

AGENDA/KAUPAPA



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

SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee

DATE: Wednesday 28 February 2024

TIME: 9:00AM

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

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Sustainable Tairāwhiti / Toitū Tairāwhiti

Reports to:	Council
Chairperson:	Mayor Rehette Stoltz
Deputy Chairperson:	Deputy Mayor Josh Wharehinga
Membership:	Mayor and Councillors
Quorum:	Half of the members when the number is even and a majority when the membership is uneven.
Meeting frequency:	Six weekly (or as required).

Purpose

To develop, approve, review and recommend to Council (where applicable) statutory and non-statutory policy, plans, bylaws, strategies and decisions to:

- Develop a vision and a pathway for the future of the district.
- Sustainably manage resources in the region.
- Identify and promote community aspirations.
- Define and deliver on Council's roles.
- Integrate an all-of-wellbeing approach to strategy, plan and policy development.
- Have effective statutory plans and bylaws to protect community and environmental needs.

Terms of Reference

- To develop and review Resource Management Act 1991 and Local Government Act 2002 strategies, plans and policies across the Council relating to community, environment, and infrastructure.
- Make recommendations to Council to ensure the effective implementation of plans, processes, research, monitoring and enforcement to satisfy the requirements of the Resource Management Act 1991, National Policy Statements, National Environmental Standards and associated legislation.
- To lead the development of Council's draft Long Term Plan, Annual Plan and all other policies required to be included in the Long Term Plan as specified in the Local Government Act 2002 (including but not limited to the Infrastructure Strategy and Financial Strategy). This includes the ability to approve draft versions for consultation, and make recommendation to Council following consultation.
- Hear submissions to Council's Long Term Plan or amendments.
- Oversee the development and review of Council's Resource Management Act 1991 plans.

- Oversee any development of unitary/spatial plan, integrated plans or major catchment plans.
- Consider and recommend to Council strategies, policies, rules and other methods for inclusion into the Tairāwhiti Resource Management Plan and other associated plans.
- Monitor and report on environmental performance trends and the effectiveness of and compliance with Council's resource management responsibilities and activities associated with policy implementation.
- Receive and review State of the Environment monitoring reports to assist in future activity planning and policy development.
- Bylaw development – make any decisions leading up to consultation on a proposal relating to a bylaw. This includes approval of a draft bylaw and/or proposal for consultation (and recommending the appointment of a Hearing Panel to the Bylaw Submissions Hearings Panel).
- Establish, implement and review the operational policy and planning framework for decision making that will assist in achieving the strategic priorities and outcomes
- Monitor, review and develop Council responses, strategies, plans and policy in relation to Iwi and Māori commitments.
- Prepare submissions on any matter that is within its role and terms of reference for Council.
- Approve or change a proposed policy statement or plan under clause 17 of Schedule 1 of the Resource Management Act 1991 (RMA).
- Make decisions that are required to be made by resolution, except those that are not legally able to be delegated.

Power to Act

To make all decisions necessary to fulfil the role and scope of the Committee subject to the limitations imposed.

To establish subcommittees, working parties and forums as required.

To appoint non-voting advisory members (such as tangata whenua representatives) to assist the Committee.

Power to Recommend

To Council and/or any Council committee as it deems appropriate.

3.1. Confirmation of non-confidential Minutes 29 November 2023

MINUTES

Draft & Unconfirmed



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

MINUTES of the SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Wednesday 29 November 2023 at 11:00AM.

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, Nick Tupara, Josh Wharehinga.

IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Engagement & Maori Partnerships Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jo Noble, Strategic Planning Manager Charlotte Knight, Democracy & Support Services Manager Heather Kohn and Committee Secretary Jill Simpson.

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

The meeting commenced with a karakia.

1. Apologies

MOVED by Cr Ria, seconded by Cr Gregory
That the apology from Cr Robinson be sustained.

CARRIED

2. Declarations of Interest

There were no interests declared.

3. Confirmation of non-confidential Minutes

3.1 Confirmation of non-confidential Minutes 7 September 2023

MOVED by Cr Foster, seconded by Cr Ria
That the Minutes of 7 September 2023 be accepted.

CARRIED

3.2 Action Sheet

Noted.

4. Leave of Absence

There were no leaves of absence.

5. Acknowledgements and Tributes

Cr Alder acknowledged Te Mata Matai Hura on the 'Image of the Future' event which was held at the War Memorial Theatre on 23 and 24 November. Cr Alder congratulated the whole Matai team for a wonderful event.

6. Public Input and Petitions

6.1 Stefan Pishief - Sport Gisborne Tairāwhiti

Stefan Pishief from Sport Gisborne Tairāwhiti attended and presented on Sport Gisborne Tairāwhiti update.

Questions of clarification included:

- Sport Gisborne Tairāwhiti would welcome ideas and suggestions regarding long term sustainable change around keeping people interested and motivated to continue exercising following events, for example Titirangi/Mt Everest Challenge held each year.
- It has been noticed there has been an increase in foot traffic on Titirangi which could be due to the Mt Everest Challenge, upgrading of the tracks, the maintenance on the maunga, and the planting.
- Sport Gisborne Tairāwhiti are funded by Sport New Zealand, Ihi Aotearoa, Hauora Tairāwhiti, Eastern & Central Community Trust and Bronwyn Kay Agency.

A big thank you to Sport Gisborne Tairāwhiti for the amazing mahi happening on the Coast.

6.2 Warren Rance – Eastland Wood Council

Warren Rance Chair of Eastland Wood Council attended and spoke about the Eastland Wood Council updates. Discussion points were:

- The forestry industry is in a crisis. This is not just because of the cyclones although they exacerbated the situation.
- Forestry is an extremely important part of the landscape in Tairāwhiti.
- The community is aware of both the benefits of forestry and the associated risks.
- The reality is that debris will continue to come down the rivers. There will continue to be damage to infrastructure, aggregation of rivers and the inherent risk of flooding. The trees were planted for all the right reasons, possibly not well thought through and possibly inaccurately planted.
- The trees were planted in a short space of time so the volume of wood is so much greater than what it should sustainably be. It will take more than one rotation to get to a sustainable level ie sustainable from an input point of view, a roading perspective.
- The industry has made a massive change since 2018 however there has not been many opportunities to show the step change.

Questions of clarification included:

- Eastland Wood Council recognise that there are some forestry companies still acting badly. They actively look for companies to become members of the Eastland Wood Council and involve them in their focus groups.
- New Zealand has done a fantastic job of creating critical mass with pine trees which allows entry into markets and to have an impact on markets which to an extent can control pricing. There are areas where pine is not appropriate. In the future Eastland Wood Council would like to work with Council on areas that may be at a point of retiring however would still be best in trees, but a different species of trees. Along with new species and additional species comes a real need for economic and viable markets.
- The forestry industry is involved in a transformation plan. They are very close to being able to compete with processed lumbar. The Chinese use every part of the log for processing and the end result is they are getting value from the whole tree. In New Zealand this was not achievable, however it has now come to a point where this could eventuate. It will be a challenge because of the economic situation.

Her Worship the Mayor thanked both Warren and Stefan for attending the meeting and speaking with Councillors.

7. Extraordinary Business

MOVED by Mayor Stoltz, seconded by Cr Wharehinga

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Accepts Report 23-310 Local Government New Zealand - Special General Meeting - Position Paper as a late item.

CARRIED

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 DECISION

10.1 23-259 Development of the 2024 Infrastructure Strategy

Strategic Planning Manager Charlotte Knight and Director Sustainable Futures Jo Noble attended and spoke to the report.

Questions of clarification included:

- Bridges would be included under the Roding Category.
- The Three Year Plan covers 2024-2027. Staff will start to prepare for the Long Term Plan covering the 10 year period approximately in year 2.5 of the Three Year Plan. The Infrastructure Strategy does give leeway to think further into the future.

