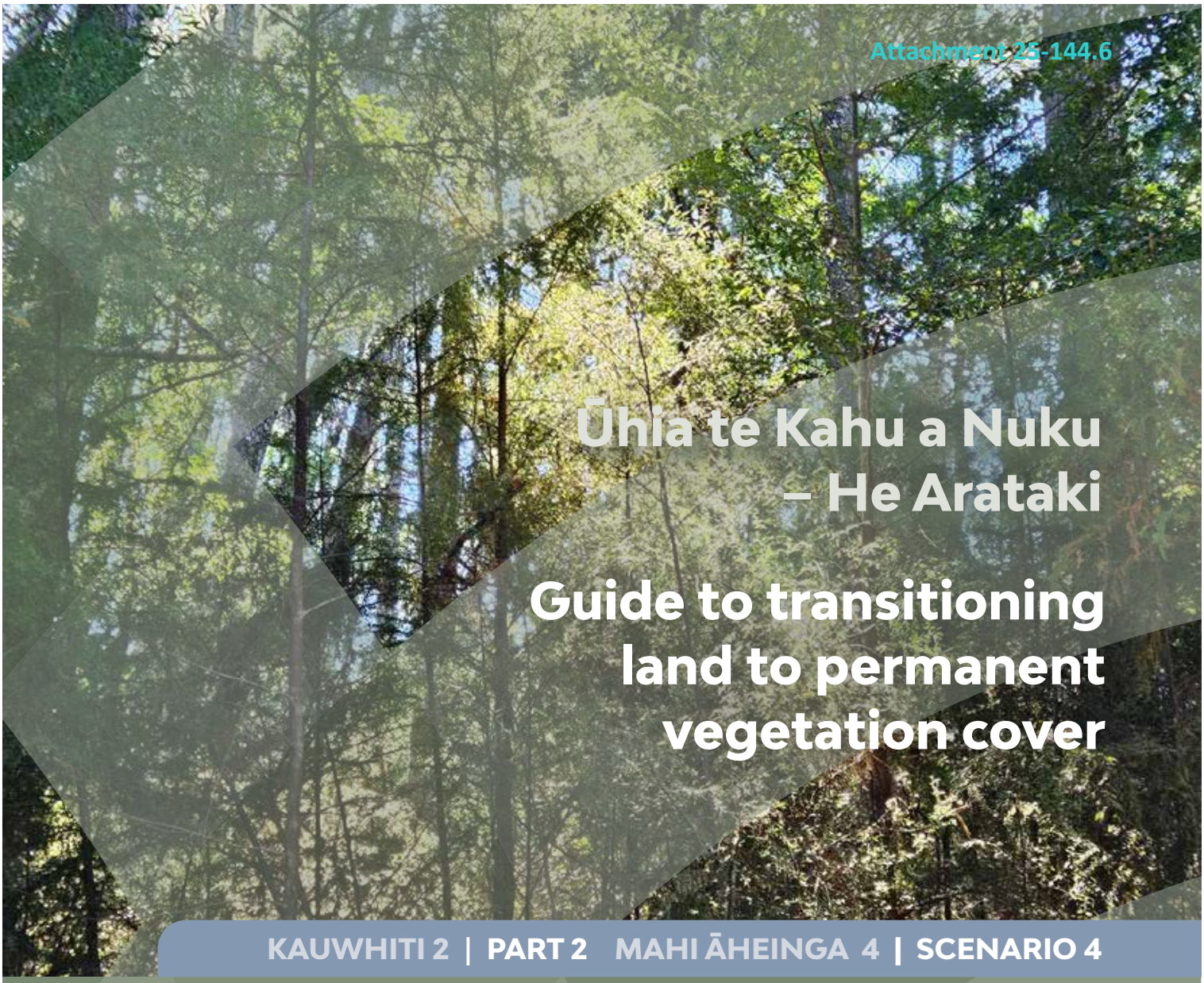
15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group



Ūhia te Kahu a Nuku – He Arataki

Guide to transitioning land to permanent vegetation cover

KAUWHITI 2 | PART 2 MAHI ĀHEINGA 4 | SCENARIO 4

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Mahi Āheinga 4:
Te whakawhitinga whenua paina kore hauhake

Scenario 4:
Forestry transition without harvest

He aha tēnei rauemi About this resource

This guide has been developed to support landowners, land managers, trustees, and advisors across Tairāwhiti to plan and implement the transition of the region's most vulnerable land into permanent vegetative cover.

Part 1 outlines general information relevant to all transition pathways. It includes a decision tree to help you identify which scenario best fits your situation, local real-world examples of various approaches, and a glossary of terms. Appendices to part 1 provide indicative cost guidance, references to technical and funding guidance and a directory of useful contacts.

Part 2 provides guidance for four common transition scenarios drawn from current farming and production forestry land uses:

SCENARIO 1: Transition of pastoral land with continued stock presence

SCENARIO 2: Transition of pastoral land with stock excluded

SCENARIO 3: Transition of post-harvest forestry land

SCENARIO 4: Transition of forestry land without harvest

Native reforestation is a beneficial long-term permanent cover for the region's most vulnerable land and is supported across multiple scenarios.

This guide represents an initial step. Updates will occur on a regular basis. The first update will provide an opportunity for feedback on and refinement of this first version of the Guide.

Additional transition pathways and land use types (such as horticulture, Māori land development, and nature-based enterprise) may be added over time as part of a growing regional knowledge base.

The version control section below will indicate the last update.

Document control

Document title	Version	Date
Guide to transitioning land to permanent vegetation cover: Part 2 Scenario 4	1.0	xxx

Version history

Version	Reason for revision	Approve by	Date
1.0	Published	N. Thatcher Swann	xxx

TAG
Transition Advisory Group

Ngā rārangi take Contents

Cover image: regenerating native vegetation in pine forest, Poroporo. Credit: NZCF

Kauwhiti 2: He whakamārama
Part 2: Transition scenarios

Are you in the right place?

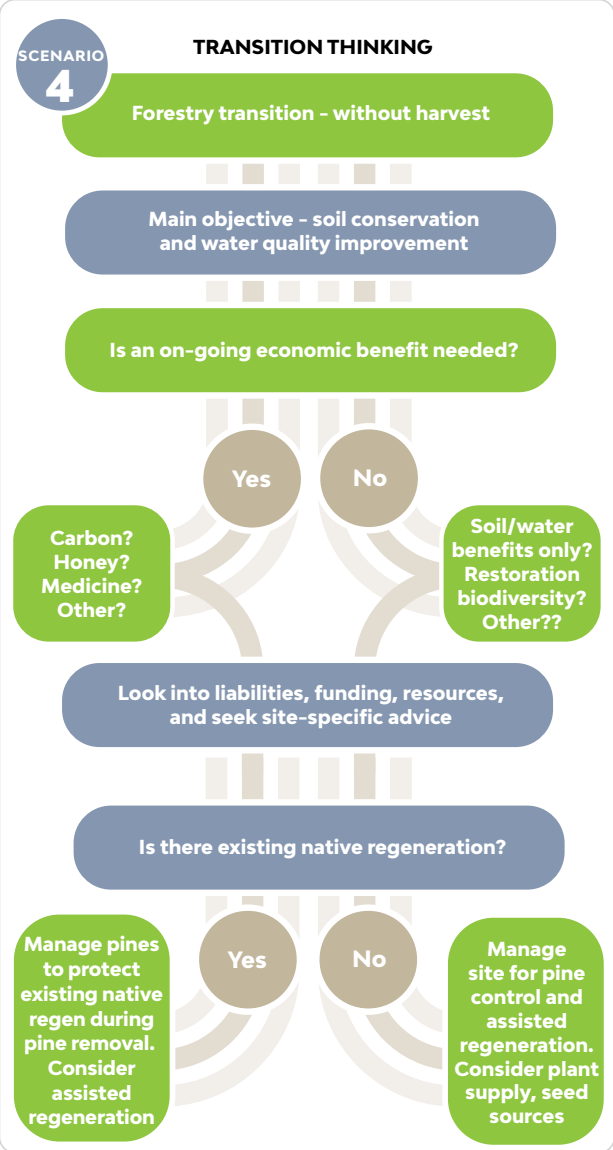
This part of the guide addresses the specifics of transitioning forestry land to permanent native or exotic vegetation cover, without harvesting.

Note there are lots of specific online guides on topics such as species selection, site preparation, and planting techniques. This guide does not reinvent the wheel, but gives you the main considerations, along with links to existing resources **(See Part 1 appendix 3**) :

- Tāne's Tree Trust Documents • Establishing Native Forests
- nzcarbonfarming.co.nz
- New Zealand Plant Conservation Network
- Department of Conservation bush restoration advice
- The Tīmata Method (Our Land & Water National Science Challenge model project)

Regenerating native vegetation in pine forest, Poroporo. Credit: GDC
Opposite - Mata Catchment. Credit: GDC

Mahi Āheinga 4: Te whakawhitinga paina kore hauhake
Scenario 4: Forestry land use transition without harvest



Many landowners choosing this scenario are already forestry managers with knowledge and/or experience of best practice across a range of forest management activities, and you probably already have a good handle on planning and costing the work.

This guide is written for smaller operators, for example, people who have a woodlot and usually contract in forestry management, although if you are a larger forest owner or manager, but you haven't previously transitioned forestry land to permanent vegetation cover you might still find the information useful.

Clarifying your goals and priorities

Transitioning land is a long-term commitment that involves planning, site preparation, establishment, and ongoing management. Before you begin, it's worth asking a few key questions:

- Will you need the land under transition to continue providing an income?
- What do you want this part of your whenua to look like in 10, 30, or 100+ years?
- What resources—time, labour, funding—do you have access to?
- Can you commit to maintenance, especially during the first 3–5 years?
- What species and systems fit best with your whenua, your aspirations, and your capacity?

This guide prioritises keeping Transition Land in permanent cover for soil conservation and water quality outcomes. Where possible, it also encourages transitions that support biodiversity, climate resilience, and intergenerational value. But there's no one-size-fits-all answer. Your goals will shape your reponses, your transition pathway, and the pace of change.

For instance – do you want your permanent vegetation cover to include high value timber species that makes selective logging viable? Or focus on mānuka for honey? Are you looking at native regeneration of part or all of the transition land for habitat and biodiversity restoration?

Most people interested in this scenario will have an on-going economic driver, since we are talking about transitioning existing (plantation) forestry that will have been set up for commercial reasons.

Under this scenario you will also need to know whether there is existing native regeneration or seed sources on (or very near) the land to be transitioned. Or do you need to establish targeted native species as a seed source to progress the forest to its desired long-term state.

Financial opportunities from carbon or biodiversity may also be part of your thinking depending on the eligibility of your vegetation

Carbon opportunities and the ETS

Transition Land may be eligible to earn carbon credits through the New Zealand Emissions Trading Scheme (ETS). While the ETS is best known for its support of plantation forestry, landowners can also register eligible erosion-control planting of some native species—under certain conditions.

Potential benefits of ETS Participation include:

- provision of an income stream to help offset planting and maintenance costs,
- recognition of environmental benefits of permanent vegetation on erosion-prone land
- ability to align with other co-benefits (e.g. biodiversity, water quality)
- flexible entry—registration is available for post-1989 forest land

Challenges and limitations include:

- native species can qualify if they meet forest land thresholds and growth projections, though sequestration rates are generally lower and establishment costs higher
- time-consuming administrative requirements, mapping, and ongoing reporting
- variable carbon prices may not always cover full costs

If you are considering transitioning forests registered in the ETS you will need to ensure you carefully manage your forward carbon yield through site-specific forest management. All ETS registered forests need to manage carbon stocks over time. There are different opportunities and obligations for Pre 1990 and Post 1989 forests, along with different carbon accounting methodologies. The link to the Te Uru Rakau (TUR) website (see the sidebar) summarises the details.

Read on for more detail about how to get started with transition work.

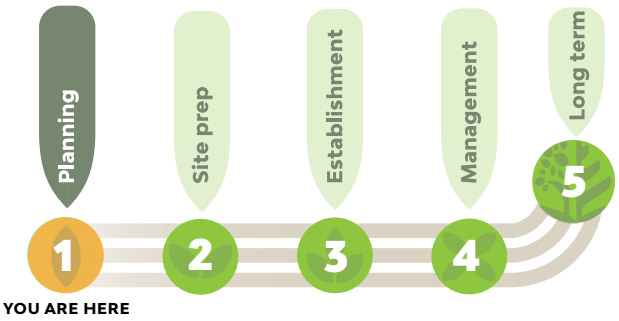
Get professional advice if you are considering transitioning from (or to) a permanent forest where you are sequestering carbon for monetary gain. Te Uru Rakau |NZ Forest Service can help:

Forestry in the ETS

forestserviceadvice@mpi.govt.nz

Regenerating native vegetation in pine forest, Poroporo. Credit: NZCF

Te whakamaheretanga
Planning



So now you are clear on what you want to achieve alongside the primary Transition goal, it's time to plan the steps, timeframes, budgets and other details needed to get there. It cannot be stressed enough that effective Pest Control is requried as part of good forest management.

Make a Transition Plan

It's helpful to document your thinking in a simple Transition Plan. This can include your vision, the land you intend to treat, phasing, costs, and any support or approvals required. A web-based tool will be developed to help you build your plan. In the meantime, you can work with a Council Land Management Advisor (LMA) to develop it.

Your plan should keep a long view in mind – considering both mid-term (30 year+) goals and impacts, and intergenerational (100-200+ year) outcomes. But break down the work into 10 years or shorter timeframes depending on your specific treatment plans.

Identify the treatable target area

Not all Transition land will be treatable due to steepness, instability or inaccessibility. Some Transition land may already be under permanent vegetation cover – it has already been treated.

Good luck trying to plant up Ihungia Gully, it's untreatable. Credit: GDC

You may also need to treat adjacent or surrounding areas - such as buffer planting around gully heads, to support successful outcomes on Transition Land itself

Identify not only your Transition land, but also any other land that you propose to treat.

Use your own on-the-ground experience and local knowledge to assess what's possible. Consider topography and micro – climate:

- Topography and micro-climate
- How the land behaves in heavy rain;
- What vegetation has established (or failed) in the past;
- How close are you to natural seed sources that could self-establish on your property;
- What natural features or barriers exist.

Make use of Council/Landcare maps, historic info and photos.

Get expert opinion on your plans to check they will work.

You can call Council LMAs to go over the site with you and help to plan, it's a free service.

Phasing and timeframes

Transition work typically occurs in phases:

- **Planning, site preparation, and initial establishment** can take 3–5 years.
- **Maintenance** (weed and pest animal control, fencing upkeep, infill planting) continues throughout the lifetime of the project, at varying levels of effort.
- **Long term management**, including end-of-life considerations for exotic species. Native forest regeneration may take 30–100+ years, depending on species and conditions.

Some landowners will aim for permanent cover within 30 years. Others may see native regeneration as a longer-term goal, especially where restoration is viewed as an

intergenerational response to past land use impacts.

Consider how long each phase will take for your transition treatment, on your whenua. Your plan will likely evolve over time. Start with what's known, and update it as new opportunities, challenges, or resources emerge. You may need to circle back once you have thought through some of the things that influence how long the transition work will take, and what order you do it in. For instance – how much fencing will be needed, and when can you fence? When can you access the plant material?

The LMAs can come and do a pre-planning site visit if you like, they can help develop your plan with you and it's free.

Some things to consider when planning timeframes and phasing transition work for targeted enrichment native planting

How long will site preparation take?

- **Do you have animal or weed pests that will cause problems for establishment and growth?**
- **Consider when you can access people to do initial pest control in the year leading up to planting**

Are there clear phases to your transition work?

- **What do you want in the long-term? Does this affect what you do early on?**
- **How will budget and cash flow affect transition phasing**
- **Are there other dependencies that will affect the order you work in?**

How will the seasons influence your timeframes?

- **Planting is a winter job. When is the next suitable planting season if enrichment planting is required??**
- **What other work is competing for attention then?**
- **If planting is required, you need good planning. There may be a narrow window for seedling and labour supply.**
- **If you are in a drought year, should you plant? Drought can cause high mortality rates for poles and native species**

How will the seasons influence your timeframes?

- **How long will it take to get supply of your preferred plants? It's important to order well in advance so your site-preparation isn't wasted.**
- **When can you get people to do the planting? (a crew of 4 is ideal, 2 minimum)**
- **Can you commit to the maintenance requirements?**

Determining your transition approach

Maintaining continuous forest and vegetation cover over time is a key objective. The pace and transition from one forest type to another will vary from site to site.

The understory to mature pine can vary from little/no understory to significant native regeneration. This will influence your transition approach.