- The significant infrastructure issue Te Taiao was pulled through from the 2021 Strategy. One part is around expectations and the other is about consent conditions ie requirements around our infrastructure which may differ from when originally put in place or new infrastructure based on new plans or policy statement requirements.
- The significant issues remain the same, however response to the issues may change with the new Government.
- It was requested that regardless of the direction of the new coalition Government Te Reo Maori opportunity and partnerships remain, along with our commitment to the Treaty of Waitangi.

MOVED by Cr Wharehinga, seconded by Cr Pahuru-Huriwai

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Notes the timeline for preparing the 2024 Infrastructure Strategy.
2. Confirms that the following assets are included in the 2024 Infrastructure Strategy:
 - a. Water supply
 - b. Wastewater
 - c. Urban stormwater
 - d. Land drainage, flood control, and coastal protection works
 - e. Roads and footpaths (which includes cycleways)
 - f. Solid Waste
 - g. Community Facilities
3. Confirms the significant infrastructure issues for developing the draft 2024 Infrastructure Strategy as:
 - a. Recovery
 - b. Te Taiao
 - c. Future-ready
 - d. Affordability

CARRIED

10.2 23-285 Development of the 2024 Financial Strategy

Chief Financial Officer Pauline Foreman attended. Two elements that are mandatory within the Financial Strategy are the rates increases ie total rates revenue compared to previous years and this is expressed as a percentage, the other part is the debt that we have and what we are doing in the next 3 years.

Questions of clarification included:

- Growing our rating base is a focus area.
- Increasing and optimising the use of alternative revenue streams is another area that would be continually looked at as a focus area.

- Suggestion that as part of the Financial Strategy we show how we are spending our operating expenditure.
- Part of the mahi moving forward is about balancing the levels of service against the funding available. Should funding not be available and there is an increase in cost it is about who pays for the increase in the level of service.
- Targeted rates are in relation to beneficiaries of services paying the costs as opposed to rating everyone generally.

MOVED by Cr Wharehinga, seconded by Cr Foster

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee amend the recommendation e. as follows:

1. Notes the timeline for preparing the 2024 Financial Strategy.
2. Confirms that the key directions and financial strategies:
 - a. Keep rates as affordable as practicable.
 - b. Focus on critical activities and infrastructure.
 - c. Increase and optimise the use of alternative revenue streams.
 - d. Ensure beneficiaries of services pay the costs.
 - e. Manage debt and spend prudently.
 - f. Grow and enable our rating base.

CARRIED

11. Reports of the Chief Executive and Staff for INFORMATION

11.1 23-236 Tairāwhiti Resource Management Plan - Progress Update

Director Sustainable Futures Jo Noble and Principal Policy Planner Drew Williams attended (via audio visual link).

Questions included:

- Consultation fatigue is very real and as a Council we are doing our very best to better coordinate multiple hui.
- An outstanding natural character area is an area that has not been modified by human influence to any great extent ie lack of structures, lack of obvious human activity or intervention. These areas tend to have high biodiversity and cultural values eg offshore islands in the Bay of Plenty.
- The Tairāwhiti Resource Management Plan is running slightly under budget and slightly behind in schedule. Being financially smart and strong is one of Council's operational values and staff work towards this value.

MOVED by Cr Ria, seconded by Cr Alder

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Notes the contents of this report.

CARRIED

11.2 23-253 Mode Shift Plan and Active Travel Strategy Development

Senior Policy Advisor Chris Gilmore attended.

Discussions included;

- The decision report in January 2024 will be about consultation on the draft Plan. Both options for the Taruheru Walkway/Cycleway were highlighted in the report.
- Changing the culture of, for example one person in one car, will start with the next generation and by visiting schools. Safe options will need to be made available so that people will not use their cars and use other options.
- Suggestion to extend cycleway out to Gray's Bush.

Secretarial Note: Cr Wharehinga chaired the meeting from 12.20pm during the Mayor's absence.

Secretarial Note: Mayor Stoltz resumed the Chair at 12.22pm.

- Both plans apply to the entire region, however the mapping covers the Gisborne area as this is the area we needed to be highlighted as we head into the Regional Land Transport Plan.
- There is work being done in Tolaga Bay and Council is seeking funding from Waka Kotahi.
- A reference can be added into the Plan with regard to township planning.
- The public transport review is currently underway, and this is looking at ways to improve the public transport connections along the coast in particular.
- The Mode Shift Plan and the Active Travel Strategy provide objectives, principals, policies, design methodologies etc and they can provide mapping to cover the townships.

MOVED by Cr Cranston, seconded by Cr Gregory

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Notes the contents of this report.

CARRIED

11.3. 23-290 Amendments to the National Environmental Standards for Plantation Forestry (now Commercial Forestry)

Director Sustainable Futures Jo Noble was in attendance and Consents Manager Jocelyne Allen attended via audio visual link.

Questions of clarification included:

- Reference in the report to the forestry industry signalling it will be unrealistic for harvesting on many sites is in relation to slash and new slash management provisions.
- Details have not been worked out regarding the percentage of slash removal. Meetings have been organised with the Forestry Industry to work out practically what that may look like on different topography.
- The process of identifying what the overlay is and the land it covers is underway.

- The National Environmental Standards do not capture the historical native remnant forests; however, they do capture the effects of significant biodiversity areas within forestry. How we protect the historical remnant forests could be looked at through the wider Tairāwhiti Resource Management Plan review.
- The term outstanding freshwater bodies etc are terminologies from a national direction and as a region we need to decide what an outstanding freshwater body is. Some of this work was done in 2015 and it depends on a variety of values such as a mix of environmental, cultural and recreational. It becomes a regional based exercise to determine what is categorised as outstanding.
- It was suggested that the outstanding freshwater bodies are viewed holistically.
- Plan changes take time as evidence-based information is required to weigh up the pros and cons along with a significant amount of engagement with tangata whenua, local community and those most impacted by the changes. Staff will be reporting in the new year around their thinking with regard to plan changes. It will be a 2 phased process.
- It is in the forest owner's best interest to have adequate fire protection.
- The intent of the national standards or national regulations is that they do provide a broad baseline approach across the country and then it is up to the regions to decide what they want.

MOVED by Cr Foster, seconded by Cr Ria

That the Sustainable Tairāwhiti/Toitu Tairāwhiti Committee:

1. Notes the contents of this report.

CARRIED

Secretarial Note: Facilitator for the Ministerial Inquiry into Land Use Rachel Reese attended, and discussion points were:

- It has been a gruelling time for Councillors supporting their communities through recovery.
- This particular series of weather events has involved more complex recovery than the Kaikoura earthquake.
- It is a moving situation because of the landscape changes that have happened from the events.
- Acknowledged that the Ministerial Inquiry into Landuse is about how this region uses its land and there does need to be a reset. A large part of Tairāwhiti is a highly eroding landscape and it is at a scale that most of Aotearoa would not understand.
- The positive part of coming into this region is the commitment of everyone, pride for the region and determination of the Tairāwhiti community. Coupled with this is the optimism for the future and the real determination to make things happen.

Rachel advised her role is to support the community and to help with the messaging to the incoming government on what the region needs and how best to support the region. The different set of arrangements around incoming Ministers will serve this region well. Very pleased to see a focus on regional development. It is now time for this region to play to its strengths.

Rachel would like to hear from all elected members on their experiences, knowledge, thoughts and ideas as it is important to capture this information to start to build the advice to take to the Ministers. Rachel further pointed out that what she needs is Councillors insight as elected members connected strongly with their community - it is more about a community voice.

Her Worship the Mayor thanked Rachel for catching up with everyone.

11.4 23-295 2024-2027 TYP Roadmap and Significant Forecasting Assumptions

MOVED by Cr Stoltz, seconded by Cr Wharehinga

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Notes the contents of this report.

CARRIED

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

12.1 23-310 Local Government New Zealand - Special General Meeting - Position Paper

MOVED by Cr Wharehinga, seconded by Cr Foster

That the Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Agrees that the vote cast by the appointed delegate at the Local Government New Zealand Special General Meeting adopts the Future by Local Government position paper (Attachment 1) and uses this as the basis for engagement and advocacy with Central Government on Local Government system reform.