As part of your forest transition management of the forest canopy you can strategically remove individual trees over time, creating light wells for regenerating vegetation (see **Part 1, chapter 4** Bryan's experience of transition forest management that includes variable density thinning (VDT)).

Natural or assisted native regeneration (ANR)

Have you decided on natural regeneration (without additional planting) or assisted native regeneration, or active transition forest management, or a mix? Is enrichment planting required? Effective animal pest control will be vital for all of the above. It is usually helpful and saves time overall to get out on your site with an LMA or other advisor to help decide on options to suit your site and your personal objectives.

Native regeneration

If budget constraints are high and/or conditions are favourable, natural regeneration may be a good option. For this to work:

- There should be existing native seed sources nearby. What native species are growing there now?
- Weed and animal pest control is critical.
- Consider whether long-lived canopy species are likely to establish.
- Reliable rainfall, suitable elevation, and moderate windspeed and temperatures improve outcomes.

Locally sourced mānuka seedlings. Credit: Native Garden Nursery.

Assisted native regeneration

ANR should be considered where native regeneration rates are likely to be slow or not result in the desired mix of species including long-lived species. This can be a faster, more effective option than natural regeneration in such cases, but requires active management, therefore higher resourcing and costs. Note: the Tīmata Method provides a successful, cost-effective methodology for achieving ANR

The micro-climate and pest control considerations listed above are still relevant. Think about what species will establish well on your site.

For this sort of transition (depending on the age of pines to be transitioned) you might expect some regen to already exist, especially after thinning age.

If enrichment planting is required, will you buy in from nurseries, or propagate your own plant material? If doing it yourself, plan for propagation at least one year in advance depending on species selected.

Also consider establishing intensively managed seed islands, and even fencing them off, depending on your animal pest levels.

Once past seedling stage (1-3 years), mānuka, kānuka and tōtara are generally unpalatable to animal pests so can help to keep animal pest control costs down. Mānuka and kānuka are also a good nurse crop for long-lived enrichment species. Consider the limits to where you've seen it grow well.

Exotic tree species

Consider alternative exotic forest species. Permanent vegetation cover means that clear felling plantation forest isn't an option, however selective logging may be viable for high value timber species. The NZFFA report Trees for steep slopes is highly relevant, with interesting information on the value of and options for alternative forest treatments. The NZFFA species guides are helpful.

Existing pine, registered in the ETS can be key to fund the rest of the planned work. See the case study in **Part 1 chapter 4** for Bryan's work with NZ Carbon Farming (NZCF) on continual cover forests using pine as a long-term nurse crop for native regeneration.

Whether the proposed exotic cover is pine or any other exotic species, if you are aiming for native vegetation cover long term, you will need to consider the density of planting needed to encourage native regeneration, and the age and method of removing the exotic cover before it becomes a problem to regeneration or to erosion risk. If you are working with third parties you will need agreements that give you confidence the transition will work - it is advisable to get expert advice to ensure financial, environmental and regulatory risks are managed. Monitoring will be particularly important if you are considering a relatively novel transition approach.

Planting and supply timing

Order native plants by July/August for supply the following year, (order earlier if possible/for larger numbers). You can arrange pick up to suit your site.

Timing for planting should aim for the optimum time to allow maximum root establishment of the plant, (autumn to early winter for most parts of Tairāwhiti (to make use of winter moisture for plant establishment), except the Matawai/Motu areas where a later planting around September/October can work well. Planting particularly wet areas is best done when the risk of winter flooding is over).

Some species such as totara, kahikatea and other canopy species, can take two to three years before saleable from nurseries. Plan for and order these species with that in mind.

Planting density, spacing and numbers

The Waingake project planted 1500-2500 sph, depending on the erosion risk and observed levels of natural regeneration. Large-scale native planting may not be required under this transition scenario, rather targeted enrichment planting may be appropriate.

In general, about 10% of the land should be planted for enrichment planting (or, roughly 320sph).

Seed islands are typically planted much more densely, depending on species (up to 4500 sph), but they are usually only small areas; 10-30m across. Seed island density will vary depending on the individual forest and its long-term plan (and taking into account existing seed source), but could be roughly 1 seed island per hectare, covering about 0.01-0.09 of that hectare.

With good growing conditions (mean temperatures, rainfall etc.,) survival rates for native species tend to be around 80%, even as high as 90%. Survival rates are lower if you don't keep on top of releasing, or if it is a particularly dry year. Plan to do 10-30% blanking replanting as needed over the first 3 years. At Waingake they plan on 20% blanking in the year following planting.

Emissions Trading Scheme (ETS) eligibility is important for some people

If you're looking at carbon opportunities for existing forests you need to plan for ETS eligibility requirements. ETS eligibility is very specific in terms of area and tree canopy cover, so but check out NZFFA Trees for Carbon

See the directory at **Part 1 appendix 2** for useful contact information, including local people who can help, and check out **Part 1 chapter 4** for Bryan's work with NZCF.

Budgeting

This section outlines the main budget considerations you will need to factor in. Some examples of costs are given at **Part 1 appendix 1**.

Your site will be different from everyone else's. The question here is 'what is it going to take before I can start and complete the transition work?', and, 'if I don't have the resources I need, how can I get them?'

The TAG and Council are exploring ways to get financial assistance for the transition of the region's most vulnerable land into permanent vegetation cover. We will keep you posted on this. Meanwhile, this guide is written assuming you have decided to do the work, and that you have the resources to do it.

Budget and establish a cash flow for the work over at least ten years. Consider other priority expenses coming up in the period, to keep it realistic.

Key budget considerations include:

- Scale of the project
- Access to transition areas
- Approach to tree thinning
- Cost of materials (plants, labour and pest control)
- Types and numbers of pests, and pest reinvasion rates

There are several useful online resources for working out your budget, such as the Planting & Budgeting Calculator from Tane's Tree Trust, for native vegetation work. Also check out the information on costs at **Part 1 appendix 1** of the Guide.

Native restoration – the Tīmata low-cost planting method:

Restoring erodible land into native forest can be costly, limiting private landowners' participation in large-scale projects. The Tīmata Method is project proving to be effective yet significantly cheaper than conventional methods, reducing the cost of establishing native trees by over one-third of conventional 'high-density'/'high-grade' native planting.

The Tīmata Method imitates the natural reversion process, where kānuka and mānuka are planted at lower densities, acting as a nursery crop for succession trees to establish in the future. Plant and animal pest control, crucial for the project's success, is integrated into the process.

This video shares elements of the method for low-cost, broad-scale land retirement into ngahere (native forest), covering important factors including: weed and pest control, species mix, planting density, soil biome, and establishment timelines.

Locally grown mānuka seedlings, Native Garden Nursery.

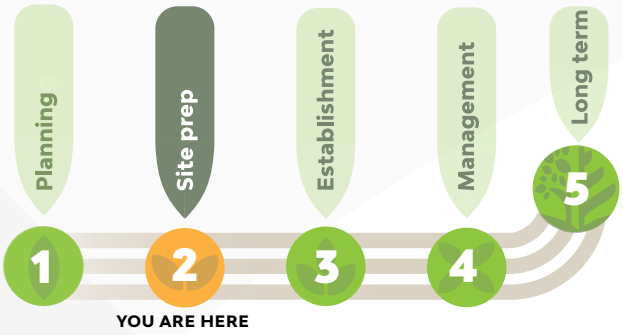
Cloche under construction for community nursery, Tokomaru Bay. GDC

Possible ways to keep costs down

- Shop around for bulk nursery prices, prices vary a lot!
- Don't buy bigger (more expensive) plants than you need for each site.
- Buy local! This will help keep freight costs down, makes communication about your needs easy, and will ensure your plants are suited to local conditions.
- Consider working with neighbours or a catchment group. Can you buy plants in bulk? Or get planting crews/hunters to come out and spend longer in the area rather than several call outs?
- At current demand levels and depending on the scale needed, Council may be able to help with your possum control at no cost.
- Plant for ETS eligibility, by linking pockets of existing vegetation, for example).
- if you you have enough lead in time and resources (including expertise), consider establishing an on-site/catchment/community nursery for your planting material.

Further info about on-farm nurseries:
farm pole nursery guide,
NZ Poplar & Willow Trust
start-your-own-farm-nursery
(native veg) Otago RC

Te whakarite i te whenua
Site preparation



As there is already forest cover in place this section outlines the key considerations when native enrichment planting may be needed. Your site preparation will depend on your topography, plant and animal pest levels, as well as the transition treatment you've planned. The key site preparation considerations for this scenario are around pest control and managing light levels through thinning - is native enrichment planting required? or will existing native seed sources in the area be the best option?

Access

If you have a plantation forest that has been maintained, you probably have lots of access into the site already. Otherwise, you will need to think about whether you need and have access into areas for;

- thinning
- pest control
- establishing seed islands
- enrichment planting
- monitoring

If you need tracking give the Council LMA team a call, it's important not to create more erosion problems (or consenting issues).

Removing trees

You've chosen a transition treatment that involves thinning but not harvesting trees, presumably because they are too hard to get to, because it is low quality timber, or otherwise not worth the effort. Such trees have traditionally been left standing – but on Transition land this can cause big trouble. They need to be planned for and managed to reduce the risk of soil and woody debris mobilisation.

Consider the risks, for example - of biomass on hill slopes – how will you manage the volume of material that could migrate if left standing/poisoned/ thinned. Think about a process to take weight down slowly over time. A thinning and enrichment planting regime may be the best way forward.

Your removal method also needs to protect any existing existing regenerating areas and nearby seed sources (which may be outside of the Transition land).

In **Part 1, chapter 4** Bryan shares his knowledge of variable density thinning (VDT) which involves thinning trees to create light wells for regenerating native species, and for enrichment planting.

Variable density thinning in 12-year-old pine. Credit:NZCF

Pest Control

All of the case studies in **Part 1 chapter 4** emphasise pest control as the key to regeneration and planting establishment. Monitoring for pest presence, numbers and/or impact is therefore crucial.

Animal pests

Animal pest control is essential. Your effort will depend on a range of considerations, including what pest species are present, previous pest control, what your neighbours are doing (or not doing), and what tools and resources you have at your disposal.

What is the topography of your forest and its relation to the catchment? Consider working in with your neighbours to create wide buffer zones around your transition area. Bryan describes their buffer zone pest control efforts in the case study in **Part 1 chapter 4.**

Are you planning to establish any seed islands? If so, you may consider fencing a small area off for each. In the examples in **Part 1 chapter 4** Hilton suggests 5x5m.

Good pest control accelerates natural regeneration, allowing mānuka, kānuka and other reversion species to come back naturally.

Animal pest management needs to address ALL pests, not just ungulates, you will need to control deer, goats, hares/rabbits and possums depending on pest levels at your site (and your neighbours!).

If you have the resources, go technical! There have been great advances in self-resetting and re-luring traps such as the AT220 for possums and rats. They cost a bit more however they can reset over 100 times so the labour cost savings are significant compared to more traditional one-set traps. The most recent Auto Trap now includes Artificial Intelligence (AI) and on-site monitoring.

Depending on the specifics of your site, animal pest control can vary widely. Do pest control then monitor for signs of damage; more control may be needed.

Plant pests

If you are planning enrichment planting you need to clear whatever plant pests are in the way of getting access to your planting. This is usually done through a pre-planting spot spray. Native species are generally susceptible to herbicides, but you can plant into spot-sprayed sites afterwards.

Regenerating native vegetation in pine forest, Poroporo. Credit: NZCF

Te whakatū
Establishment

Planting

Natural regeneration

Depending on nearby seed sources and the condition of your site, you may not need to plant. Establishment may be as simple as keeping up good control of animal and plant pests including regen pine. Note Hilton's advice though:

Lessons learned - planting

Hilton regrets not doing some supplementary planting in the regenerating site. The block had a good seed source nearby, but it didn't come away as quickly as they'd expected. If they were to do transition work again, Hilton says they would probably create seed islands.

Active planting

Where you don't have strong natural regeneration, you will need to plant more actively.

Native seedlings were established at Waingake at 1500-2500 sph, depending on erosion risk and observed rates of natural regeneration (acknowledging a typical erosion control programme will be more likely to plant at 1500-2000 sph). Tane's Tree Trust has good information on planting techniques for natives, (including establishing Totara for those interested in timber/carbon options). 2-3 years in the nursery produces plants that are ideal for transition work.

Enrichment planting at a density of 450 sph (320 for less degraded areas) will accelerate the natural regeneration on your site. Two to three years in the nursery produces plants that are ideal for enrichment planting work.

Care needs to be taken when release spraying native species, and the use of spray guards or other protective devices is highly recommended. Wool mats were trialled at Waingake on new planting, but were found to be expensive, labour intensive to install, and quickly became overgrown.

Seed Islands

Some information on native species planting costs can come in at up to $30,000/ha[1] but other options like the Tīmata Method[2] are a fraction of the cost. Seed islands, wide spacing, and tactical spread can help reduce costs further (for example, planting some areas at 1.5m spacing, but planting areas nearer to seed sources at 3m spacing) and the success that comes with natural regrowth in the absence of animal pests.

Seed island work – Waingake. Credit: Scott Sharp

[1]For example, for true native trees (endemic and historic to the area pre-human intervention) and a good range of species at a high stocking rate.

[2]Lower Cost Native Restoration of Farmland: Tīmata Method Fact Sheet

Establishing other exotic vegetation

You may be planting non-native species for selective timber logging, carbon farming or other purposes. As long as the planting achieves permanent forest cover (and won't add to the risk of erosion, soil loss and woody debris mobilisation) on Transition land it's really up to you what you plant.

Bryan's example in **Part 1 chapter 4** initially plants pine at a higher density than normal plantation forest to establish a nurse crop, and then manages the pines to transition to a native forest. Then (depending on the forest) ongoing strong pest control and native seed sources are a key tool, alongside targeted native enrichment planting and or seed islands as required.

Seed Islands are small (eg 20x20m) intensively managed groves of diverse native forest species planted densely (eg 1.5m spacing, or 4500sph), strategically spaced across a wider regenerating/ sparsely planted landscape. Effort (time, resources weed and animal pest control) is focused. The islands become biodiversity hotspots, and support wind/bird-dispersed seed, into naturally regenerating areas

How to establish "seed islands" of natives • Tāne's Tree Trust Documents

NZCF has a detailed article on carbon farming management, The-active-forest-management-regime-of-New-Zealand-Carbon-Farmings-permanent-forest-estate[3]

NZFFA are also a leading source for information on alternative tree species, including plant establishment, aimed at farm foresters. Check out NZ Farm Forestry - Successful establishment of tree seedlings, and the NZFFA library in general.

Benchmarking

Now is a good time to set up benchmarks for monitoring progress, change, experiments, and the effectiveness of your efforts.

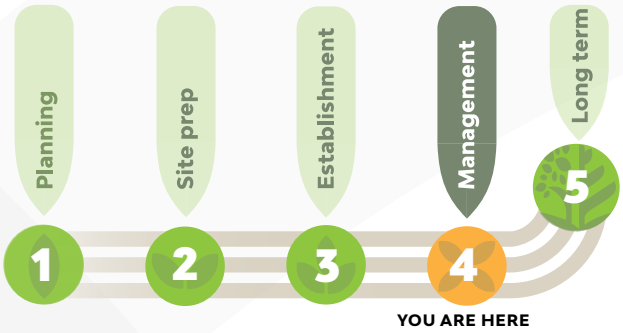
Photo points are spots you mark up to make it easy to take photos of the same view, at the same time of day, at the same time of the year, every year. They are easy to establish; posts, fenceline corners or gates are useful photo points.

You may do other benchmarking work, depending on what you want to track. If you have biodiversity goals you might want to do plant or bird species counts. There are some easy water quality monitoring techniques too.

See the directory at **Part 1 appendix 2** for further information on monitoring.

[3]The active forest management regime of New Zealand Carbon Farming's permanent forest estate" Peter Casey, Bryan McKinlay, Pierre Belle and Leo Paolini. NZ Journal of Forestry, November 2024, Vol. 69, No.3

Te whakahaere
Management



On-going management tasks include blanking in the early years, pest animal and plant control. Further thinning of pines may also be needed depending on your planting treatment and planned timeframes for transition work. Monitoring is also an ongoing part of active, adaptive management.

A bit more planning

Consider making an annual operations plan to implement your overall plan. It doesn't need to be complicated, but it helps you to check back with your big picture goals, think about specific actions you need to take for the year, and any changes you might need to make based on how your transition work is progressing and what last year threw at you.

Replacement Planting (Blanking)

Blanking is replacement of dead seedlings, which may be needed if you are doing enrichment planting, seed islands or alternative timber/carbon farming species. For native planting you may need to progress this at some level, for the first 2-3 years, depending on the size of surviving plants, alongside ongoing pest animal control. The Waingake project plans on 20% blanking in the year following native planting.

Think about what caused the problem to minimise failure next year.

Pest Control

Weeds

Releasing seedlings may be needed between September and November and again in February/March over the first two to three years depending on their size at planting time, and the level of rank grass/weed competition. This needs to be done by an experienced and careful operator. Releasing costs around $1/plant depending on planting density, site access, slope etc.

Regenerating pine will need to be controlled. It's one of the key threats to the success of the planting and native regeneration at Waingake (see Amy's case study in **Part 1 chapter 4)**.

Regen pine control, Waingake. Credit: GDC

Animal pests

Ongoing, effective pest control is essential as part of good forest management. In the Part 1 chapter 4 case studies Bryan can't stress the importance of pest control enough. He sees it as the single biggest determinant of whether or not successful regeneration will occur in a timely manner. In regenerating areas ungulates can wipe out your planting efforts. Hilton agrees the job can't be left just to recreational hunters.

At Waingake there has been a sustained effort to control goats. Now into the 4th year of control over 3000 goats have been removed. Almost 1000 were taken out in Year 1 alone.

Pest control relies on managing a pest population to a level to ensure the specific objective of protection is met, so monitoring for pest presence, numbers and/or impact is crucial.

If you have any fenced areas (for example, seed islands), these can be useful to monitor the level of animal pest impact by comparing inside and outside the enclosure.

As far as what is an acceptable level of control? - look to see the levels of damage on your planting. You need to protect new shoots/tips, and against ringbarking stems. Control ungulates to levels that have minimal impact on regen and any plantings undertaken. See **Part 1 appendix 3** for links to pest monitoring information and resources.

Silviculture

Depending on the treatment you have chosen, you may need to continue to thin canopy trees to create lightwells. This will encourage a mosaic of different regenerating species, not just shade tolerant ones.

Silviculture may be relevant for alternative tree species growing in uneven aged stands which are harvested by a series of thinnings, such as redwoods and eucalypts. There are various information sheets on the NZFFA website; NZ Farm Forestry - Silviculture and forest management

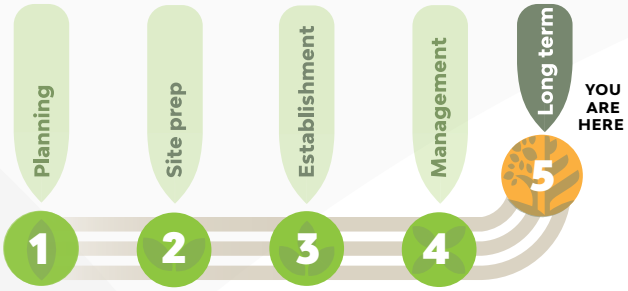
Monitoring, review and adaptation

You don't want all this effort and cost wasted, so you'll be monitoring what you've done, how it's performing, impacts from pests etc. Monitoring allows you to adapt quickly to new information. The LMAs can help with advice if you notice anything going pear-shaped. Inspect your treatment area at least twice a year. Take new photo points at least annually. Check out Photo points • New Zealand Plant Conservation Network for tips on setting up photo points.

If you are trying any experiments, it's even more important to monitor. You may be onto something you can share with others.

Think about your goals for the transition. Are there any obvious signs you could monitor that will tell you if your efforts are working, or whether you should adapt your management? How about pest evidence? Locations of failed / particularly successful planting? Bird counts? Water quality? Your budget?

Te whāinga roa
Long term



The vision you had for transitioning your piece of the worst erosion prone land in the region is well on its way to being realised. So, it's time to have a think about the long term.

Future planting

Consider further interplanting to suit your long-term goals – biodiversity? carbon or nature market options? Think about alternative species for different purposes, for example timber trees? Vegetation for bees? For medicinals? Since this vegetation is not going to be clear-felled, more options open up. Think laterally.

End of life

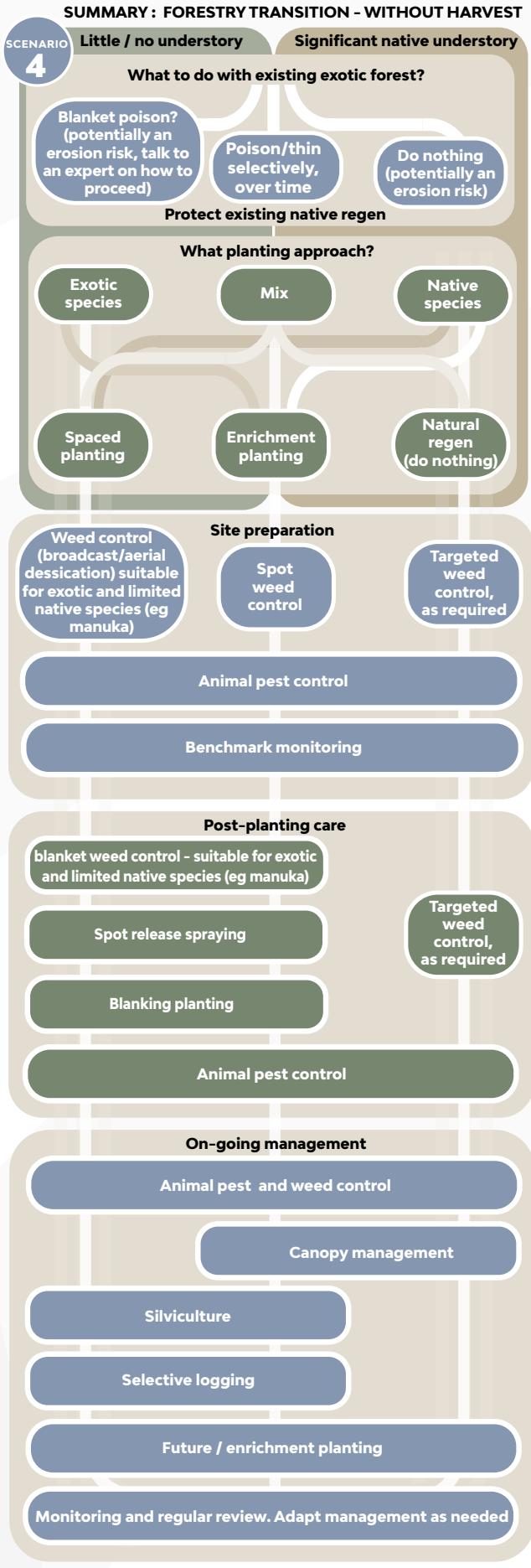
Not yours! In fact, with a native forest regeneration regime you don't really need to consider 'end of life' of the treatment. Ideally, you'll end up with a mixed age planting, in a mosaic of vegetation at different levels of the forest (canopy, sub-canopy, understory, ground cover).

With timber or carbon species, you may have to plan for thinning or selective logging if the trees present an erosion risk.

Long -term monitoring and review

The outcomes are the whole point of this work. When you were at the planning stage, you thought about what you were hoping to achieve, and hopefully did some baseline monitoring of the aspects you are interested in; of water quality, sediment, slip or gully extent, native species present for example.

Now you are monitoring how they are trending. If your slips are growing – you will need to adapt and respond.



TAG
Transition Advisory Group

PO Box 747
Gisborne 4040 NZ

15 Fitzherbert Street, Gisborne
Waiapu Road, Te Puia Springs

06 867 2049
0800 653 800

service@gdc.govt.nz
www.gdc.govt.nz

@GisborneDC
Antenno app

TAG
Transition Advisory Group

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Title: **25-135 Chief Executive Activity Report - June 2025**

Section: Chief Executive's Office

Prepared by: Amy Shanks - Corporate Planning Advisor

Meeting Date: Thursday 26 June 2025

Legal: No	Financial: No	Significance: **Low**

Report to COUNCIL/TE KAUNIHERA for information

PURPOSE - TE TAKE

The purpose of this report is to provide elected members with an update on Gisborne District Council activities from 28 February to 31 May 2025.

SUMMARY - HE WHAKARĀPOPOTOTANGA

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Notes the contents of this report.

Authorised by:

Nedine Thatcher Swann - Chief Executive

Keywords: chief executive activity report, central government updates, council plans and policy updates, emergency management updates,

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Chief Executive Activity Report [**25-135.1** - 52 pages]

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Te rīpoata a te Tumu Whakarae
Chief Executive's report
26 June 2025

Nga kaupapa
Contents

Nga kaupapa
Contents

He kupu whakataki na te tumu whakarae

Introduction from the Chief Executive

Tēnā koutou katoa,

This report provides a high-level overview of Council activity from 28 of February to 31 May 2025, highlighting key updates giving elected members a chance to discuss recent progress.

We continue to make headway on major policy and legislative shifts. Government's Local Water Done Well initiative is progressing, with the Local Government (Water Services) Bill under review by the Finance and Expenditure Committee. Council confirmed an in-house business unit as its preferred approach. Work on the Water Service Delivery Plan is underway and on track for completion ahead of Government's September deadline.

Emergency management remains a significant focus. Our Tairāwhiti Civil Defence Emergency Management Group continues to develop a new Group Plan, alongside the Government's wider Emergency Management System reform. Public submissions on the proposed Emergency Management Bill closed in May. This new legislation proposes clearer agency roles and stronger national standards. We'll continue to monitor its development to ensure local readiness.

On the ground, our capital works programmes are advancing. Upgrades in Ruatorea and Te Karaka are almost finished, while local contractors continue work in Matawai, Cliff Road and across the Better Off Funded footpath programme. These upgrades are being delivered in close partnership with hapū, schools and community leads to make sure outcomes reflect local priorities.

Progress also continues on catchment and freshwater planning, urban intensification and biodiversity restoration. We've reached several milestones, including the first Citizens' Assembly in Tairāwhiti focused on land use change and the confirmation of mokopirirakau (gecko) and pekapeka-tou-roa (long-tailed bats) in Waingake –marking significant ecological findings.

Our partnerships with tangata whenua remain a cornerstone of this mahi. From planning and infrastructure to biodiversity and decision-making, these relationships help us shape a future reflecting the values and aspirations of Tairāwhiti.

Ngā mihinui,

Nedine Thatcher Swann

Ngā Rangitaki Kāwanatanga
Central Government Updates

LOCAL WATER DONE WELL PROGRAMME (LWDW)

Local Water Done Well (LWDW) replaces Three Waters reforms, giving councils ownership of their water services, while establishing regulatory and economic oversight led by Taumata Arowai and the Commerce Commission. Councils must submit a Water Services Delivery Plan (WSDP) by 3 September 2025, outlining their preferred service delivery model, infrastructure condition, investment needs and regulatory compliance. The programme mandates separating water service revenue and costs from other council activities by 1 July 2027. The main aim is to make sure water services - like clean drinking water, stormwater and wastewater- are safe, sustainable and meet government standards. The LWDW programme involves three key bills aimed at reforming water services across New Zealand:

Water Services Acts Repeal Act (14 February 2024)

This Act reinstated earlier legislation related to the provision of water services (including local government legislation). This restored continued council ownership and control of water services and responsibility for service delivery.

Local Government (Water Services Preliminary Arrangements) Act (September 2024)

This Act sets out the framework for the new three waters management system and includes a requirement for councils to prepare a Water Services Delivery Plan (WSDP) by September 2025, that outlines their future service delivery arrangements. It enables borrowing through the New Zealand Local Government Funding Agency (LGFA).

The Local Government (Water Services) Bill

This Bill establishes the enduring settings for the new water services system and ensures water services are safe, reliable, environmentally resilient, customer-responsive and delivered at the least cost to consumers and businesses.

Update

The Local Government (Waters Services) Bill is currently undergoing the legislative process. Public submissions on the Bill closed on February 23, 2025, and it is now under consideration by the Finance and Expenditure Committee.

- Council made a formal submission to the Bill and has completed community consultation on future water service delivery options as part of the Local Water Done Well programme. Following strong public support for Option 1 – Our Water, Our Way – we are now drafting a Water Services Delivery Plan based on this preferred in-house model.
- A final version is scheduled to be presented to Council for approval in August 2025, ahead of submission to the Department of Internal Affairs by the 3 September 2025 deadline.

EMERGENCY MANAGEMENT IMPROVEMENT PROGRAMME

The Government is progressing an update of Aotearoa's emergency management system. This work aims to strengthen how we prepare for, respond to and recover from disasters, incorporating lessons from recent severe weather events and inquiries such as the North Island Severe Weather Events (NISWE) Inquiry. This programme sits under the Government's five-year strategy, Strengthening Disaster Resilience and Emergency Management, released in October 2024. The strategy outlines five key priorities:

- Empowering a whole society approach.
- Supporting consistent and effective local delivery.
- Professionalising the emergency management workforce.
- Enhancing national coordination.
- Driving strategic investment and long-term system improvement.

Emergency Management Bill

As part of this national improvement programme, the Government is introducing a new Emergency Management Bill, which will replace the Civil Defence Emergency Management Act 2002. It proposes a more modern, integrated approach to emergency management, with a stronger focus on local leadership, iwi partnerships and community resilience.

Key proposed changes include:

- Clearer roles and responsibilities across agencies.
- Consistent minimum national standards.
- Enhanced powers to support essential services in emergencies.

Council will continue to monitor the Bill's progression and ensure alignment with national expectations as more detail becomes available.

Update

Public submissions on the draft Emergency Management Bill closed on 20 May 2025, following a five-week consultation period. A discussion document released by the National Emergency Management Agency (NEMA) supported engagement. The Bill is now being reviewed and is expected to be introduced to Parliament later this year.

RESOURCE MANAGEMENT REFORM

Phase one of resource management reform has been completed with the repeal of the Natural and Built Environment Act (NBEA) and Spatial Planning Act (SPA).

PHASE TWO - targeted RMA amendments and RMA national direction instruments

Phase two includes fast-track approvals and targeted RMA amendments to make it easier to approve new infrastructure and renewable energy projects, build more houses and reduce the regulatory burden on key sectors including farming, mining and other primary industries.

The first set of RMA amendments, the Resource Management (Freshwater and Other Matters) Amendment Act took effect on 25 October 2024.

PHASE THREE - developing legislation to replace the current RMA

Phase three of the work programme is to introduce new resource management legislation to replace the current RMA. Key principles being considered include:

- How resource management laws can more clearly separate urban and spatial planning from environmental protection (this may result in separate spatial/urban planning and environment legislation).
- How the enjoyment of property rights can be reflected as a guiding principle of the system.
- The role of a legislative framework for spatial planning to enable longer term, integrated planning.
- The plan-making and consenting system to speed up processes and reduce the need for consents.

The new resource management system will be rules-based and embed respect for property rights and the rule of law. The new system will have three core tasks:

- Unlocking development capacity for housing and business growth.
- Enabling delivery of high-quality infrastructure for the future, including doubling renewable energy.
- Enabling primary sector growth and development (including aquaculture, forestry, pastoral, horticulture and mining).

The new system must achieve these objectives while also:

- Safeguarding the environment and human health.
- Adapting to the effects of climate change and reducing risks from natural hazards.
- Improving regulatory quality in the resource management system.
- Upholding Treaty of Waitangi settlements and other related arrangements..

Update

The Expert Advisory Group blueprint for reform was released and related Cabinet decisions announced in March 2025. Two new bills are being drafted based on those decisions - the Natural Environment Bill and the Planning Bill - but final policy decisions on many of the details are yet to be made or announced. The bills are planned for introduction before the end of the year.

Fast-track Approvals Act 2024

This is a stand-alone Act with its own purpose. It prioritises locally, regionally and nationally significant infrastructure and development projects. The Act sets out a 'one-stop shop' process for approvals under a range of legislation, including the RMA.

Update

The Fast-track Approvals Act took effect in December 2024. So far, the only Gisborne-based project included is the Tokomaru Bay Legacy Landfill Contaminated Land Remediation. The application process for fast-track approvals began on 7 February 2025.

Resource Management Act Amendment #2

This Bill focuses on changes that contribute to the Coalition Government's priority programmes: Electrify NZ, Infrastructure for the Future, Going for Housing Growth and the Primary Sector Growth Plan.

Key changes proposed include:

- Extending the duration of port occupation permits.
- Requiring renewable energy generation and wood-processing facility consents to be decided within one year of application.
- Enabling Councils to recover costs for review consent conditions when the review is a result of a national direction.
- A default 35-year consent durations for renewable energy and long-lived infrastructure.
- Allowing the minister to approve industry body organisations to deliver farm plan certification and audit services.
- Allowing the decline of land-use consents or attachment conditions, where there are significant risks of natural hazards.
- Increasing penalties for non-compliance to deter offences.