CARRIED

13. Close of Meeting

There being no further business, the meeting concluded at 1:15 pm.

Rehette Stoltz

MAYOR

3.2. Action Register

Meeting Date	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
10/03/22	10.1	22-30 Additional Information for Emissions Reduction Targets	In progress	Provide Councillors with cost implications to ratepayers when setting a 2030 net zero target.	Jacqui Wallens	May 2022 will be premature. The plan is to present the cost information in November alongside the full report after we complete the work underway.	07/05/24
07/09/23	11.2	23-177 Tairāwhiti Resource Management Plan - Progress Update	Completed	Staff to bring back to Council infrastructure costs.	Dr Graeme Card PMP	09/02/2024 Dr Graeme Card Indicative infrastructure costs were included in the Draft Future Development Strategy which was approved by Council for consultation on 15 November 2023 (Report 23-245).	28/02/24

3.3. Governance Work Plan

2024 Sustainable Tairāwhiti						Meeting Dates			
HUB	Activity	Name of agenda item	Purpose	Report Type	Owner	28-Feb	30-May	4-Sep	27-Nov
Sustainable Futures	Strategic Planning	Plan Change 6 - Upper Motu Catchment Plan public notification	Report to seek Council resolution to publicly notify the catchment plan and undergo the freshwater instrument notification process	Decision (D)	Janic Slupski; Ariel Yann le Chew				
Sustainable Futures	Strategy & Science	Progress update - Ministerial Inquiry to Land Use, Forestry Plan Change and forestry consent conditions	Report to update progress made on: Ministerial Inquiry to Land use (MILU), Forestry Plan change, and forestry consent conditions.	Information (I)	Janic Slupski; Ariel Yann le Chew				
Sustainable Futures	Strategy & Science	Freshwater Workshop	To hold a 2 hour Councillor Workshop regarding Freshwater which is Allocation 2	Workshop	Desire DuPlooy; Janic Slupski; Ariel Yan le Chew				
Sustainable Futures	Strategic Planning	Local Alcohol Policy	24-35 Report to seek Council decision to/not to consult on the policy	Decision (D)	Makarand Rodge				
Sustainable Futures	Strategic Planning	Smoke free outdoor	Report to seek Council decision to take the decision to adopt/not to adopt the policy	Decision (D)	Makarand Rodge				
Sustainable Futures	Strategic Planning	Mobile Shops and Other Trader's Bylaw	Report to seek the Council decision for determinations report for bylaw	Decision (D)	Makarand Rodge				
Sustainable Futures	Strategic Planning	Decision on Councils approach to RCP for RCP for infrastructure	Report to seek Council decision/seek approach regarding RCP	Decision (D)	TBC				
Sustainable	Strategic	Reverse Portfolio strategic			Abi Wiseman				

2024 Sustainable Tairāwhiti

Meeting Dates

HUB	Activity	Name of agenda item	Purpose	Report Type	Owner	28-Feb	30-May	4-Sep	27-Nov
Futures	Planning	direction							
Sustainable Futures	Strategic Planning	TRMP (District Plan) zones workshop		Workshop	Drew Williams				
Sustainable Futures	Strategic Planning	Tairāwhiti Climate Adaptation Planning: Community Case Studies Research Report	To provide an overview of the key findings and recommendations arising from the research carried out by Te Weu	Information (I)	Joanna Noble				
Sustainable Futures	Strategic Planning	Wainui Coastal Adaptation	Decision report to seek Council decision around consultation for Wainui Coastal Adaption	Decision (D)	Vikram Selvaraj				
Sustainable Futures	Strategic Planning	Water Supply Bylaw	Report to seek the Council decision for determinations report for bylaw	Decision (D)	Chris Gilmore				
Sustainable Futures	Strategic Planning	TRMP Programme Update	To ensure councillors are updated on overall progress made with programme as a whole	Information (I)	Desire DuPlooy; Janic Slupski; Drew Williams, Yvonne Legarth				
Finance & Affordability	Risk & Performance	2024-2027 Three Year Plan Deliberations - Overview Report for Decision	The purpose of this report is to provide an overview of submissions received from the community during the formal consultation period for the 2024-2027 Three Year Plan (3YP).	Decision (D)	Kim Everett				
Sustainable Futures	Strategic Planning	Infrastructure Strategy for consultation	Decision for Council to adopt or not adopt	Decision (D)	Charlotte Knight				

2024 Sustainable Tairāwhiti

2024 Sustainable Tairāwhiti						Meeting Dates			
HUB	Activity	Name of agenda item	Purpose	Report Type	Owner	28-Feb	30-May	4-Sep	27-Nov
Sustainable Futures	Strategic Planning	Adopt Development Contributions Policy for consultation	Decision for Council to adopt or not adopt	Decision (D)	Charlotte Knight				
Sustainable Futures	Strategic Planning	Q2 RLTP Monitoring	Monitoring report for RLTP	Information (I)	Charlotte Knight				
Sustainable Futures	Strategic Planning	Councillor Workshop - Forestry Plan changes	To discuss Forestry Plan Changes with councillors.	Workshop	Desiré du Plooy				
Sustainable Futures	Strategic Planning	Public notification of Forestry Plan change.	Report to Council to publicly notify Forestry Plan change.	Decision (D)	Desiré du Plooy				
Finance & Affordability	Financial Services	Draft 2024-2027 Financial Strategy	To adopt the draft 2024-2027 strategy and approve it for inclusion as supporting information for the 2024-2027 Three Year Plan consultation document	Decision (D)	Ally Campbell				



Title: 24-35 Local Alcohol Policy - Approval to Consult
Section: Strategic Planning
Prepared by: Makarand Rodge - Policy Advisor
Meeting Date: Wednesday 28 February 2024

Legal: No

Financial: No

Significance: **Medium**

Report to SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee for decision

PURPOSE - TE TAKE

The purpose of this report is to seek adoption of the Statement of Proposal for consultation on the Draft Local Alcohol Policy 2024.

SUMMARY – HE WHAKARĀPOPOTOTANGA

Council adopted its current Local Alcohol Policy (the current policy) in 2017 which became effective in March 2018. The Sale and Supply of Alcohol Act 2012 (the Act) requires a Local Alcohol Policy (LAP) be reviewed every six (6) years. The six-year review period for the current policy ends on 5 March 2024.

As per the Act, Council can develop a LAP to set limits on the locations and numbers of licences in neighbourhoods and near sensitive sites. The policy can also impose conditions on certain types of licences and restrict the maximum trading hours set in the Act.

Council staff are recommending some changes to update the current policy after a technical review of the policy. Staff have prepared a Statement of Proposal (**Attachment 1**) which includes four proposed changes to the current Policy. The proposals are listed below:

- No new licences to be granted for Class 1¹ restaurants located within 150 meters of sensitive sites.
- Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am.
- Option to include a discretionary condition in liquor store licences that facilitates ceasing of external advertisements at liquor stores.
- Include legal definition of Class 1, Class 2 and Class 3 Restaurants through footnotes for better readability.

¹ As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:
Class 1 restaurant means a restaurant that has or applies for an on-licence and—
(a) has, in the opinion of the territorial authority, a significant separate bar area; and
(b) in the opinion of the territorial authority, operates that bar area, at least 1 night a week, in the manner of a tavern.

The proposed changes ensure Council is maintaining the sale, supply, and consumption of alcohol in a safe and responsibly manner; and minimize any harm caused because of excessive or inappropriate consumption of alcohol. Further, the proposed changes allow Council to have more precise and clear regulations around alcohol licensing.

Consultation is scheduled for 1 March 2024 until 1 April 2024 using the special consultative procedure as required by section 156 of the LGA. The Statement of Proposal and the draft Policy can be found in **Attachments 1 and 2**.