Update

The Resource Management (Consenting and Other System Changes) Amendment Bill has not yet been reported on by the select committee (as of 21 May 2025).

REVIEW OF NATIONAL DIRECTION

Other changes to national direction are shown in the table below as provided in the previous Chief Executive report:

NATIONAL DIRECTION INSTRUMENT	CHANGES SIGNALLED
New National Policy Statement for Infrastructure	New national direction to provide consistent consenting pathways that enable the development, operation,

NATIONAL DIRECTION INSTRUMENT	CHANGES SIGNALLED
	maintenance and upgrade of infrastructure while managing its effects on the natural environment.
National Policy Statement for Renewable Electricity Generation National Policy Statement for Electricity Transmission	New content to be added to create more directive and enabling national direction.
National Environmental Standards for Electricity Transmission Activities	Nationally consistent rules such as specifying activities that can be undertaken without consent, provided the standards are met.
National Environmental Standard Telco Facilities	Amendments to align with NPS-UD growth objectives and support infrastructure resilience and the rollout of 5G technology.
NZ Coastal Policy Statement	Targeted review of policies 6, 8, 11, 13 and 15 (activities in the coastal environment, aquaculture, indigenous biodiversity, preservation of natural character, natural features and landscapes).
National Policy Statement for Highly Productive Land	Amendments to free up land for urban development and remove unnecessary planning barriers.
National Policy Statement for Urban Development	Amendments to include setting requirements for housing growth targets and aligning Future Development Strategy requirements with housing growth objectives.
Other housing and development national direction	New national directions for granny flats, papakainga and heritage buildings.

NATIONAL DIRECTION INSTRUMENT	CHANGES SIGNALLED
National Policy Statement for Freshwater Management National Environmental Standards for Fresh Water	Scope of amendments to be confirmed. Expect targeted amendments to be completed through this combined national direction package and further work may follow.
National Environmental Standard for Drinking Water	Targeted amendment of clauses 7, 8 and 10 (which relate to granting of permits / permitted activity rules upstream of abstraction points) and new rules for mapping and targeted activity controls.
National Policy Statement on Indigenous Biodiversity	Amendment of provisions in relation to significant natural areas (SNAs) and tests for extractive activities.
Stock exclusion regulations	Amendments to tie rules to local conditions.
National Environmental Standards for Commercial Forestry	Reverse changes that increased council discretion for afforestation. Review of slash settings.
National Environmental Standards for Marine Aquaculture	Amendment to increase flexibility to innovate and improve management of existing marine farms.
New Natural Hazards National Direction	Develop new direction for natural hazards that applies to all natural hazards, to reduce risk to people, property and infrastructure. Direction on identifying hazards and assessing and responding to risks in a consistent way.

Ngā mahere kaunihera me ngā kaupapa rangitaki
Council Plans and Policy Updates

CLIMATE CHANGE

Greenhouse gas (GHG) emissions from human activities continue to cause warmer temperatures and change weather patterns globally. Tairāwhiti has experienced adverse natural events, including floods and landslides, which may now occur more frequently due to climate change. Our response team is working on a holistic workplan covering all aspects of climate change and its impacts.

Updates

- The Wainui Climate Adaptation Plan (CAP) has entered its engagement phase, with the first community hui held on 6 March 2025. Council is also working alongside the Māori Partnerships team to ensure meaningful engagement with our Treaty partners.
- The Climate Change Scenarios policy position project is underway; the team has contracted Marsh to finalise these scenarios for use by all GDC departments by end of July.
- Development of Climate Change Mainstreaming Guidelines is also in progress. Once completed, these will support relevant departments to embed climate considerations into everyday operations.
- Procurement for the Tairāwhiti Climate Change Risk and Vulnerability Assessment (CCRVA) is underway. The assessment is expected to begin in July and run over an 18-month period.
- Planning for the regional or community Emissions Reduction Plan (ERP) will start in August, following the update of regional greenhouse gas data and emission reduction pathways on the Kinesis portal.
- The update of our Greenhouse Gas (GHG) Inventory is ongoing and on track for completion in June.
- Development of Council's Emissions Reduction Plan (ERP) is also progressing and scheduled to be finished by October.
- The team has also started an analysis of Community Led Recovery Plans to ensure integration of climate change concerns into this work. The long-term aim is to further develop recovery plans into community adaptation plans.

REGIONAL SPEED MANAGEMENT PLAN

Last financial year, council completed installations of new speed limit signs across the region following the 2022 amendment to the 2013 Speed Limit Bylaw which was approved and certified by NZ Transport Agency Waka Kotahi (NZTA) into the National Speed Limits Register as the new legal instrument for setting speeds under the 2022 Speed Setting Rule. These speed limits can be viewed by the public here:

- NZTA Speed limits Register
- Te Tairāwhiti Council Website

- A new Speed Setting Rule was released in September 2024, with mandates for councils as road controlling authorities (RCAs) to reverse speed limit reductions on some road classifications dating back to 2020, and implementing variable speed limits (VSLs) around all primary and secondary schools.
- Dates for mandates are:
- Speeds outside schools must be variable by 1 July 2026.
- Speeds which require reversal must be identified and registered with new speeds by 1 May 2025 and in force by 1 July 2025.

Update

- Council staff have reviewed the list of local roads identified for potential speed limit reversals, for which funding had been approved. The assessment found that none of the roads met the criteria under the 2024 rule required to proceed with reversals.
- Consultation by NZTA on three sections of State Highway 35 from Kaiti to Pouawa has now closed. Feedback on the Makorori to Pouawa section showed majority support for increasing the current 80km/h speed limit to 100km/h. The 100km/h limit is scheduled to be reinstated by 1 July 2025. Consultation results can be viewed on NZTA's website.
- NZTA has stated that under the 2024 rule, they can only consider consultation feedback without giving weighting to specific user groups and are unable to include safety or economic considerations in decisions on speed limit reversals. This despite the region having some of the highest road crash risk statistics in the country, particularly related to speed and driver fatigue. Specifically, for Makorori to Pouawa, in five years before the speed limit was reduced from 100 km/h to 80 km/h in 2020, there were three more fatal crashes, three more serious crashes and 16 additional crashes overall compared to the five years following the reduction.

Next steps

- Work is ongoing to implement variable speed limits around the remaining 41% of schools that do not yet have them in place.
- Any further speed limit changes on local roads will require either the development of an alternative method proposal or a speed management plan, both of which must include public consultation and a cost-benefit analysis.

Ngā pūrongo whakamaru tūmatanui
Emergency Management Updates

Tairāwhiti Civil Defence Emergency Management (CDEM) Group Plan Review

Development of the Civil Defence Emergency Management (CDEM) Group Plan is progressing, with risk workshops planned to assess regional hazards and risks in the coming weeks. A draft Group Plan is expected to be ready for review by the CDEM Group in the second half of 2025, after which public consultation will be sought. Pending changes to the Emergency Management Bill, currently under review, will be incorporated into the regional Group Plan as appropriate.

Emergency Management Bill

Government is progressing a new Emergency Management Bill in 2025 to replace the Civil Defence Emergency Management Act 2002. This Bill aims to strengthen the national emergency management system by clarifying roles and responsibilities across central, regional and local levels and by enhancing community and iwi Māori involvement. Key objectives include improving the resilience and accountability of critical infrastructure, minimising disruption to essential services and ensuring agencies have the necessary powers to act effectively during emergencies. Public consultation was held from 15 April to 20 May 2025 and feedback is currently under review before being presented to the Minister.

Enhancing Regional Capability

The Tairāwhiti Civil Defence Emergency Management (CDEM) Group has approved the final step in establishing a dedicated Regional Response Team. This capability will be made up of highly trained volunteers who operate under the direction of the CDEM Group. Once established, the team will enhance our regional emergency response capability and be accredited to undertake flood/ storm response activities and assisting with the setup of welfare coordination centres. The accreditation process is expected to take about 18 months.

Ngā te whakarauoranga o te Tairāwhiti

Tairāwhiti Regional Recovery

Cyclone Gabrielle resulted in widespread damage across Te Tairāwhiti. The event had a significant impact on our infrastructure - severely damaging the road network, washing out bridges, inundating homes and businesses with water/silt and compromising the city's main water supply. Several communities were isolated for prolonged periods. Recovery efforts are well underway, with work progressing across both public infrastructure and private property.

FUTURE OF SEVERELY AFFECTED LAND (FOSAL) PROGRAMME

Council is working with Central Government to implement the Future of Severely Affected Land (FOSAL) framework. This includes:

- Buying properties classified as Category 3
- Mitigating risk for properties classified as Category 2P and 2C.

Property Classifications:

Category 3: Properties are those subject to ongoing risks from the Cyclone Gabrielle event that cannot be mitigated through interventions and residential use presents an unacceptable threat to life.

Category 2P: Properties are those subject to ongoing risks from the Cyclone Gabrielle event that can be mitigated through property level interventions.

Category 2C: Properties are those subject to ongoing risks from the Cyclone Gabrielle event that can be mitigated through community level interventions.

Update

Category 3 Buy Out

As of 30 May 2025, 49 of 57 eligible properties have completed settlement. Of these, 37 are owned by Council, the remaining properties are no longer available for residential use and dwellings will be or have been removed, with land retained by the owners. This represents just over 86% of property buyouts, excluding the 14 Whenua Māori properties progressing through a separate central government-led pathway. The Whenua Māori properties were categorised by Council but not included in the Category 3 voluntary buyout process, as relocation offers sit with central government under the Whenua Māori and Marae Pathway.

Category 2P

Funding received from Central Government is available to Category 2P property owners via a grant process to assist with mitigation costs. Mitigations are dependent on reports received by suitably qualified experts, such as Geotechnical Engineers. As of 30 May 2025:

- There are 159 Category 2P properties in total.
- 45 properties are receiving support via Te Aitanga-a-Māhaki, who are directly managing house lifting.
- 102 properties have opted in to receive funding via Council through a grant agreement, which means property owners self-manage the mitigation works.
- 7 have confirmed they don't wish to mitigate and 5 have chosen community works or self-mitigated, therefore not receiving any funding.
- To date $4.5m has been allocated.
- 14 properties (across all funding options) have completed the mitigation work.

Category 2C

- See 'Flood Resilience' for current updates on Category 2C areas.

Commercial Sediment and Debris Fund

- 173 commercial entities received funding by end of July 2024 for management of sediment and debris on their commercial premises.
- An audit is near completion on pre-selected receivers of the fund to ensure funds have been spent as per the funding agreement.

Next steps

Category 3

As at 30 May 2025, buy out of eight Category 3 properties remain in progress:

- Four properties are in negotiation, with one under formal objection.
- One property has received a buyout offer.

Three properties have accepted offers and are awaiting settlement, scheduled for 30 May and 6 June 2025.

- Demolition and removal activity is underway, with 12 properties demolished and one dwelling successfully removed. Council is working with three not-for-profit organisations to reduce waste and support material recovery during demolition.
- Future Land Use - In December 2024, Council approved the Policy Framework for Decisions on Storm-Affected Land. A Project Manager has been appointed and early-stage planning is now underway.

Category 2P

- Managed elevation works with Te Aitanga-ā-Māhaki are ongoing, alongside continued grant payments through Council for self-managed mitigations.
- Engagement continues with owners of complex properties requiring tailored solutions.
- The deadline for practical completion of all mitigation works has been extended to 30 December 2025.
- Further analysis is underway to identify properties at risk of not meeting this timeframe and to assess available funding that may be allocated under special circumstances. Work is also progressing on establishing an appropriate mechanism for distributing these funds.

WOODY DEBRIS

Council remains part of a coordinated, multi-agency effort to manage the large volumes of woody debris affecting our regional waterways and coastlines. Removal is prioritised based on risk to life, community, infrastructure and the environment.

Update

- As at the beginning of June 2025, about 550,000m^3 of large woody debris has been removed - largely from rivers and beaches. Of that, approximately 478,000m^3 was treated via high-oxygen/ open-air burning or chipping.
- We are working with MPI to secure a further $27m in funding to support the next phase of the woody debris removal programme, which will focus on woody debris at the source - behind the forest gate.
- This work is about proactively derisking debris to prevent future harm. We are supported by the Ministerially appointed Tairāwhiti Forestry Action Group (TFA Group) to work with landowners, forestry owners, community and Iwi/hapū to treat the source of debris in the highest risk forests.
- A prioritisation framework has been developed to guide this work. It focuses on reducing risk to life and critical infrastructure while considering impacts on the environment, cultural sites and community assets.
- We're using AI technology to identify the region's highest risk forests. Applying this technology to high resolution aerial imagery means more efficient use of resources, increasing the team's ability to plan and provide consistency of work for local contractors.

Next steps

- Finalise a funding agreement with MPI for $27 million to support the 'behind the forest gate' phase of the woody debris programme - with a focus on reducing risk to life and critical infrastructure.

- Continue working closely with Tairāwhiti Forestry Action Group to plan to develop the next stage of the programme.
- Expand the use of aerial imaging, AI, and other tools to help identify and address woody debris risks across catchments throughout the region.
- This next phase represents a shift from reactive cleanup to proactive risk reduction - supporting long-term resilience for our communities.

ROAD REINSTATEMENT

Since February 2023, more than 90 bridges required repairs or full reconstruction and nearly 400 dropouts have been recorded throughout the district. With recovery funding from central government and NZ Transport Agency Waka Kotahi (NZTA), Council is delivering the following four dedicated infrastructure recovery programmes focused on restoring and strengthening roading and bridge networks:

Slips and Dropouts

Repairs are underway at 343 of the region's most critical slip and dropout sites, including 92 complex sites requiring detailed engineering design.

Update

Of the 235 non-complex sites, 141 have been completed, with the remainder on track to be finished by 30 June 2025. Design work on the 92 complex sites is progressing, with 34 advanced to detailed design and 58 in preliminary design. Construction on these complex sites is scheduled to start in September 2025, and continue through to 2027.

Roadside drainage supporting iwi communities

Drainage and resilience improvements on alternative emergency evacuation routes as identified by iwi.

Update

The programme is being delivered in two tranches across iwi-prioritised routes. Tranche 1 began in January and includes 121 drainage improvement sites across 12 rural routes. To date, 70% of sites are complete, with the remainder on track to be complete by 30 June 2025. More than 200 potential sites have been identified for Tranche 2 and presented to iwi for prioritisation. Subject to weather conditions, work is expected to begin this winter.

Tiniroto Road Solution

Work is progressing to assess and implement long-term solutions to secure the Tiniroto route, a critical alternative to SH2.

Update

Designs for the proposed Tiniroto bypass are underway, with construction expected to begin later this year. A contractor has been appointed for the repair of the major Bluff 3 dropout, with construction scheduled to start in June and be completed by October 2025.

Black Bridges

Investigations are underway to replace eight river crossings destroyed during severe weather events. The programme includes design and construction to restore access and reconnect isolated communities.

Update

Construction on four bridges - St Leger, Mata Huiarua, Pauariki, and Grays - is scheduled to begin later this year, with St Leger expected to start in spring after construction tender closes in June. A contractor is expected to be confirmed in July. Enabling works are underway to prepare the site. Designs are progressing for the remaining three bridges and should be finished in the coming weeks. Investigations for Burgess and Mangatai bridges are ongoing.

Red and Orange Bridges

Repairs are underway on 28 structurally damaged bridges, funded by the National Infrastructure Funding Facility (NIFF), following severe weather events in early 2023.

Update

Of the 65 identified repair sites, 39 (62%) have been completed. Two Bailey bridges have been installed, 12 bridges are currently under construction and seven are in detailed design. Major repairs to the Lavenham Road dropout and Makarika (Mata) Bridge are progressing well, with both projects expected to be completed in the coming weeks.

Green Bridges

Minor structural repairs are being delivered across 35 bridges damaged during severe weather events.

Update

Of the 35 sites identified for repair, 19 have been completed, eight are currently under construction and eight are in detailed design.

FLOOD RESILIENCE

The region's flood protection infrastructure was significantly impacted by Cyclone Gabrielle in February 2023. In response, Council applied for funding from the Crown and secured $64 million to support a $71.1 million programme, focused on flood resilience investigations and improvements. Work is now well underway across the following five key project areas:

Waipaoa Flood Control Project

The final stage of our Waipaoa Flood Control Project involves upgrading 28km of stopbanks remaining on the western side of the Waipaoa River, between the SH2 Matawhero Bridge and 1913 Matawai Road.

Update

- To date, almost 15.2km of stopbanks have been upgraded in this section, reaching as far as the Waituhi area.
- Stopbanks on the south side of Whakaahu Stream are now fully upgraded.