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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

- 1. Adopts the Statement of Proposal including the Draft Local Alcohol Policy 2024 for consultation using the special consultative procedure.**
- 2. Delegates the Hearings Panel to:**
 - a. Receive submissions from the public in relation to the draft LAP.**
 - b. Conduct public hearings and hear any oral submissions from the public in relation to the draft LAP.**
 - c. Deliberate on any matters arising from the analysis of the submissions received.**
 - d. Propose changes on the draft and recommend adoption of the draft LAP to Council.**

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: Local Alcohol Policy, alcohol licences, alcohol harm, alcohol restrictions, District Licensing Authority, Sale and Supply of Alcohol Act 2012

BACKGROUND - HE WHAKAMĀRAMA

1. The purpose of the Sale and Supply of Alcohol Act 2012 (the Act) is to improve Aotearoa's drinking culture and reduce the harm caused by excessive alcohol consumption. This Act enables the Council in the role of decision-making on local licencing matters through the function of a District Licensing Committee (DLC).
2. Although not mandatory, Council may develop a LAP and if adopted, the LAP has legal standing, and the District Licensing Committee must have regard to it in making decisions on licence applications.
3. A decision was made at the Environment and Policy meeting on 17 April 2013 to proceed with developing a LAP and after following the statutory processes involved in adopting the LAP, the current LAP came into force on 5 March 2018.
4. A LAP applies to four types of licences:
 - **On-licences:** for sale and consumption of alcohol on the premises (e.g. Hotels, taverns, nightclubs, restaurants).
 - **Off-licence:** for sale and consumption of alcohol off the premises (e.g. Bottle shops, supermarkets)
 - **Club licence:** for sale and consumption of alcohol on club premises to members of the club, their guests, and members of affiliated clubs,
 - **Special licence:** for sale and consumption of alcohol at specific occasions or events.
5. Under the Act, a tavern has been defined as:
 - i. premises used or intended to be used in the course of business principally for providing alcohol and other refreshments to the public; but
 - ii. does not include an airport bar;
6. Classes of restaurants have been explained under section 5(6) of the [Sale and Supply of Alcohol \(Fees\) Regulations 2013](#) as:
 - i. **Class 1:** a restaurant that in the opinion of the Territorial Authority, has a separate bar area and operates that bar area, at least 1 night a week, in the manner of a tavern.
 - ii. **Class 2:** a restaurant that in the opinion of the Territorial Authority, has a separate bar and does not operate that bar area in the manner of a tavern at any time.
 - iii. **Class 3:** a restaurant that in the opinion of the Territorial Authority, only serves alcohol to the table, and does not have a separate bar area.

The LAP Process

7. Following the recent amendments in the Sale and Supply of Alcohol Act 2012 ([Sale and Supply of Alcohol \(Community Participation\) Amendment Act 2023](#)) Council is no longer required to adopt a provisional LAP and further provide right of appeal against the draft/provisional policy.

8. Prior to the amendment, Council was required to produce a provisional LAP and further entertain appeals from person/s or entities that had made a submission on the provisional policy during the consultation phase. However, the recent amendments mean that, once the special consultative procedure is concluded, Council can now directly proceed to the making a final decision on the draft policy.
9. [Section 97](#) of the Act further stipulates that, once adopted, the LAP must be reviewed every 6 years and follow the special consultative procedure set out by the Local Government Act 2002 in undertaking that review.
10. With the recent amendments in the Act, the ideal review process (every six (6) years post adoption) for LAP would include the following:
 - a. Draft policy is developed in consultation with Police, Inspectorate, and Medical Officers of Health.
 - b. The community is consulted using the special consultive procedure.
 - c. A final policy is adopted and publicly notified.
11. Staff note that a draft policy (**Attachment 2**) has been developed in consultation with the Inspectorate, Te Whatu Ora (TDH) and the Police.
12. According to Section 77 of the Act, a LAP **must not include any matter not relating to licensing** and may include the following matters:
 - Limit the location of on, off, and club licenced premises.
 - Limit further on, off, and club licences in a particular area.
 - Restrict the maximum trading hours set in the Act.
 - Recommend discretionary conditions to be applied to licences or kinds of licences.
 - Impose one-way door restrictions.
13. The Act further outlines that the following information must be taken into consideration when drafting a LAP:
 - The number of licences of each kind held for premises in the district, and the location and opening hours of each of the premises.
 - Any areas in which bylaws prohibiting alcohol in public places are in force.
 - The demography of the district's residents.
 - The demography of people who visit the district as tourists or holidaymakers.
 - The overall health indicators of the district's residents.
 - The nature and severity of the alcohol related problems arising in the district.
 - Consultation with the Police, Inspectorate, and Medical Officers of Health prior to producing the draft policy.
14. If there is no LAP in force, then the provisions of the Act apply - **the default maximum national trading hours are:**
 - Between 8am and 4am for on and club licences.
 - Between 7am and 11pm for off licences.

Tairāwhiti's Profile

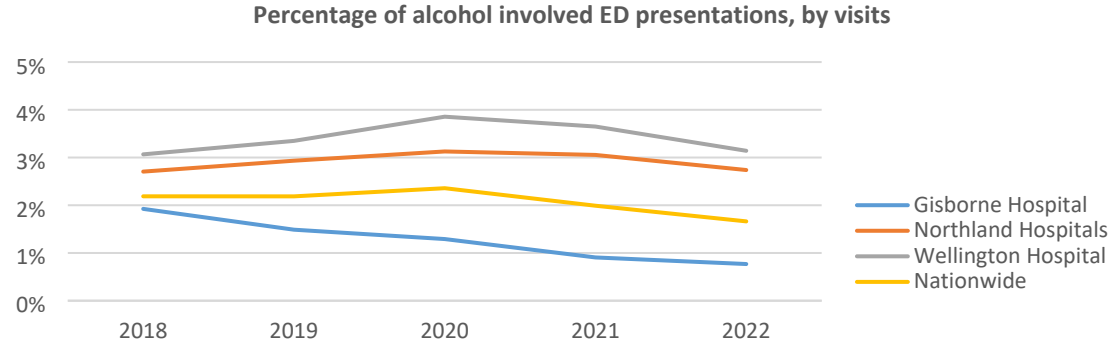
Demographics:

- 15. As of June 2023, the population of Tairāwhiti is estimated to be 52,600². Of note, 24% of the population is aged between 0 and 14 years old, a larger proportion than the national average of 19%. A further 13% of the population are aged between 15 and 24 years old (compared to 14% nationally)³.
- 16. 52.9% of the population of Tairāwhiti's population are Māori, significantly higher than the national average of 16.5%². Furthermore, within our Māori population, 32.3% are aged under 14 years old and another 16% are aged 15-24 years old².
- 17. 46% of people live in decile 4 nine (9) and ten (10) areas and the median annual income in Gisborne is \$25,400, which is markedly lower than the New Zealand median income of \$61,828⁵.

Alcohol-related Hospital Events

- 18. Data provided by TDH for the period between 2018 and 2022 in relation to alcohol-related hospital events suggests that Alcohol related Emergency Department (ED) presentations by visit appear to have steadily decreased across the country since the COVID-19 pandemic and associated societal restrictions of 2020. There appears to be a substantial difference between Gisborne Hospital and its demographically similar counterpart Northland Hospital, with 0.77% of ED presentations being alcohol related in Gisborne compared to 2.74% in Northland. Even higher rates are noted at Wellington Hospital, with alcohol involved in 3.14% of ED presentations as shown in the Figure 1 below.