- Works on the northern side of the stream are 98% complete, pending renewal of a large 2.2m culvert and floodgate near Lavenham Road. Construction of the inlet and outlet wingwalls began in May, with final installation and removal of the redundant culvert scheduled for October 2025, subject to weather conditions.
- Stopbank upgrade earthworks in the Waituhi area were paused in May 2025 and are set to resume in September/October 2025, weather permitting.
- A further 6km of stopbank between 1053 Lavenham Road and 1913 Matawai Road will be upgraded in the 2025/26 summer construction season, starting October 2025 and expected to finish by June 2026.
- An upgrade to the Whatatuna Floodgate near Patutahi and the Te Arai River is planned for completion by December 2025. This will increase height of the structure to match the level of recently raised adjacent stopbanks, improving overall flood protection.
- Two land purchases are being finalised in June to support stopbank alignment and reduce haulage distances by providing construction fill.
- Since construction began in February 2019, approximately 53.7km of the 61.2km Waipaoa stopbank network has been successfully upgraded.
- Full completion of this project is anticipated by June 2027 - three years ahead of the original schedule.

Te Karaka Flood Resilience

This project aims to improve flood protection and resilience for Te Karaka township. Hydraulic modelling is underway to assess the flood level changes of potential improvement options, including stopbank realignment and retreat scenarios

Update

- Modelling shows raising the height of Te Karaka's existing stopbank may provide protection against a future scenario similar to Cyclone Gabrielle combined with climate change. However, this requires the stopbank to be raised by several metres and is not considered a sustainable option, as it fails to provide adequate space for the river and poses a high residual risk and threat to life if overtopped.
- Current investigations indicate a combination of stopbank retreat, widening and raising is likely to offer a more suitable long-term solution by allowing greater flow capacity around the township rather than through it.
- A preferred option, along with high-level cost estimates, is expected to be identified by the end of the month (June).
- Community consultation on the preferred option(s) is anticipated to begin in July 2025.

East Cost Flood Resilience

Flood resilience investigations are underway for five priority areas at: Te Arai, Ūawa, Makarika, Tikitiki, and Tokomaru Bay (Waiotu and Mangahauini Rivers).

Update

- A team of specialists is scoping and managing multiple investigation projects across the five areas. This includes building hydraulic models, engaging with local communities, reviewing existing data and developing a 'long list' of potential flood resilience options and recommendations.

- Geomorphology assessments are progressing across all flood resilience areas. These inform and help predict the future state of each area to make flood resilience improvements more sustainable and effective. Assessments also provide insight into how riverbed and berm aggradation, along with sediment deposition trends, may impact the form and function of future flood events.
- Community hui have recently been held in all catchment areas, providing an update of flood resilience work already underway and what's planned for these projects.
- Smaller community working group sessions are planned for June and July. These workshops support a refinement of the 'long list' into a short list of preferred flood mitigation options for each catchment. These specific shortlists should be complete by end of 2025.

Gisborne City Flood Resilience

Flood resilience investigations are underway for the Taruheru River and City North areas, including Whataupoko and Mangapapa.

Update

- Hydraulic modelling for the Taruheru and Waimata Rivers is largely complete.
- WSP consultants are currently reviewing and updating historic hydraulic models for Mangapapa and Whataupoko catchments, with calibrated models expected by late July. These inform the assessment of potential flood resilience improvements and guide future recommendations.
- Design and resource consenting is underway for the Taruheru River widening project, which covers an 8km section upstream of Taruheru Cemetery. This project involves stream excavation to widen the channel, improve flood capacity and flow conveyance.

LAND MANAGEMENT

The focus remains on identifying effective erosion control methods for highly erodible gullies and slopes. Work is underway to develop a spatial dataset to assess land treatment needs and to identify and implement programmes that support sustainable land use across the region.

Update

Current land management efforts are centred on better understanding indicative transition zones identified as highly susceptible to erosion and closely connected to waterways. Work focuses on identifying opportunities to recloak these areas with appropriate land cover. We are actively engaging with landowners to assess existing land use and provide tailored recommendations to support the shift toward more sustainable land management practices.

Whakawhānaungatanga
Relationships

CO-GOVERNANCE WITH TĀNGATA WHENUA

In-line with Council's commitment to fostering tangata whenua participation in decision-making processes, this section provides updates on current co-governance arrangements we're working through with tāngata whenua, including Post Settlement Governance Entities (PSGE). The current government has shifted the focal point of relationships with iwi, placing a stronger focus on regional relationships and mechanisms to continue advancing partnership priorities.

The Local Leadership Body (LLB)

LLB is steadily progressing toward the next phase of its establishment. A third and final pre-inaugural workshop was held on 30 May to confirm a date for the inaugural meeting and identify shared priorities for the committee to oversee/ shape a three year programme to guide their mahi. The momentum from earlier workshops will be carried through, where members leaned into honest kōrero about the past and what needs to be different if this body is to lead change. There is collective buy-in to a principled way of working, which holds partnership at the centre.

Rongowhakaata Iwi Trust (RIT)

There are no significant changes at the governance level this quarter. Operationally, work is progressing to shape a shared work programme for 2025/26. Key focus areas include improving engagement mechanisms, advancing our consenting partnership and collaborating on key spatial planning projects - including town centre planning and the Te Ārai master plan.

Te Rūnanganui o Ngāti Porou (TRoNP)

Council's operational relationship with Te Rūnanganui o Ngāti Porou continues to strengthen, particularly in the areas of freshwater and regional planning. Conversations around the Waiapu Koka Huhua Joint Management Agreement are ongoing. Next steps focus on aligning governance boards and setting the foundation for stronger decision-making partnerships. Rohenga 6 board representatives have been key partners in priority setting for roading issues in their rohe.

Ngā Rohe Moana o Ngā Hapū o Ngāti Porou (NRMoNHNP)

A draft environmental covenant is being developed in partnership with the Ministry for the Environment (MfE), and Council participating in hui to support this process. Ngāti Porou Hapū have requested a Memorandum of Understanding (MOU) with Council to formalise and strengthen this relationship. The draft MOU is now with Ngā Hapū for their consideration.

Te Aitanga-ā-Māhaki (TaM)

Te Aitanga a Māhaki formally initiated a Mana Whakahono ā Rohe process with Council. A hui has taken place and the potential for this statutory tool to streamline roles, expectations and decision-making pathways is being actively explored. An overarching relationship agreement remains on the table, awaiting sign-off. Meanwhile, good operational relationships continue across freshwater and regional planning activities.

Ngai Tāmanuhiri (NT)

Ngāi Tāmanuhiri also signalled its intention to enter into a Mana Whakahono ā Rohe agreement. We're waiting to confirm a date for the first hui. On an operational front, we have a working agreement in place, supporting Ngai Tāmanuhiri participation in freshwater and regional planning. Local Water Done Well remains a key area of shared interest, given the proximity of water supply infrastructure to Ngai Tāmanuhiri areas of interest and the significance of this whenua to Maraetaha.

Te Awapuni Moana Trust (TAMT)

Progress is slow but steady. Discussions to finalise a relationship agreement and associated access arrangement (linked to a Council-established research bore on site) are ongoing. We remain committed to advancing this and exploring future opportunities where our priorities align – including water treatment and water storage opportunities.

Paokahu Trust (PT)

While engagement has been limited since our last update, the Paokahu relationship remains important. Focus is on continuing to work through an aftercare plan set out in the Paokahu 50-year roadmap. This long-term view remains a shared commitment and will anchor our engagement moving forward. Council will keep the Paokahu Trust engaged on our approach.

Maraetaha Joint Steering Group (JSG)

Our relationship with the Maraetaha Joint Steering Group is in a good place. A draft work program is being shaped, anchored by strategic priorities previously shared with Council. A key deliverable is the finalisation of an access agreement for Patemaru Station, which provides access to Council's water treatment plant and associated infrastructure. The remainder of this work program is progressing joint aspirations identified by the JSG.

WAIAPU JOINT MANAGEMENT AGREEMENT\ WAIAPU KŌKĀ HŪHUA/RESTORING THE WAIAPU CATCHMENT

The Waiapu Kōkā Hūhua is a 100-year restoration programme, established via a Memorandum of Understanding between Te Rūnanganui o Ngāti Porou (TRONPnui), Gisborne District Council and the Crown (Ministry for Primary Industries).

- This long-term partnership was born from the Waiapu Accord in 2014 and aims to address impacts of erosion and restore the health of the Waiapu Catchment. It recognises a deep connection between healthy land, healthy rivers and healthy people: Ko te mana ko te hauora o te whenua; ko te hauora o ngā awa; ko te hauora o te iwi.

- The Waiapu Joint Management Agreement (JMA) sits alongside this to support shared resource management decision-making within the catchment. While the Waiapu Kōkā Hūhua programme provides overarching restoration vision and intent, the JMA guides how work will be implemented - particularly in relation to development and delivery of the Waiapu Catchment Plan.
- This Catchment Plan will provide a long-term vision for managing freshwater and natural resources in the Waiapu, integrating both mātauranga-a-Porou and western science to support holistic and effective resource management.

Update

Following a period of disruption due to cyclones and region-wide recovery efforts, momentum is building once again. A joint commitment to the Waiapu Catchment Plan has been reconfirmed. Representatives from Ngāti Porou and Council have established a core project team to coordinate remaining technical work, engagement and policy development required to complete the plan. A supporting technical rōpū, made up of local expertise from across the Waiapu, was also formed. This group will work alongside the core team in a series of technical hui – contributing to the development of ecological and cultural value assessments to underpin the plan. The rōpū held its inaugural hui in April 2025.

Next steps

- The technical rōpū will continue work on a Catchment Plan through to the end of the year, with a draft expected by late 2025.
- Council staff are reviewing previous governance arrangements to support refreshed joint oversight between TRONPnui and Council.
- Planning is underway to bring together past and present contributors to Waiapu Kōkā Hūhua, to reaffirm the vision and purpose of the 100-year programme in light of evolving climate and land-use challenges.

TE KĀHUI PATU KAIKIRI | ANTI-RACISM WORKING GROUP

We continue to progress our anti-racism commitments in partnership with Te Kāhui Patu Kaikiri. Tatai Aho Rau Core Education has finished updates to three key policies in line with recommendations from the Anti-Racism Policy Audit Report.

Updated policies are:

- Tairawhiti Pirirtahi: Maori Participation Policy.
- Procurement Policy.
- Health and Safety Policy.

Key recommendations include:

- Referencing historical and current inequities and outlining approaches to address them.
- Embedding an articles-based approach to Te Tiriti o Waitangi across all policies.
- Integrating Māori values and tikanga as core principles.
- Elevating and increasing Te Reo Māori o Te Tairāwhiti.
- Reflecting power imbalances.
- Referencing the relationship and the participation with Tāngata Whenua, Māori and decision making.

Next Steps

An action plan is being developed to implement some of the recommendations arising from the report.

Ngā Whakahaere Mahi
General Management

PERSONNEL MANAGEMENT

Our ongoing focus remains on strengthening recruitment and retention, prioritising staff wellbeing and continuously refining our strategies and processes to support a high performing, future ready workforce.

Updates

- We introduced our first 'Day in the Life' programme, offering local school students a one-day, hands on experience across Council departments to inspire careers and strengthen community connections.
- Development of a comprehensive Organisational Development Strategy and Plan has started.
- Our second collaborative cadetship programme is underway, aligning with our commitment to: 'support local people into local jobs'.
- We successfully launched the new Training Module within our TechnologyOne system, streamlining access to learning and development opportunities.

Next steps

- We'll focus on supporting the implementation of our Wellbeing Strategy and organisational development tool.
- Continue collaborating with regional councils on Te Ao Māori capacity and capability across the sector.

HEALTH, SAFETY & WELLBEING

Our Health and Safety team has established best practice standards to support compliance with the Health and Safety at Work Act (HSWA). This extends beyond compliance – it's about fostering a culture where every person returns home safe and well. You can access our current Health, Safety and Wellbeing Policy, here.

We continue to support our staff through several important health and safety matters:

- Council has received correspondence from WorkSafe regarding the Waimata incident. A response is being prepared.
- Council has received the results of an independent health and safety audit. The findings are under review and will support ongoing improvements to ensure our systems align with national standards.

Focus areas

- As the Large Woody Debris programme moves into the winter season, we remain alert to the heightened risks posed by changing weather patterns and more hazardous driving conditions. Council continues to actively support Logic Forest Solutions through ongoing health and safety audits, assurance processes, and verification activities to help manage these risks effectively.
- Our Wellbeing Team also continues to meet regularly, designing and delivering initiatives that support staff across the organisation. Recently, Mental Health 101 training was made available, with additional sessions scheduled in the coming months.
- Regrettably, incidents of abuse and inappropriate behaviour towards staff persist in some areas. We are responding with regular check-ins, targeted training, and access to wellbeing resources to ensure our people feel supported and safe.
- In addition, we are progressing our response to the preliminary findings from the IMPAC Health and Safety Audit. A comprehensive review of the recommendations is underway, with priority actions now being identified and addressed.

Incidents/Injuries

- Council's annual flu vaccination programme has concluded. A small number of adverse reactions were reported and managed appropriately. We are working with the provider to review the matter.
- An early-warning alarm at Kiwa Pool recently detected a low-level chlorine leak. While the levels posed no risk to health, an internal review is underway to strengthen procedures and response protocols.
- A staff member sustained a back strain at the Library in March, resulting in a Lost Time Injury. Support has been provided, and the incident is informing improvements to manual handling training and workplace safety practices.

INCIDENT TYPE	INCIDENT DESCRIPTION	MAY EVENTS*	ROLLING 12 MONTHS
Near miss	An event or incident that someone has been exposed to that could have caused injury.	2 x major 1 x moderate 2 x minor	52

INCIDENT TYPE	INCIDENT DESCRIPTION	MAY EVENTS*	ROLLING 12 MONTHS
Injury	Someone has been physically hurt and reported.	1 x moderate 1 x minor	83
Incident	An event or incident that has caused damage to equipment, property, or environment and includes threats and abuse to staff members.	4 x moderate 5 x minor	253
Notifiable event	Any of the following events that arise from work: death, notifiable illness or injury, or notifiable incident that triggers requirements to preserve the site and notify WorkSafe NZ.	Nil	3
Illness	Someone has seen or been involved in an event or exposed to a situation that has resulted in individual becoming ill or unwell, e.g. lung disease, asbestosis, legionnaires disease. This is from workplace exposure and does not include common illness such as personal illness, cold and flu.	Nil	6

FINANCIAL REPORTING

At the time of this report, financial results for May 2025 were not finalised at the time of reporting. The latest available results have been presented to the Finance and Performance Committee on 4 June 2025 **(Report 25-137).**

The summary below is for 30 April 2025 and taken from the report:

Council's net surplus stands at $34.4 million, which is $28 million lower than projected in the year-to-date (YTD) Annual Plan. The lower than expected surplus is due to timing of capital grants ($25m), an accounting loss on fair value of interest rates swaps and FOSAL Category 3 voluntary relocation grants. The accounting loss may or may eventuate when the swaps are finally realised in the future.

The receiving of capital grants is dependent on when the projects are completed. There will be no adverse cash flow or financial impacts to Council, as the grants will transfer to when the capital expenditure is completed.

A summary of key financial indicators for April YTD:

- Total revenue is $194 million, with approximately $78 million received in subsidies related to roading reinstatement, large woody debris and silt removal activities.
- Total expenditure is $160 million, including about $76 million for emergency reinstatement and large woody debris/silt removal costs.
- YTD capital expenditure is $76m, representing 66% of the YTD 2024/25 Annual Plan. Most of this expenditure relates to roading network for reinstatement works and bridge repairs; Category 3 FOSAL voluntary property buyouts and the Waiapoa Flood Control Resilience project.
- Looking ahead, carryovers of $13 million are being recognised in the 2025/26 Annual Plan **(see Report 25-149)** to align with project delivery timelines, with the bulk of this work expected to occur in the first half of the new financial year.

Ngā Mahi Arotahinga
Focus Projects

RESOURCE RECOVERY CENTRE

A feasibility study has been completed as part of Council's investigation into a potential Community Resource Recovery Centre for Te Tairāwhiti. These centres operate successfully in other parts of the country and offer a range of benefits, including:

- Extending the life of local landfills.
- Reducing the volume and cost of transporting waste out of the region.
- Creating opportunities for education, training and employment.

Findings of the study were presented to Council and a decision made to progress to the next phase - with a key focus on exploring potential funding options, which is essential to the viability of the project.

Update

Council staff are engaging with mana whenua and in the early stages of forming a project team to guide next steps. The focus will be on developing a concept design for a fit-for-purpose facility to meet the needs of our region.

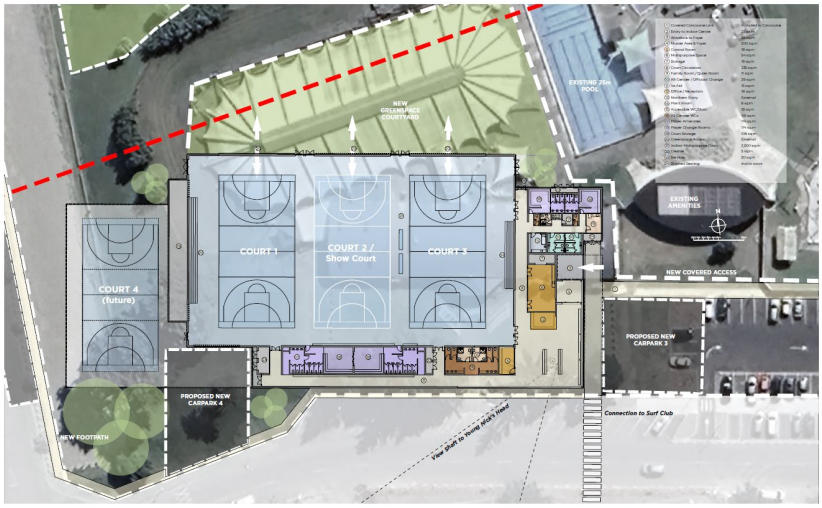
COMMUNITY FACILITIES

Indoor Multipurpose Centre (IMC)

Tairāwhiti faces a critical shortage of indoor court facilities - the lowest public availability per capita in New Zealand, as confirmed by the Sport New Zealand National Facilities Strategy. To address this, a business case was developed and received unanimous endorsement from Council at an Extraordinary Meeting on 9 April 2025, enabling the project to progress to its next phase.

Update

- There is a confirmed need for at least 1.7 additional basketball courts, increasing to 2.7 once the YMCA facility is retired.
- To host regional events and tournaments, the recommendation is for a three-court facility, with provision for a fourth in future.
- Preferred site is the Kiwa Pools precinct, in the southwestern quadrant, opposite Midway Surf Lifesaving Club.



Estimated Costs (prepared by Rawlinsons):

- $22.09 million if construction begins in Quarter 2 of 2028, or $22.78 million if construction begins in Quarter 2 of 2029, for the core facility (total area of 3,612 square metres).

Should Kiwa Pools remain as the preferred site, additional costs include:

- $644,000 for a northern opening wall.
- $31,000 for a covered walkway linking to Kiwa Pools.
- $500,000 (provisional) to address potential site contamination.
- $1.69 million to make the roof accessible for emergency use by Civil Defence.

Council has committed $2.5 million to the project and endorsed community consultation on a proposed additional $6 million contribution through the upcoming Long Term Plan (LTP). A significant level of work is required to raise capital funds needed to build the Indoor Multipurpose Centre.

Next steps

- Scope the programme of work for next phase to enable project to progress.
- Confirm key investment and partners.
- Review Steering Group.
- Develop a positioning strategy aligned with the wider integrated regional funding strategy for Tairāwhiti.
- Explore funding, ownership, governance, partnerships and management avenues.
- Proceed to design and consent.
- Start fundraising.

TOWNSHIP UPGRADES

We continue to work in partnership with our whānau, hapū, and communities through a Community Development-Led model. This approach helps us understand local aspirations and prioritise projects that can be delivered within available budgets through genuine, community-led engagement. The Township Upgrades programme is supported by an annual budget of $700,000, typically used to complete two rural upgrades each year - one north of Gisborne and one either south or west. However, following the impacts of Cyclone Gabrielle, work has expanded significantly. This financial year, upgrades are being delivered across four townships: Ruatorea, Ūawa, Te Karaka and Matawai. At the same time, early planning is underway for future upgrades in Pātūtahi and Tokomaru Bay.

Ruatorea

The Ruatorea Playground Upgrade is approaching completion, with the project team working in coordination with Te Kura Kaupapa Māori o Te Waiu to design and install a 'tauira'-inspired waharoa at the Waiomatatini entrance. Ongoing vandalism has negatively impacted project progress. Recent incidents include graffiti on newly installed picnic tables and concrete surfaces within the shelter area, as well as theft of contractor safety fencing. These actions have resulted in unplanned costs and delays to the planned works programme. Despite previous community consultation and implementation of strategies to deter vandalism and manage the presence of horses within the reserve, efforts such as increased police visibility and proactive community engagement have not achieved the intended results. During an April Mayoral Update on Radio Ngāti Porou, the Mayor and Council's Rural Liaison Officer informed the community of recent damage and reiterated no additional Council funding is available for repairs. The Community Lead also responded via the playground's official Facebook page, strongly condemning vandalism and highlighting the importance of collective responsibility in caring for and protecting this valued public space.

Images 1,2 and 3: *Footpath to equipment from Waiomatatini Road entrance.*

Ūawa

New playground equipment and safety matting were successfully installed in April 2025, with a community-led opening ceremony held on April 16. A special thanks to Kuru Contracting for their generous support in relocating bark for the site - their donated time and resources made a big difference and are deeply appreciated by both Council and community.

To help minimise costs, staff from Engagement and Māori Partnerships teamed up with local rangatahi, tamariki, teachers and parents to complete bark spreading. The mahi began at 10am and continued throughout the afternoon, with final touches completed just in time for opening the following day.

Image 1: *Koka Lill's Little Helpers.*

Image 2: *The new equipment, matting and bark.*

Latest upgrades to the playground have been installed, creating a fun and inclusive space for tamariki of all ages. New additions include:

- A multi-age tower unit.
- Double swing set.
- A carousel
- Spring rocker.
- Natureplay beams.
- Safety matting and bark.

As we head into the winter months, no further construction is planned until November. A full basketball court is the final piece of this upgrade. To bring this to life, the community must secure external funding - a great opportunity for partnership and shared investment in the future of this space.

Patutahi

Council's Rural Liaison Manager and the Te Aitanga-a-Māhaki Community Development Officer (TAMCDO) recently visited Patutahi School to engage with tamariki and staff about ideas for an upcoming playground upgrade. The session saw strong participation, with 78 tamariki, six kaimahi, and six matua sharing their excitement and input in the design process. To ensure broader community voices are included, the TAMCDO will also consult with whānau of the local kōhanga reo and rangatahi attending high school in Gisborne, with feedback expected in early June.

Once feedback is received, the internal Project Team will finalise designs and place equipment orders by end of June 2025, aiming for installation between early November and mid-December 2025. A safety audit was scheduled for 28 May 2025 to review the proposed pedestrian crossing near Patutahi School – as it was raised as a key priority by the Te Karaka community.

Te Karaka

Tu Ake Te Karaka engaged with community during the Te Karaka Night Market on 27 May 2025 to confirm priorities for the upcoming township upgrade. One key update from the lead was that a full basketball court may no longer be required, as Te Karaka School has offered its court for community use. By 30 May, community priorities were finalised enabling Council's upgrade team to begin planning, coordinating internally and progressing to concept design and equipment procurement. Construction of the Cliff Road footpath- funded through the Better Off Fund - began on 6 May. A local small-to-medium contractor will deliver this project and work in Matawai. Design recommendations from the Journeys team included driveway replacements, leading to unexpected costs that may require approval from the Iwi and Community Group for township upgrade funding allocation. A notification letter was sent to Cliff Road residents, outlining that while driveway replacements will be included in the footpath upgrade, homeowners are responsible for future maintenance. The update was also shared with Te Aitanga-a-Māhaki Iwi and the community group Tu Ake Te Karaka for circulation on their social media platforms. In response, Te Aitanga-a-Māhaki shared the following feedback: *"Thank you for your email. Awesome work! Te Aitanga-a-Māhaki support the appointed contractor, as they have also been working with us on State Highway 2."*

Matawai

Installation of Nature Play equipment has been successfully completed. To finalise the township upgrade, remaining work includes construction of footpaths, a concrete pad for two accessible picnic tables, fencing and relocation of the skate ramp and platforms, with work scheduled for completion by 30 June 2025.

Better Off Fund (BOF) – Matawai

Following a reduction in NZTA Waka Kotahi funding, the project team is currently assessing whether to prioritise a footpath or a footbridge. Based on advice from the Journeys team, the recommendation is to prioritise installation of a footbridge. A standalone footpath could unintentionally encourage pedestrian use of a narrow vehicle bridge, increasing safety risks. While pedestrian crossing is already occurring, the BOF-funded upgrade is being carefully scoped to address health and safety considerations before progressing to design development.

Other Better Off Fund projects

- Footpath upgrades have been completed at the Wharekahika and Ruatōrea playgrounds, improving access to play spaces and equipment for tamariki and whānau.
- Due to a reduction in NZTA Waka Kotahi's Financial Assistance Rate (FAR) budget, several safer crossing projects - including in Wharekahika, Te Araroa, Tikitiki, Rangitukia, and Ruatōrea, along with the Waiomatatini South Road footpath and footbridge are scheduled for the 2025–2026 financial year. To stay within budget, Council's Journeys team is currently working through options. However, preferred approaches differ, and if a resolution can't be reached, the matter will be referred to Te Ranga Whakahau for a final decision.

TAIRĀWHITI RESOURCE MANAGEMENT PLAN (TRMP)

Phase 1

Regional Policy Statement

On 29 May, the TRMP Committee considered a recommendation to begin community engagement on the draft Regional Policy Statement (RPS). In discussing the approach, the Committee signalled a preference to see an accompanying section 32 evaluation report before progressing engagement with iwi authorities.

The RPS is intended to provide high-level direction on how the region manages key resource management issues under the Resource Management Act 1991 (RMA). On the same day, government released new national direction packages that are expected to significantly influence future planning requirements.

As a result, further consideration is needed to ensure the RPS aligns with these changes and avoids duplication or misalignment. Staff are now considering a pause and refocus of the RPS workstream. Alongside this, councillors will workshop options on how to proceed with the TRMP review overall in light of national direction packages. This will help guide next steps and ensure alignment across the broader programme.

Regional Freshwater Plan and Catchment Planning

The focus remains on completing the technical work, engagement and policy drafting for the new Regional Freshwater Plan and seven catchment plans. Five catchments are already at varying stages of development, while the remaining two are in the early stages of initiation. This combined freshwater package is on track for public notification in late 2026.

NB: There is a general uncertainty with the RMA plan change workstreams given the government's RMA reform agenda. Staff are keeping a close watch to understand how the changes might impact on our planned workstreams.

Updates

Review of the Regional Freshwater Plan and Waipaoa Catchment

Since July 2023, staff have been working alongside the Freshwater Advisory Group to support development of the Regional Freshwater Plan. The Group is scheduled to reconvene for a series of four hui from mid-2025 to review and provide feedback on draft sections of the plan.

The project team aims to have all draft sections completed by September 2025, subject to the timely completion of remaining technical work mid-year.

Mōtū Catchment

While the draft plan for the Mōtū Catchment is complete, the extended timeframe provides an opportunity for further re-engagement to strengthen the overall catchment planning process. Council is continuing to support the Mōtū Catchment Group in identifying initiatives to improve freshwater outcomes and explore funding opportunities for mitigation measures and pest management solutions.

Waiapū Catchment

Council is working in partnership with Te Rūnanga o Ngāti Porou to co-develop the Waiapū Catchment Plan. The current focus is on progressing key research components, including the ecological values assessment, natural character assessment and gravel fieldwork. The joint project team aims to complete a draft catchment plan by November 2025.

Ūawa Catchment

Council worked alongside Te Aitanga-a-Hauiti on the Catchment Plan, with engagement completed February 2025. A first draft of the Catchment Plan is expected in May 2025. Staff will look to incorporate technical data and provide an updated draft Catchment Plan to the Advisory Group mid-2025.

Waimatā – Pakarae Catchment

The first draft of the Waimatā–Pakarae Catchment Plan was completed and shared with the Advisory Group for feedback in March 2025. Staff are now working to incorporate relevant technical data and will provide an updated draft to the Advisory Group in the coming months.

Southern Tairāwhiti (Hangaroa – Ruakituri) Catchment

Council staff have been working with Wairoa District and Hawke's Bay Regional Councils on cross-boundary catchment planning, given shared waterways. Engagement with the Advisory Group is underway with a final draft plan expected to be ready by the end of 2025.

Northern (Wharekahika – Waikura) catchment

Following Council's recent bore drilling project, a small technical rōpū has been established to help guide the development of a Catchment Plan for the area. This group includes local experts with knowledge of the catchment and will support both technical work and community engagement. With this collaboration in place, a draft Catchment Plan is expected by the end of 2025.

Urban Growth and Development

The first Urban Plan Change is on track for public notification in August 2025. This important step supports more housing choice and supply within Gisborne city and contributes to the revitalisation of the City Centre, shaped through engagement with the community and iwi authorities.

The proposed plan change includes:

- New urban zones and accompanying spatial planning maps
- Amendments to relevant provisions in the operative Tairāwhiti Resource Management Plan (TRMP)

This work is a key part of delivering on the Future Development Strategy, ensuring the city can grow in a way that's sustainable, well-designed and reflects local values.

The plan change will also feature a new Tairāwhiti Urban Design Guide for Residential Development, tailored to support developers in bringing forward high-quality, locally relevant proposals. Finishing touches are being made to masterplans for Kaiti, the City Centre, Awapuni and Elgin, which will guide future development in these key neighbourhoods.

Forestry

Progress continues across several related planning workstreams. Policy and rule drafting under the freshwater provisions is well advanced, with supporting technical work nearing completion and Section 32 analysis currently underway. A cross-sector Transition Advisory Group (TAG) has been established to support this work, and a landslide susceptibility model, developed in partnership with Manaaki Whenua – Landcare Research, is complete. This model will inform the development of the proposed 'Transition Land' overlay. Work is also progressing on:

- Freshwater catchment planning
- Development of new forestry consent conditions
- Exploration of integrated farm and forestry planning
- A review of the current Tairāwhiti Resource Management Plan (TRMP) land overlays

On 30 April 2025, the TRMP Committee agreed to combine the forestry plan change work with other related workstreams, including the new 'Transition Land' overlay and farm/forestry planning for a more cohesive and effective regional solution. Staff will consider next steps for forestry planning once the Government confirms proposed changes to the National Environmental Standards for Commercial Forestry (NES-CF). This approach ensures Council maintains momentum while awaiting greater clarity on national direction. Opportunities for stakeholder and community input will be provided prior to formal notification.

Phase 2

The next phase of the Tairāwhiti Resource Management Plan (TRMP) review will begin in July 2025, with public notification of proposed changes planned for 2028. This phase will focus on the Regional Coastal Plan, air quality and the broader natural environment. It will help shape how we use and protect our natural resources - supporting ecological and cultural values, promoting community wellbeing, and enabling safe, sustainable development for future generations.

ENVIRONMENTAL SCIENCE UPDATE

The Environmental Science and Monitoring team continue to progress the science programme, with a focus on freshwater and the coastal environment and providing evidence for the Tairāwhiti Resource Management Plan (TRMP) review. The team also monitors the environment as required by Government regulations and for Council and civil defence business needs.

Flood Intelligence: New flood forecasting model

The flood forecasting project remains on track to be completed by 30 June 2025 and continues to make strong progress.

Key updates include:

- Approval from the National Infrastructure Flood Forecasting (NIFF) programme to expand the project scope, following confirmation of a $500,000 underspend. This expansion significantly enhances the resilience of Council's flood management system.

- Flood management resilience upgrades delivered to date include:
- Installation of two new rain gauges.
- Upgrades at two critical flood warning sites - Kanakanaia (Waipaoa River) and Goodwins Bridge (Waimatā River).
- Telemetry communications improvements, including digital radio upgrades, the establishment of a microwave link to the Council building and relocation of a repeater.
- Development of a new hydraulic model for the Taruheru and Waimatā Rivers.

The project team is continuing to investigate other resilience investments given ongoing underspend.

Groundwater Monitoring Bore Drilling: Urban Resilience Bores

Resource consent has been approved and the drilling of five shallow groundwater monitoring bores across Turanga flats and urban areas is underway. The first urban bore on Rutene Rd is complete. These bores improve our understanding of groundwater contributions to urban flood hazards.

Crop Survey

The Environmental Science Team has completed a survey of the crops grown throughout Tairāwhiti. This Survey details the type, location and total area of different crops in the Gisborne District, with the following results:

- Maize/sweetcorn is the most abundant crop in the Tairāwhiti region - followed by grapes, citrus and kiwifruit.
- Maize/sweetcorn is most abundant crop on the Poverty Bay flats, Te Karaka/Whatatutu and East Coast/Tolaga/Tokomaru Bay areas. In contrast, the most abundant crop in the East Cape/Ruatorea areas is chicory.