Figure 1: Percentage of Alcohol involved ED Presentations, by visits



² Gisborne Region: Population and Dwellings Stats NZ [Available from: <https://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7981>]

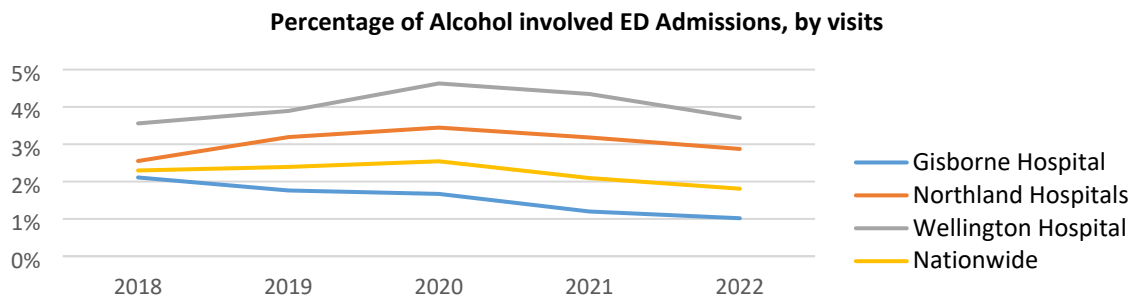
³ Gisborne Region: Ethnicity, Culture and Identity 2023 [Available from: <https://www.stats.govt.nz/tools/2018-census-place-summaries/gisborne-region#ethnicity-culture-and-identity>]

⁴ New Zealand Index of Deprivation (NZDep): <https://www.ehinz.ac.nz/indicators/population-vulnerability/socioeconomic-deprivation-profile/>

⁵ Jobted. Average Salary in New Zealand Jobted2023 [Available from: <https://www.jobted.co.nz/salary#:~:text=The%20median%20weekly%20income%20for%20wage%20and%20salary,%28Data%20from%20Stats%20NZ%20-%20Labour%20market%20statistics%29>]

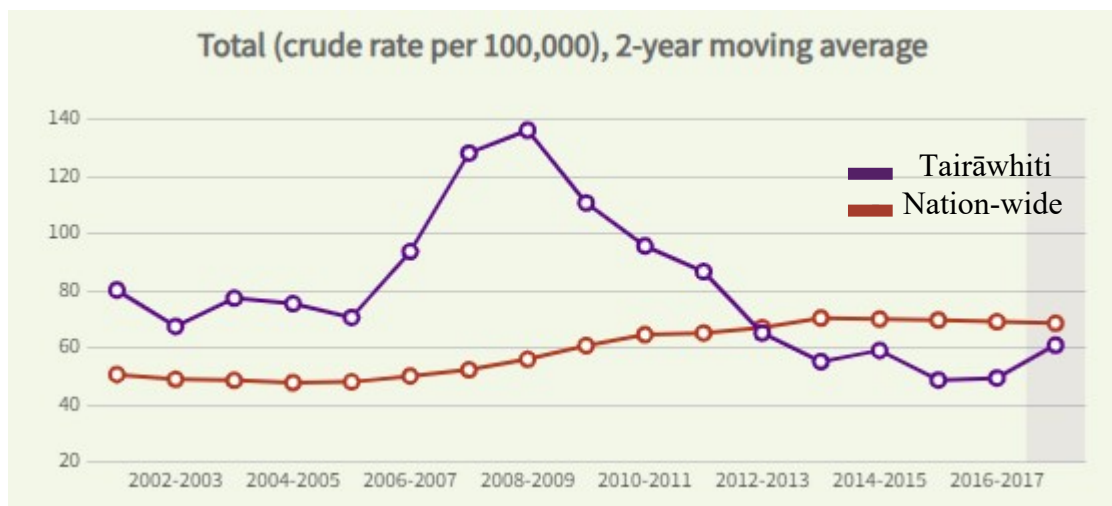
19. Similarly, alcohol related acute hospital admissions via ED have also trended down since 2020. Again, a significantly lower rate of admissions is observed in Gisborne (1.02%) as compared to Northland (2.87%). Wellington Hospital again reporting markedly increased rates of admissions compared to the nationwide average, with alcohol involved in 3.70% of ED admissions as shown in Fig. 2 below.

Figure 2: Percentage of Alcohol involved ED Admissions, by visits



20. This data complements older data published by Environmental Health Intelligence New Zealand (EHINZ) regarding alcohol related hospitalisations (note; *excluding* ED presentations) between 2002 and 2017⁶. It suggests Gisborne has had a turbulent history with alcohol-related harm. Between 2006 and 2011, the Tairāwhiti district had the highest rates in the country of hospitalisations wholly attributable to alcohol in adults over 15 years of age. Since 2013 however, our rates have fallen below the national average, as seen in the following Figure 3:

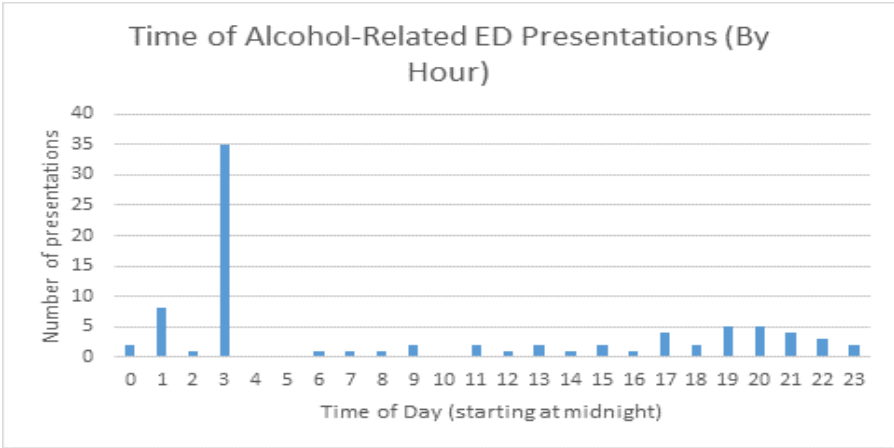
Figure 3: EHINZ data on alcohol related hospitalization between 2002 and 2017



⁶ Alcohol Related Hospitalisations NZ InstantAtlasTM [Available from: <https://dashboards.instantatlas.com/viewer/report?appid=6de0b5bd7d1f44f585272459095d7e34>]

21. Further analysis of the data supplied by TDH reveals higher number of ED presentations related to hazardous alcohol behaviours for particular times of the day. The following Figure represents an hour-by-hour breakdown of the arrival time to the Gisborne Hospital Emergency Department for all 85 ED presentations that were directly related to alcohol consumption in 2023 (as of 15 December 2023):

Figure 5: Time of Alcohol-related ED presentations (by hour) at Gisborne Hospital Emergency Department in 2023



22. While there were the expected troughs during mid-morning and peaks towards the end of the evening, 41% of all alcohol-related ED presentations in Tairāwhiti last year, first presented between 3:00am and 4:00am. Having clearly identified a time of day associated with hazardous drinking behaviours requiring healthcare assistance, a proposed change (Proposal 2 below) to the hours for certain on-licence premises has been considered to best mitigate alcohol related harms.

Alcohol Outlet Density

23. National trends suggest that alcohol outlet density correlates with levels of drinking and alcohol related harm, supported by recent New Zealand-based research^{7 8}. When compared to the New Zealand average, Gisborne has more on - and off-licence alcohol retailers per 10,000 of population, i.e. a higher density of alcohol retailers as shown in Figure below:

Figure 6: Community profile data of alcohol licences per 10,000 population⁹

Licence Type per 10,000	Gisborne	New Zealand
On Licence	3.8	3.2
Off Licence	7.3	5.9
Club Licence	10.0	12.6

Table 1. Community profile data of licences per 10,000 of population.

⁷ Jennie LC, Kypros K, Melanie LB, Kimberly C. Alcohol outlet density, levels of drinking and alcohol-related harm in New Zealand: a national study. *Journal of Epidemiology and Community Health*. 2011;65(10):841

⁸ Hobbs M, Marek L, Wiki J, Campbell M, Deng BY, Sharpe H, et al. Close proximity to alcohol outlets is associated with increased crime and hazardous drinking: Pooled nationally representative data from New Zealand. *Health & Place*. 2020;65:102397.