Over the past ten years on the Poverty Bay flats, we have seen a decline in cropping areas for maize/sweetcorn, grapes, squash and tomatoes; relatively stable cropping areas for citrus and increasing areas of apples/pears and kiwifruit.

Monitoring

Estuaries

Annual monitoring of the Tūranganui River, Kaitawa Estuary, and Wherowhero Lagoon is complete. This work provides a baseline assessment of estuarine health - including sediment composition, sedimentation rates and biological values. The data will inform future management and restoration efforts.

Fish Survey in Te Arai River

Two fish surveys were completed in the upper Te Arai River-one upstream and one downstream of the municipal water supply intake.

This collaborative effort between the Environmental Science and Monitoring team, Regional Biodiversity and the Waingake Transformation Project provides valuable data for freshwater ecosystem assessments. Fish densities are low at both sites, with Shortfin and longfin tuna, kōaro and common bully recorded.

Same day river gaugings

Our hydrology team carried out three days of same-day river gaugings in our northern region to improve understanding of water availability in our rivers. This work is part of a contract being delivered for GNS Science, who will take field work results and interpret data to provide catchment water yields and water gains and losses in different river reaches. The final phase of this project will be finished later in the year or early next year when low river flows occur.

Regional biomonitoring of rivers and streams

The Water Science team has completed annual biomonitoring surveys across 68 rivers from early to mid-April, providing critical data on the ecological health of freshwater systems and informs long-term environmental planning and reporting.

TRMP Research

Freshwater management

Faecal source tracking has been undertaken in rivers and streams in Ūawa, Wainui, Kopuawhakapata, Taruheru and Waikanae. Results show 12 of 14 samples have faecal indicator bacteria (E. coli) concentrations well above recommended recreational water quality thresholds. Human faecal contamination was detected at low levels in eight of the samples. High-flow harvesting options for rivers and spatial mapping of National Policy Statement for Freshwater Management (NPS-FM) baseline attributes has been completed. This will help inform upcoming policy development and freshwater planning documents.

DELIBERATIVE DEMOCRACY PROJECT

Deliberative democracy brings everyday people into the decision-making process - offering space for informed discussion on complex and often challenging issues. A Citizens' Assembly, made up of a demographically representative group, is supported with expert advice, evidence, and time to weigh up different perspectives and trade-offs. In 2023, Council commissioned Te Weu Trust to explore this approach through the Tairāwhiti Deliberative Democracy project, with a focus on climate change adaptation. To support this mahi, Koi Tū: The Centre for Informed Futures (now known as the Complex Conversations Unit at the University of Auckland) facilitated a workshop on 14 June 2024 to co-design the Citizens' Assembly.

This session brought together local catchment and community leads, Council staff and Trust Tairāwhiti to shape a process grounded in local context. It was agreed that the remit of the Citizens' Assembly would align with and complement Council's Forestry Plan Change and related engagement processes. The Assembly was tasked with exploring a single overarching question:

"What is a fair way to manage the proposed land use transitions in Tairāwhiti?"

Forming the Citizens' Assembly

Letters (2,500) and emails (3,828) were sent to residents across region inviting residents to take part in the Citizens' Assembly. The opportunity was also promoted through social media, the Gisborne Herald and national media. Nearly 250 people expressed interest. From there, an independent, statistically valid selection process - known as sortition - was used to form a group that reflects the region's diversity across age, gender, ethnicity, qualifications and geographical location. A total of 40 members were selected to participate.

The Assembly Process

The Citizens' Assembly process was delivered across three full-day hui, supported by additional webinars, facilitated discussions, and ongoing technical and logistical support from Koi Tū – Centre for Informed Futures, local Te Weu facilitators and Council staff.

Assembly One – 2 November 2024

The focus was on deepening understanding of the region's land use challenges and exploring what a 'fair' and 'just' land use transition could look like in Tairāwhiti. Presentations/ speakers included:

- Principles of fairness and distributive justice, Professor Jonathan Boston - Victoria University Wellington
- The Economics of Transition in Tairāwhiti , Kent Duston Economic - Habilis Consulting
- Changing Landuse to fit a Changing Landscape, Nora Lanari - Office of the Parliamentary Commissioner for the Environment.
- Responses to the Ministerial Inquiry into Land Use in Tairāwhiti (MILU), John Hutchings - Hutch Consulting and Transition Advisory Group (TAG Convenor).
- Towards a Maori Wellbeing Economy, Shawn Awatere - Manaaki Whenua Landcare Research.
- Tairāwhiti Land Transition: History and context, Kerry Hudson - Te Tairāwhiti Council.

Assembly Two – 1 February 2025, Tautua Village

The second assembly hui was held on 1 February 2025 at Tautua Village, with a focus on engaging directly with stakeholders, advocates, and community entrepreneurs. It opened with a kōrero from Dr Naomi Simmonds, who spoke about how the assembly process can reflect Te Tiriti o Waitangi and why this is critical in shaping land use decisions for the future. Assembly members then heard from a series of guest speakers who shared their experiences and perspectives. In breakout groups, members had the opportunity to engage in more in-depth discussions with each presenter. Presenters included:

- Bridget Parker – Horticulture and cropping farmer.
- Kerry Worsnop – Sheep and beef farmer.
- Graeme Atkins – Conservation advocate.
- Julian Kohn – Forestry.
- Manu Caddie – Indigenous bioeconomy and environmental advocate.

Assembly members also had webinar presentations from:

- David Hall, Toha (Funding and Financing Nature Based Solutions) - 28 January
- Pure Advantage (Financing and Supporting Nature Based Solutions at the catchment level) - 11 February.

Assembly Three – 22 March 2025

The final hui focused on developing the Assembly's 'Calls to Action' – a formal declaration outlining its collective recommendations and expectations. This document aims to:

- Inspire individual and institutional action
- Provide a reference for public planning, follow-up and accountability

The Citizens' Assembly 'Calls to Action' document was formally handed over to the Mayor and Chief Executive at a morning tea on 22 May. A joint media statement was released on 26 May.

Next Steps

The citizens' assembly has laid down the wero for Council, central government, Te Whatu Ora, Trust Tairawhiti, Te Puni Kokiri, the Tairawhiti Transition Advisory Group, land-based industries, research funders and all those with the power to shape land use in Tairawhiti to:

- Publicly respond to these calls to action within 60 days of the receiving them.
- Provide a statement of intent to acknowledge, engage with and act on the calls to action.
- Commit to continued dialogue with the Tairawhiti community - including participatory opportunities for hapu, rangatahi and local groups.
- Set out clear next steps outlining how their role or agency will support transformation the assembly is calling for.

A final project closure report will be submitted to Council. This report will evaluate the effectiveness and future potential of deliberative democracy in Tairāwhiti. Council's formal and public response to the Assembly's Calls to Action will follow the receipt of the report.

Te Rerenga Rauropi
Biodiversity

The Regional Biodiversity Transformation team leads the delivery of Council's strategic direction for biodiversity across its land portfolio. The team supports community aspirations through education, advocacy, and partnerships, and delivers Council's major biodiversity programmes - Haumanu Tū Ora and the Waingake Transformation Programme.

Updates

Key activities include:

- The Envirolink-funded Eco Index fieldwork for urban biodiversity mapping is complete, with a final report expected by the end of the month.

- Ground-truthing of existing desktop spatial biodiversity and threat data.
- Integration of new spatial biodiversity and threat data to the layer.
- Training of Council staff and external stakeholders in the use of GIS Field Maps for data collection.
- Staff participated in a Coastal Restoration Trust conference held in Ūawa, facilitating the pest plant management workshop. This event provided valuable networking opportunities and knowledge sharing around dune restoration.
- As part of the Ministry for Primary Industries (MPI) Native Afforestation Workshops held in Tairāwhiti, staff provided an overview of the pine-to-native forest transition underway through the Waingake Transformation Project.

Next steps

- A final report for the Envirolink-funded Eco Index project is on track to be finished by the end of the month.
- Dune advocacy signage is being installed alongside other Council teams to support ongoing coastal restoration efforts.
- Data collation for the State of the Environment (SOE) report is underway, with input from multiple environmental monitoring workstreams.
- Applications for the Natural Heritage Fund open next month, providing support for projects to protect and enhance biodiversity in the region.

WAINGAKE TRANSFORMATION PROGRAMME

The Waingake Transformation Programme aims to create a vital native forest, transitioning 1,400ha of pine plantation to an indigenous forest at Waingake and Pamoa. There's a Memorandum of Understanding (MoU) and Joint Steering Group (JSG) between Council and mana whenua, Maraetaha Incorporation supported by Ngāi Tāmanuhiri.

Updates

- The Waingake-Pamoa Joint Steering Group has been developing a workplan to align with the co-developed Strategic Plan. This will focus on key actions to be progressed by Council and Maraetaha Inc in the next 12 months.
- The team's focus has been centred on the Waingake Waterworks (QEII) bush, where they've been taking advantage of fine weather to complete essential monitoring work.
- Tracking tunnels are installed to monitor rat presence within the ngāhere and returned a 35% tracking result. This is higher than we would like, with many bird species requiring rat tracking below 5% for successful breeding over spring/summer. A more intensive trapping or toxin control programme is required to bring rates below 5%, which is currently not within budget or resourcing.
- Monitoring for pekapeka-tou-roa (long tailed bats) was done in early March. Monitoring was conducted over five nights using AR4 acoustic recorders deployed at four sites. Recording data is analysed using the Department of Conservation's (DOC's) Bat Search v3.11 software (see **Image 1**). Results confirmed long-tailed bat presence at three of the four locations, with one site recording passes from dusk to pre-dawn, suggesting proximity to a roosting site.

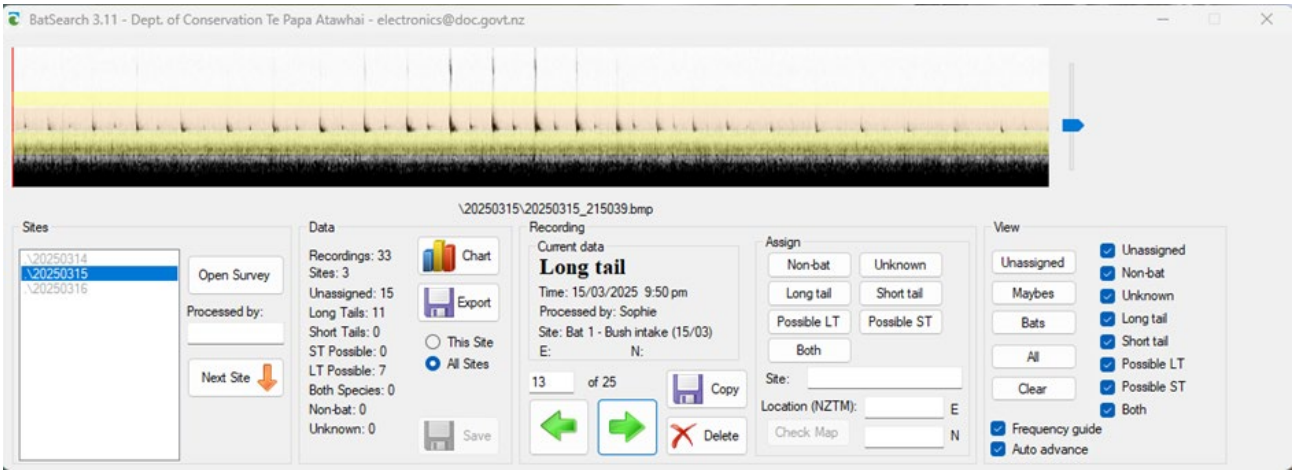


Image 1: *Strong Longtail bat spectrogram recording shown in the Bat Search software.*

- Staff worked with the Environmental Science and Monitoring team to carry out a fish survey of the upper Te Arai River. High river flows made surveying difficult, and further work is planned for lower flow conditions.
- As we continue to make new discoveries in the QEII bush, we're excited to share two Southern North Island forest gecko have been found (see **Image 2**). Also known as Ngahere gecko/Mokopirirakau (meaning lizard that clings to trees). These At Risk - Declining taonga were discovered while carrying out tracking tunnel monitoring. The Mokopirirakau is nocturnal and tree dwelling, making them illusive and difficult to spot. Previous monitoring (in summer 2024) failed to locate them, however we were confident of their presence at Waingake and are very happy to confirm it.
- Roading maintenance has been completed throughout the project area before winter. Gates, locks and chains have been installed along with health and safety signage at all entry points to the project area now handback of land from Juken New Zealand is largely complete.

Image 2: *Mokopirirakau at Waingake.*

Next steps

- Site preparation complete and planting commences.
- Night shooting to target hares and rabbits in planting areas.
- Ongoing wilding pine control and ungulate control.
- Installation of automated traps.

HAUMANU TŪ ORA (TŪRANGANUI ESTUARY RESTORATION PROJECT)

This is a four-year project aiming to restore the mauri and ora of the Tūranganui Estuary, including the Taruheru, Waikanae and Waimatā waterways. By the end of June 2026, about 170,000 native plants will be used in wetland and riparian planting to re-establish wetlands and absorb stormwater contaminants before reaching the Taruheru, Waikanae and Waimatā waterways.

Update

Maintenance continues across all 2023 and 2024 planting sites. The 2025 planting season is now underway, with 8,722 native plants already established.

Staff are actively engaging with schools, iwi, and the wider community, including Ngā Ūri a Māui, Awapuni School, Horouta Wānanga, Rongowhakaata Iwi Trust, and the Rongowhakaata Iwi Taiao team (Te Ngahuru Tikotikoiere).

The Asbestos Management and Onsite Management Plan has been implemented, allowing restoration work to begin at Te Kuri ā Tuatai wetland.

Planning is progressing for the 2026 planting season, with preliminary site identification due by the end of June.

Additional work underway:

- Plant and pest monitoring setup at each site to be completed by end of the year.
- Spot lighting, hinaki and minnow trapping underway.
- Inanga mats installed at key saltwater wedge sites to support the upcoming spawning season.
- Contract in place for the delivery of the Tū Taiao school and community trapping programme.
- River restoration plan development contract awarded.

Next steps

- Complete 2025 planting, including mulching and maintenance at newly planted sites.
- Finalise 2026 planting sites and present to Governance for approval.
- Monitoring of inanga spawning sites.

PROTECTION MANAGEMENT AREAS (PMAS)

Only 23% of original native vegetation remains in the Tairāwhiti region. Some of the best-preserved and most ecologically diverse examples of this indigenous vegetation are located on privately owned land and are mapped as Potentially Significant Natural Areas (PMA). PMAs are identified in the Tairāwhiti Resource Management Plan (TRMP) as areas of high priority for native vegetation protection.

These areas were originally identified through ecological surveys conducted by the Department of Conservation (DOC) in the 1980s and early 1990s as part of the Protected Natural Area (PNA) Programme. While the TRMP includes rules to help protect PMAs from vegetation clearance, it does not include regulatory requirements for pest control or fencing.

Update

As part of an ongoing review of our Potentially Significant Natural Area (PMA) monitoring programme, staff have engaged with Taranaki Regional Council and Marlborough District Council to explore how they monitor indigenous vegetation in their regions. The goal is to identify effective methodologies that could enhance our own PMA monitoring approach. Council is using the seven catchments identified through its catchment planning process as a framework for future PMA planning and data collection. This approach aligns with the structure being developed for the State of the Environment (SOE) reporting.

INTEGRATED CATCHMENT MANAGEMENT (ICM)

The Integrated Catchments team delivers implementation, education and advocacy for biosecurity and land management. This work supports Council's statutory responsibilities under the Biosecurity Act 1993 and the Resource Management Act 1991.

Sustainable Hill Country Project (SHCP)

Tairāwhiti faces some of the most severe erosion challenges in Aotearoa, with 26% of the region's land highly susceptible compared to just 8% nationally. The Sustainable Hill Country Project supports the region by building Council's land management expertise and laying the groundwork for future erosion control treatments.

Update

Limited progress has been made on areas of multiple owned Māori land due to ongoing tenure issues where land titles with no governance structure cannot be physically fenced from adjoining land. There are ongoing changes to governance or agreement between adjoining governance entities cannot be obtained. Emphasis shifted from progressing the SHCP to Freshwater Farm Planning, however this is currently on hold due national policy direction.

Council is in discussions with MPI around the existing SHCP agreements and are trying to make a plan to implement these.

Our land management staff continue to support landowners by developing Land Use Capability assessments and Erosion Control Plans, providing guidance on long-term sustainable land use options.

Land Management Expansion

Council has expanded the Land Management section over the past year to meet growing national demands, particularly the implementation of Freshwater Farm Plans (FWFPs) and other freshwater reform requirements.

Update

Two central government funding streams currently support the Land Management Team: the Ministry for Primary Industries (MPI) and the Ministry for the Environment (MfE). MPI funding, which supports two roles, continues until June 2027. MfE funding, which supports four roles, ends in February 2026 with no extension available.

Council is exploring options to extend funding for the MfE-supported roles to align with the MPI funding timeline. We are also developing a business case to present to central government to expand the team further.

The current work programme is providing a good avenue for relationship building and education with our rural communities.

Transition Advisory Group (TAG)

The Land Management team initiated the Transition Advisory Group, which has now completed nine hui. TAG consists of local participants with expertise across all land uses, environmental interests, tangata whenua and supported by Council and MPI.

The group a Transition Guide to assist in the transition from existing unsustainable activities to the establishment of permanent vegetation cover across all land uses.

This work is being followed by a Business Case and Delivery Plan, providing a regional grouping of participants with a structured approach to present to the government.

Waiapu Catchment

The Whakaoratia Trust has continued to operate over recent years despite the challenges posed by cyclones, persistent wet weather, and limited site access. Ground and access conditions improved significantly over the recent summer.

Update

The Trust has progressed repairs and extensions to existing damaged dams and continues to install structures at new sites and monitor others.

Ngā Pūtea Tauawhi
Grant Funding

COUNCIL-ADMINISTERED GRANTS

We receive and distribute funds on behalf of the following funding schemes:

Creative Communities Fund

The Creative Communities Fund provides funding for local community projects that encourage arts participation. Under the scheme, 'arts' includes all forms of creative and interpretative expression. The annual distribution is received in two lots of $22,840.50 for each funding round and any unused funds or returned funding is carried over.

Updates

- Three members of the committee met on 14 March to hear applicants wishing to present their projects. Nick Tupara (also a Gisborne District Councillor) submitted his votes and feedback via email, so allocation decisions were made via email in the week following the meeting.
- Of the 19 applicants, 14 received funding toward their projects. Five applications were declined due to incomplete information or low priority. One applicant was referred to Trust Tairāwhiti (TT), as their request exceeded $15,000 - outside the scope of CCS.
- Application requests totalled $73,000 with the committee distributing $22,856 ($16 was carried forward from the last round).
- Kerry Donovan accepted a position on the committee - bringing valuable experience and input to the table.
- We are still open to suggestions for new members, with Rural Area Liaison Manager Lillian Ward scoping out potential candidates up the coast.

Sport NZ Rural Transport Fund

The Sports NZ Rural Transport Fund is designed to subsidise rural travel for junior teams (between five and 19-years-old), also helping school and club sports teams take part in local competitions. There are two funding rounds each year - one for winter and another for summer sports codes. The fund has been reduced to a four-year contract of $10,700 annually.

Updates

- Winter funding officially closed on 25 April, 2025 but we kept applications open until 30 April due to school holidays and ANZAC day.
- We received four applications which is unusual for the winter round –this may be due in part to the holidays. Some schools haven't provided reporting on previous funding; one didn't claim their money from the Summer round yet, we're unable to give them anything further until they do so, and provide a completion report. This applicant is following up with the school's administration person.

Natural Heritage Fund (NHF)

The Natural Heritage Fund (NHF) helps private landowners protect or enhance indigenous biodiversity on their land. Projects funded in the 2025 round of the fund are now underway with six out of 16 projects already completed and paid out.

Updates

- Six of 16 projects from the 2025 funding round are now complete.
- Of the five 2024 funding round projects granted extensions through to the end of June, all are expected to be complete by the end of the financial year.
- A co-funding agreement being negotiated with an external funding provider to increase the NHF has hit a roadblock and negotiations have stalled.

Next steps

Staff continue to attempt progress on the co-funding partnership if feasible, or seek opportunities elsewhere.

- Applications for the 2026 funding round will open on 1 July, 2025.

Waste Minimisation Fund

The Waste Minimisation Fund supports local initiatives that reduce waste, prevent environmental harm, and improve resource efficiency. Up to $20,000 is available in the 2025 funding round, which can be awarded to a single applicant or shared among multiple recipients. Applications opened on 1 November 2024 and closed on 28 February 2025.

Updates

A panel of staff from different Council departments reviewed applications for the Waste Minimisation Fund. Of the applications received, six community groups were successful in securing some funding toward their projects.

EXTERNAL FUNDING FOR ACTIVITIES DELIVERED DURING 2024/25

Table 1 below provides an overview of funding applications awaiting a decision:

ACTIVITY/PROJECT	DECISION	FUNDER	TOTAL AMOUNT
Tūranganui Planting Restoration	May 2025	Arbor Day Foundation	$170,000

Table 2 below provides an overview of income from external funds granted for activities that are in progress in the 2024/25 financial year:

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
- Tairāwhiti Community Emergency Resilience Programme Urban Emergency Water Filtration System - Tsunami Evacuation Pou for Tairāwhiti kura and ECE - Tairāwhiti Disaster App - Resourcing Urban Emergency Hubs	April 2025	Lotteries Community Recovery Funding	$255,000
Additional Capability to support Tairāwhiti Recovery Programme	August 2024	Cyclone Recovery Capability Grant Department of the Prime Minister and Cabinet (DPMC)	$485,840
Tairāwhiti Tourism Enhancement and Resilience Programme Tītīrangi Tracks Restoration Project	October 2024	Ministry for Business and Innovation (MBIE) – Tourism Infrastructure Fund	$66,498
Additional Capability to support Tairāwhiti Recovery Programme	August 2024	Cyclone Recovery Capability Grant Department of the Prime Minister and Cabinet (DPMC)	$4,755,200
Post Cyclone Resource Support – Ministerial Inquiry into Land Use (MILU)	August 2024	Ministry for te Environment (MfE)	$500,000

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
Tūranganui Estuary Pest Eradication Programme	May 2024	Lottery Environment Heritage Fund (LEHF)	$50,000
Tairāwhiti Tourism Enhancement and Resilience Programme Waihirere Domain Redevelopment Project	August 2023	Ministry for Business and Innovation (MBIE) – Tourism Infrastructure Fund	$42,000
Tokomaru Bay Legacy Landfill Contaminated Site Remediation	February 2024	Ministry for the Environment (MfE) - Contaminated Site Remediation Fund	$4,985,891
Kopuawhakapata Awa Beautification and Restoration	February 2024	Trust Tairāwhiti	$28,000
Cyclone Support Package Future of Severely Affected Land (FOSAL) Flood Risk Mitigation Category 3 Property Buyout Local Road and Bridge Repairs	November 2023	Crown Infrastructure Partners (CIP) Department of the Prime Minister and Cabinet (DPMC)	 $64,000,000 $15,000,000 $125,000,000
Local Government Flood Resilience Fund Enhanced Flood Intelligence and Resilience Resilient Homes – Elevating Tairāwhiti	September 2023	Cyclone Recovery Unit (CRU) Department of the Prime Minister and Cabinet (DPMC)	$16,200,000

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
Local Water Done Well Support Package	September 2023	Department of Internal Affairs (DIA)	$183,000
Hill Country Erosion Project	July 2023	MPI Hill Country Erosion Fund (HCEF)	$903,283
Post Cyclone Resource Support – Ministerial Inquiry into Land Use (MILU)	June 2023	Ministry for te Environment (MfE)	$180,000
Nature Based Solutions – Feasibility Study Waimata Awa – Maunga to Motu	July 2023	Ministry for te Environment (MfE)	$350,000
Extreme Weather Event Recovery – Sediment and Debris	February 2024 May 2023	Department of Internal Affairs (DIA)	$23,600,000 $38,800,000
Essential Freshwater Fund	December 2022	Ministry for the Environment (MfE)	$1,500,000
Better off Funding Tranche 1 Compostable Waste Collection and Waste to Energy Marae Emergency Preparedness and Resilience Programme Township Upgrades Hawaiki Tūranga Site Remediation and Installation	November 2022	Department of Internal Affairs (DIA)	$6,000,000

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
Tūranganui Estuary Restoration	September 2022	One Tree Planted	US $24,065
1000-year Walkway Bridge cultural component and Te Maro platform	September 2022	Trust Tairāwhiti	$343,000
Streets for People Round 2 SH35 Ūawa/Tolaga Bay	August 2022	Waka Kotahi	$330,000
Enabling infrastructure for housing supply - Taruheru catchment	July 2022	Kainga Ora – Infrastructure Acceleration Fund	$3,950,000
Marae Emergency Resilience	February 2022	Phase 2/3 – Toitū Tairāwhiti	$596,058
Tūranganui Estuary Restoration	February 2022	Ministry for the Environment (MfE) Freshwater Improvement Fund	$2,250,000
1000 Year Walkway	June 2021	Lotteries Significant Projects Fund (LSPF)	$1,750,000
Waingake Transformation – Planting Year 2,3,4	May 2021	One Tree Planted	US$740,000
Waingake Transformation – Planting Year 2,3,4	March 2021	Ministry for Primary Industries (MPI) - One Billion Trees Fund	$1,860,000

Table 3 below provides an overview of external funding that has been completed in the 2024/25 financial year.

ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
North Island Weather Event – Recovery Structure Support	June 2023	Department of the Prime Minister and Cabinet (DPMC)	$3,760,000
Tairāwhiti Fire in the Sky Event	December 2024	Trust Tairāwhiti	$15,000
Freedom Camping Transition Fund	November 2022	Ministry of Business and Innovation (MBIE)	$128,000
Deliberative Democracy on Climate Change Adaptation	November 2022	Department of Internal Affairs (DIA)	$400,000
Streets for People Round 2 Grey Street Development	August 2022	Waka Kotahi (90%)	$900,00

In February 2025, Council submitted the Tairāwhiti Regional Growth and Resilience Proposal under the government's Regional Deals - Light Touch initiative. Coordinated by the Department of the Prime Minister and Cabinet (DPMC), this strategic framework seeks to better align central and local government investment, policy and decision-making. It does this by advancing regionally led, place-based partnerships. Regional Deals aims to deliver solutions that reflect the unique needs and strengths of each area, particularly those historically underserved by national investment.

The Tairāwhiti Regional Growth and Resilience Deal is a bold proposal to build a strong, inclusive and sustainable economy aligning with the Tairāwhiti Economic Plan objectives:

- Our economy is diversified.
- Our people can achieve their ambitions.
- Our communities are resilient.
- Te Taiao is thriving.

Tairāwhiti requires targeted investment to modernise infrastructure, strengthen transport connectivity and unlock economic opportunities. The submission outlines six priority initiatives designed to address long-standing inequities, support sustainable growth and build regional resilience:

- Three Waters Infrastructure upgrades: Deliver a modern, climate-resilient water network that safeguards public health, supports growth and reduces the impacts of climate change.
- Housing development acceleration: Unlock land and infrastructure to fast-track iwi-led, affordable housing that meets the region's growing demand.
- CBD infrastructure revitalisation: Reimagine Gisborne's city centre as a vibrant, people-focused hub that drives investment, urban living and commercial activity.
- Regional Waste Management infrastructure: Build a fit-for-purpose regional facility that lifts recycling rates, cuts landfill reliance and enables waste-to-energy innovation.
- Economic diversification: Expand port capacity, invest in forestry innovation and promote sustainable land use to grow a more resilient and future-focused economy.
- Transport resilience: Strengthen freight corridors and rural road networks to improve safety, connectivity and resilience across the region.

Next Steps

The proposal will be assessed through a staged process led by DPMC, in collaboration with Treasury, Te Waihanga (Infrastructure Commission), Kāinga Ora, NZ Transport Agency Waka Kotahi (NZTA Waka Kotahi), Ministry for the Environment and other relevant agencies.

Regional Deals are not guaranteed. Each proposal will be evaluated against the government's strategic framework to determine its alignment with national priorities, regional readiness to deliver and the potential for lasting, locally driven outcomes.

Assessment findings will be provided to Ministers, who will determine which proposals proceed to the next phase. The government expects to confirm the first deal by the end of 2025, with three in place by October 2026.

If the Tairāwhiti proposal is selected, we will be invited into a formal co-design phase, where Council, government agencies, iwi and stakeholders will work together to refine project scopes, agree on funding arrangements and shape delivery plans.

This will be followed by negotiation of a formal Regional Deal Agreement, setting out shared outcomes, investment contributions, governance structures and implementation timelines. Once approved by Cabinet, the agreement will unlock multi-year funding and support joint delivery through a regionally led governance model.

Each Regional Deal is expected to bring together capital investment, regulatory flexibility and policy support to drive long-term, transformative change. For Tairāwhiti, it represents a unique opportunity to secure enduring central government partnership and funding certainty to unlock the housing, infrastructure and economic development required to support our region's future.

Ngā Mahinga Rori Ā-Rohe

Regional Roading Activities

LOCAL ROAD NETWORK RESILIENCE STRATEGY

A Local Road Network Resilience Strategy guides investment to deliver a more resilient transport network for Tairāwhiti. While recovery is the immediate investment priority for our roads, future resilience of our transport network requires collaborative work to understand and develop a strategy for effective options within the constraints of:

- Technical feasibility
- Environmental impact
- Cultural sensitivity
- Financial reality

We're developing this strategy to ensure a credible, financially sustainable long-term plan to improve the resilience of our roading network – and avoid repeating the challenges we currently face. This strategy involves deep engagement with all partners working together. Everyone has a part to play and challenging conversations with our communities are needed.

The strategy is due for completion later this year to feed into the development of the 2027-2037 Regional Land Transport Plan, which will help secure future investment.

An officer working group meets fortnightly, supported by a monthly project governance group which oversees the project with representatives from the Regional Transport Committee and NZTA Waka Kotahi.

Updates

- Online engagement for the Roading Network Review ran from 5 March to 16 April 2025, focusing on five key challenges. Each question offered options for participants to indicate their preferences and provide feedback. The engagement page remains available at: participate.gdc.govt.nz/roading-network-review.
- Early engagement also took place as part of Joint Infrastructure Community Hui, providing an opportunity for communities to contribute to the conversation alongside discussions on other critical infrastructure challenges. Details and dates of hui are available at: participate.gdc.govt.nz/community-hui-calendar.
- Council also held workshops on 7- 8 March 2025 to explore trade-off choices and discuss priorities for roading investment and resilience.

Next steps

The strategy is expected to be completed by end of June 2025, with peer review, Council approval, and final submission to NZTA Waka Kotahi scheduled for mid-August 2025.

WHAKAPĀ MAI
CONTACT US

15 Fitzherbert Street, Gisborne 4010 4746
Waiapu Road, Te Puia Springs 4079

www.gdc.govt.nz

service@gdc.govt.nz

0800 653 800 | (+64 06) 867 2049

www.facebook.com/GisborneDC

Our customer service is available to help with any enquiry. Our business hours are Monday to Friday 9am – 5pm.

The Mayor - mayor@gdc.govt.nz

The Chief Executive - ceo@gdc.govt.nz

Media Contacts - comms@gdc.govt.nz

HB Williams Memorial Library - www.gpl.govt.nz

GDC Fix App is a smartphone app to report issues to Council. The app identifies the location using the phone's GPS. It sends an email to us from the user's email address, including the details about the issue and a photo.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

13. Public Excluded Business

RESOLUTION TO EXCLUDE THE PUBLIC

Section 48, LOCAL GOVERNMENT OFFICIAL INFORMATION and MEETINGS ACT 1987

That:

1. **The public be excluded from the following part of the proceedings of this meeting, namely:**

   Confirmation of Confidential Minutes

   Item 4.1 Confirmation of Confidential Minutes 9 April 2025

   Item 4.2 Confirmation of Confidential Minutes 11 June 2025

   Item 4.3 Confidential Action Register

   Committee Recommendations to Council

   Item 5.1 Committee Recommendations to Council – June 2025

   PUBLIC EXCLUDED Business

   Item 13.1 25-172 Future of Mangatai Bridge : Options and Recommendation

2. **This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information & Meetings Act 1987 and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole of the relevant part of the proceedings of the meeting in public are as follows:**

Item 4.3	7(2)(c)(ii)	Protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely otherwise to damage the public interest.
Item 4.3& Item 13.1	7(2)(h)	Enable any Council holding the information to carry out, without prejudice or disadvantage, commercial activities.
Item 4.1	7(2)(i)	Enable any Council holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).
Item 4.2 & Item 5.1	7(2)(a)	Protect the privacy of natural persons, including that of deceased natural persons.