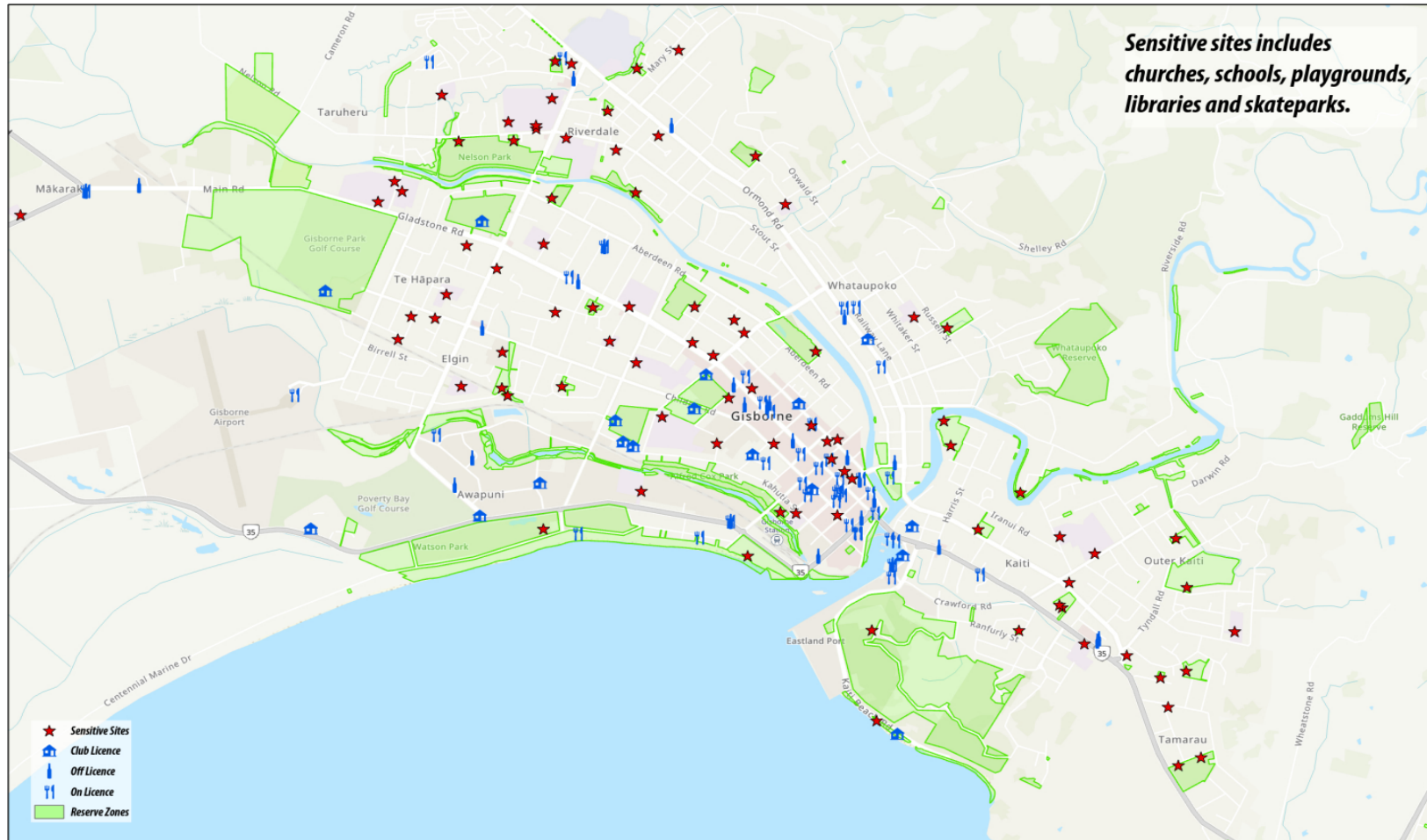
⁹ Ministry of Justice – Alcohol Regulatory licensing Authority: Licence Register Active Licenses 2020-2023.

<https://www.justice.govt.nz/tribunals/arla/register-of-licences-and-certificates/>

Population figures sourced from Wikipedia, NZ population of 5,220,340, Gisborne population 57,100. Licence information from website: <https://www.justice.govt.nz/tribunals/arla/register-of-licences-and-certificates/>

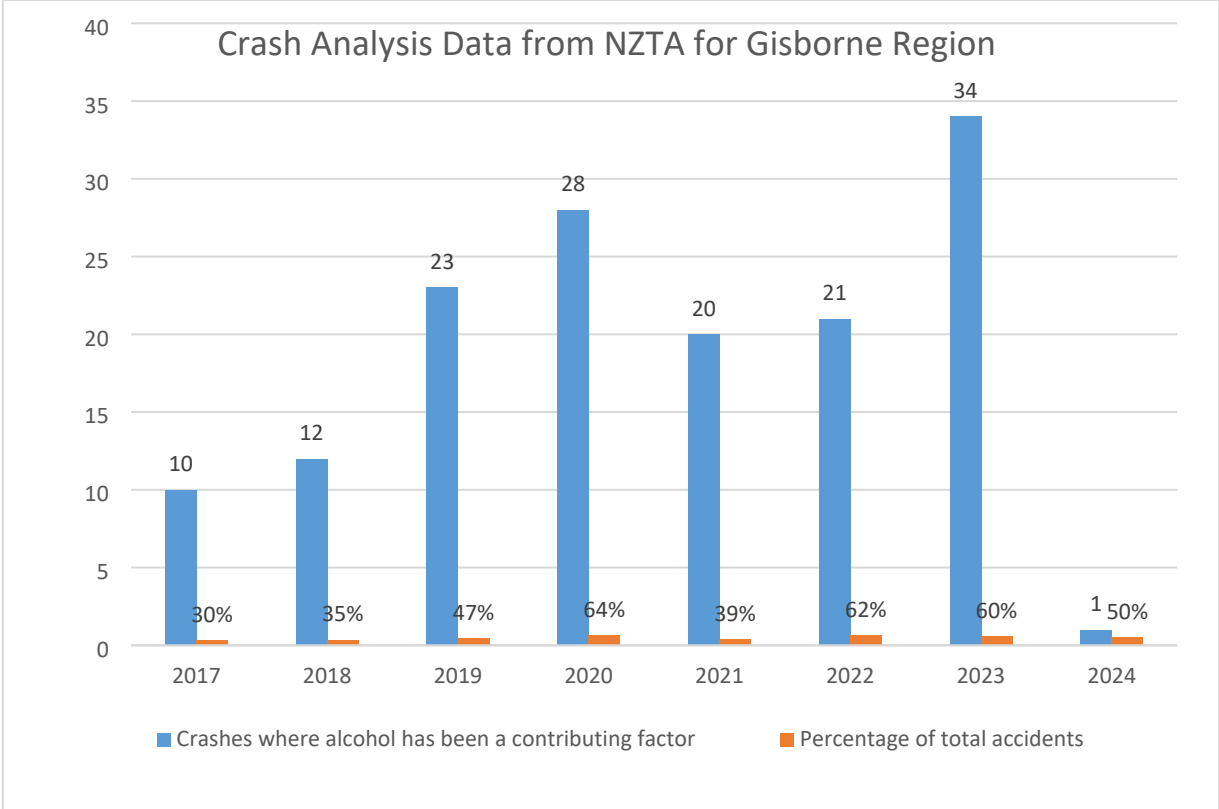
24. The following map indicates the locations of on-licence, off-licence and club licence (all in Blue) alcohol retailers in Tairāwhiti. While the majority of retailers are situated within the central commercial district, there are large numbers of alcohol outlets within the surrounding residential areas, most well within a kilometre radius of sensitive sites like education facilities, churches, playgrounds etc (depicted as a red star):

Figure 7: Map showing on / off / club licences and sensitive sites in Tairāwhiti



- 25. Given the above information, the higher-than-average density of alcohol outlets puts the region at increased risk of alcohol related harm. To mitigate this aspect, staff are proposing to decline (on a case-by-case basis) new licences to Class 1 restaurants located within 150 meters of sensitive sites (Proposal 1) and to reduce operating hours for Class 2 and 3 restaurants, cafes, and wineries (Proposal 2). This would allow Council to reduce accessibility and availability of alcohol near sensitive sites as under the current policy.
- 26. Figure 8 below shows the data around car accidents for our region between 2017 and 2024 where alcohol has been a contributing factor.

Figure 8: Crash analysis data from New Zealand Transport Agency (NZTA)



- 27. The above car accident data includes all accidents recorded at both State Highways and Local roads. In totality alcohol induced car crashes between the year 2017 and (January) 2024 round up to 148 which is approximately 48% of all car crashes.
- 28. Although the above figure shows there has been a gradual rise in accidents caused by alcohol, this matter is beyond the scope of a LAP to address through direct policy provisions.
- 29. A request for obtaining information / data around alcohol harm and related crimes was made by staff with the Police department, however, the requested data has not been received by staff at the time of writing this report. Therefore, no assessments have been made in that behalf in this report.

Current LAP – Gisborne District Local Alcohol Policy

30. The current LAP sets out to:

- Balance a healthy and safe Tairāwhiti with a vibrant and prosperous Tairāwhiti,
- Encourage licensed environments that foster positive, responsible drinking behaviour and minimise alcohol related harm, and
- Reflect the views of local communities as to the appropriate location, number, hours, and conditions that should apply to licensed premises within their communities.

Location and Density of Licensed Premises

31. The current policy states that no new licence can be granted for premises within 150 metres of sensitive sites at the time of application of any type, except for restaurants or cafes and special licences. Provided where the applicant can demonstrate that the hours, alcohol-related signage, and/or operation of the premises will have no significant impact on sensitive sites and/or persons using sensitive sites.
32. Sensitive sites have been defined under the current policy as to include educational institutions, spiritual facilities, marae and recreational facilities.

Maximum Licensed Operating Hours

Off-licence

33. Table One outlines Council's current off-licence operating hours.

Table 1: Off-Licence operating hours

Off-licence types	Maximum operating hours	Trading days	Location
Supermarkets, wineries, taverns, bottle stores, grocery stores, clubs	7am-9pm	Monday-Sunday	District-wide

34. In comparison to other councils, Waimakariri District Council, which has similar number of licenses as compared to our region, allow off-licence premises to trade between 7am to 10pm, Monday to Sunday.
35. Invercargill City Council and Southland District Council have implemented a joint policy where off-licences cannot open earlier than 7am on any day and are required to be closed before 11pm the same day.
36. Selwyn District Council have a similar sized district to Gisborne with a population of 65,600. Selwyn's Council allow off-licence premises to open between 7am to 9pm seven days a week.
37. Marlborough is also a similar sized district to Gisborne with a population of 49,200. Marlborough's draft LAP sets out maximum trading hours of 7am to 9pm, Monday to Sunday, for off-licence premises. However, a final policy has not yet been adopted by Marlborough District Council.

On-licence

38. Table three displays Council's current on-licence operating hours.

Table 2: On-licence operating hours

On-licence types	Maximum operating hours	Trading days	Location
Restaurants, cafes, wineries, taverns (including nightclubs), BYO, entertainment centres	10am-2am One-way door from 1am for taverns and including night clubs	Monday-Sunday	District-wide

39. In comparison to other councils, Hutt City Council in their LAP have implemented hours which vary between 7am to 1am or 3am (depending on location) for nightclubs, hotels, functions centres, and taverns.
40. Hutt City Council have utilised a probation period for new licences. Under this approach, for the first year the licensee must close at 1am or be subject to more rigorous and regular assessment of their managerial and host responsibility.
41. In Invercargill's Central Business District (CBD), on-licences (bars, taverns, hotels, entertainment venues, and Class 1 restaurants) cannot open earlier than 8am on any day and close no later than 3am the following day.
42. Waimakariri utilise a 7am open and 1am closing time for on-licence premises Friday to Saturday.
43. Selwyn's Council have implemented 7am to 1am the following day trading hours for taverns and hotels. Other on-licences, including taverns and hotels, may operate between 7am till 2am the following day.
44. Marlborough's draft LAP outlines that on-licence premises, such as restaurants and cafes, may operate between 8am to 1am the following day, Monday to Sunday. Other on-licence premises such as taverns, bars, pubs, and nightclubs may open from 8am to 2am the following day, Monday to Sunday.

Club Licence

45. Table Three displays Gisborne's current Club licence operating hours.

Table 3: Club licence operating hours

Club licence types	Maximum operating hours	Trading days	Location
All Clubs including sports and other (including RSA)	10am-11pm	Sunday -Thursday	District-wide
	10am-12 midnight	Friday-Saturday	
	Clubs holding commemorative Anzac celebratory services are permitted to open at 6am on Anzac Day		

46. In comparison with other Councils, Marlborough applies maximum trading hours of 8am to midnight, Monday to Sunday.

47. Selwyn employs maximum trading hours of 8am to 10pm, Sunday to Thursday, and 8am to midnight, Friday to Saturday.
48. Waimakariri allows club licence premises to operate 7am to 11pm, Sunday to Thursday, and 7am to 1am the following day, Friday and Saturday.
49. Invercargill permits 8am to 3am the following day.

Special Licence

50. Table Four presents Gisborne's current special licence operating hours.

Table 4: Special licence operating hours

Club licence types	Maximum operating hours	Location
Special licences for non-licensed premises.	Not beyond 2am.	District-wide
Special licences for licensed premises.	Not beyond 3am.	District-wide

51. In comparison to other Councils, Marlborough outlines discretionary trading hours with up to 24 hours a day.
52. Waimakariri states that restrictions on hours will be imposed if the District Licensing Committee (DLC) considers it appropriate.
53. Selwyn specifies that where the premises already holds an on-licence, conditions of a special licence will specify a closing time no more than two hours earlier and/or two hours later than permitted by its on-licence.

Table 5: Comparison between Councils regarding trading hours for on, off and club license premises

Council	Trading hours for Off-License	Trading Hours for On-License	Trading hours for Club License
Gisborne	Monday to Sunday 7am-9pm	Monday to Sunday 10am-2am One-way door from 1am for taverns and including night clubs	10am-11pm Sunday -Thursday 10am-12 midnight Friday-Saturday.
Selwyn	Monday to Sunday 7am-9pm	Monday to Sunday 7am – 1am	Sun – Thurs: 8am – 10pm Fri – Sat: 8am to 12am
Waimakariri	Monday to Sunday 7am–10pm	Sunday to Thursday 7am – 11pm Friday and Saturday 7am – 1 am (the following day) New Year's Eve (31 Dec) 7am – 1am (following day – new years)	Sunday to Thursday 7am – 11pm Friday and Sat 7am to 1am (the following day)
Invercargill and Southland	Monday to Sunday 7am - 11pm	Class 1: CBD – 8am – 3am Outside CBD - 8am – 1am Class 2 and 3 incl. BYO: 8am - 1am	Monday to Sunday: 8am-3a

Council	Trading hours for Off-License	Trading Hours for On-License	Trading hours for Club License
Hutt City Council	Have capping on off-license for each area. 7am to 10pm for all days.	For CBD: Monday to Sunday 7am – 3am the following day. Outside CBD: Monday to Sunday 7am – 1am. Have provision for probation periods.	No specific timings mentioned. Licenses provided case to case basis.
New Plymouth	7am to 9.30pm 7am to 10pm (Stratford)	Monday to Sunday, 8am to 2am the following day in the New Plymouth District, excluding the New Plymouth CBD zone where the maximum trading hours are Monday to Sunday, 8am to 3am Monday to Sunday, 8am to 2am the following day in the Stratford District.	Monday to Sunday: 8am-3am

Discretionary Conditions

54. The current policy sets out conditions which may be appropriate for all licences. These include provisions such as:

- Displaying messages about safe drinking,
- Operating CCTV,
- Using lighting to help with ID checks as well as keeping premises safe,
- Limiting drink sizes after a specified time,
- Applying one-way door restrictions earlier than the default of 2pm,
- Providing food,
- Requiring a specified number of door staff and so on.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

55. Staff are proposing the following four (4) changes to the current Policy:

- a. No new licences to be granted for Class 1¹⁰ restaurants located within 150 meters of sensitive sites.
- b. Reduce operating hours for on-licences Class 2¹¹ and 3¹² restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am.
- c. Option to include a discretionary condition in liquor store licences that facilitates ceasing of external advertisements at liquor stores.
- d. Including legal definition of Class 1, Class 2 and Class 3 Restaurants through footnotes for better readability.

56. The draft statement of proposal and the draft Policy are at **Attachments 1 and 2** of this report. The draft Policy will be included in the final statement of proposal.

57. The rationale and cost-benefit considerations for each of these proposals is set out below.

Proposal One: No new licences to be granted for Class 1 premises located within 150 meters of sensitive sites

58. Under the current LAP no new licences can be provided to taverns located within 150 meters of sensitive sites while all restaurants (including Class 1) and cafes can be provided new licences.

59. The primary reason for this proposal is to provide clarity and consistency in terms of operational realities between taverns and Class 1 restaurants.

60. Staff note that based on their experiences when dealing with various Class 1 license restaurants, such premises often use their legal classification under the [Sale and Supply of Alcohol \(Fees\) Regulations 2013](#) to function as a tavern most nights of the week, where the purpose of the business is to principally provide alcohol to the public.

61. Data provided by TDH reveals higher-than-average density of alcohol outlets around sensitive sites. Therefore, staff propose including the option of denying alcohol licences to Class 1 restaurants in addition to taverns located within 150 meters of sensitive sites (educational institutions¹³, spiritual facilities¹⁴, marae and recreational facilities¹⁵).

¹⁰As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:

Class 1 restaurant means a restaurant that has or applies for an on-licence and—

(a) has, in the opinion of the territorial authority, a significant separate bar area; and

(b) in the opinion of the territorial authority, operates that bar area, at least 1 night a week, in the manner of a tavern.

¹¹ As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:

Class 2 restaurant means a restaurant that has or applies for an on-licence and—

(a) has, in the opinion of the territorial authority, a separate bar; and

(b) in the opinion of the territorial authority, does not operate that bar area in the manner of a tavern at any time.

¹² As per Regulation 6 of Supply of Alcohol (Fees) Regulations 2013:

Class 3 restaurant means a restaurant that has or applies for an on-licence and that, in the opinion of the territorial authority, only serves alcohol to the table and does not have a separate bar area

¹³ Educational Facilities are defined as early learning and child-care facilities, primary, secondary and tertiary institutions and institutions delivering educational services for vulnerable groups such as unemployed, youth or disabled group.

¹⁴ Spiritual Facilities are defined as a building or part of a building used primarily for public and private worship, or for religious purposes, including ceremonies, services, instruction or education, or for meetings or social functions directly related to the work of a religious organisation, and includes all land which is held for any of the foregoing purposes.

¹⁵ Recreational facilities are defined as including parks, reserves, skate parks, youth centres and libraries.

62. If this proposal is accepted then a case-by-case approach will be adopted when dealing with new licences required for Class 1 restaurants due to a change of ownership, provided the licence type and scope of the new licence are the same as the existing licence for the premise.
63. The proposed change would further allow Council to reduce accessibility and availability of alcohol for longer periods near sensitive sites.

Table 6: Cost-benefit analysis of Proposal One:

Options	Costs / Risks	Benefits
Status quo: Allow Class 1 restaurants applications for new licences to be assessed without consideration for sensitive sites located within 150 meters	Class 1 restaurants may continue to function as taverns within 150 meters of sensitive sites which will increase accessibility and availability of alcohol for longer periods.	<ul style="list-style-type: none"> • Boost to economic prosperity and vibrancy in the CBD. For example: <ul style="list-style-type: none"> - potential for CBD area to be an attractive space for hospitality to invest. - May support investment in strengthening earthwork prone buildings or character buildings. - Enable potential re-use of vacant or under-utilised buildings.
No new licences to be granted for Class 1 premises located within 150 meters of sensitive sites	<ul style="list-style-type: none"> • Potential pushback from Class 1 restaurant owners. • Potential loss of economic prosperity and vibrance in CBD area. 	<ul style="list-style-type: none"> • Reduce alcohol harm around sensitive sites. • Allow Council to have operational consistency and clarity between Taverns and Class 1 restaurants.

Proposal Two: Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am

64. The current policy allows Class 2 and 3 restaurants, cafes and wineries to operate between 10am to 2am similar to that of Class 1 restaurants, Taverns, Night clubs and BYO entertainment centres. However, the present hours do not reflect the reality of the business commercial operations. The current operating hours (10am to 2am) open up the possibility for certain businesses to provide alcohol in a time frame that is outside the framework of their scope of operation (for example, cafés operating at 2 am).
65. In the current setup the provisions of food and free water is sufficient to allow these types of businesses to legally operate until late.

66. Cafes, wineries, Class 2 and 3 restaurants, are known to operate well within the operating hours mentioned under the current LAP (10am to 2am). Staff note that the usual operating hours for such type of premises is between 10am to 10pm.
67. Moreso, as captured in the data provided by TDH, a higher number of ED presentations have been observed related to hazardous alcohol behaviours between 2am to 5am.
68. Adoption of this proposal would also allow reduction in effects of alcohol caused by premises that fall within 150 meters of sensitive sites.

Table 7: Cost-benefit analysis of Proposal Two:

Options	Costs / Risks	Benefits
Maintain Status Quo: Allow Class 2 and 3 restaurants, cafes, and wineries to operate between 10am to 2am	<ul style="list-style-type: none"> • The current licensed operating hours may not reflect the actual operating hours of these premises. • Increase in alcohol consumption due to additional hours of business. 	Potential boost to economic prosperity and city centre vibrancy if Class 2, 3 restaurants, cafes and wineries are able to remain open till late night.
Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am	<ul style="list-style-type: none"> • Potential pushback from Class 2 and 3 premises, cafes and wineries. • Regulatory costs: possible rise in special licences applications in case such premises wish to operate later than 10pm on occasion. 	<ul style="list-style-type: none"> • Reflects operational realities where such premises close well before the current licensed operating hours. • Facilitate reduction of alcohol consumption where premises fall under 150 meters of sensitive sites.

Proposal Three: Option to seize external advertisements at liquor stores

69. At present, liquor stores can advertise alcohol outside their licenced premises unless regulated through means of discretionary conditions in the alcohol licencing process. TDH have provided advise that our region is leading in the number of liquor stores per capita in the nation. Therefore, the tri-agencies (TDH, Police, Inspectorate) strongly recommend adding this proposed change in the new LAP to cease external advertisements outside liquor stores to reduce exposure.

70. Staff note that if this proposal is accepted then a case-by-case approach will be adopted when dealing with matters relating to external advertisements at liquor stores.

Table 8: Cost-benefit analysis of Proposal Three:

Options	Costs / Risks	Benefits
Status Quo – no mention of discretionary condition reducing advertisements	Since our region has more off-licence premises as compared to nationwide, more availability of advertisements outside liquor stores will increase exposure to alcohol products.	None identified
Option to include a discretionary condition for liquor store licences that facilitates ceasing of external advertisements at liquor stores	Pushback by Liquor store owners.	Reduced exposure to alcohol especially in case premises are located within close proximity of sensitive sites.

Proposal Four: Include legal definition of Class 2 and Class 3 Restaurants through footnotes for better readability

71. The current policy does not cover certain interpretations referred to in the Sale and Supply of Alcohol Act 2012 such as what is meant by Class 1, Class 2 or Class 3 restaurants / premises.
72. Adding these as footnotes facilitates better understanding of these technical terms and makes it easier for the readers to understand what the proposed changes would mean.

Table 9: Cost-benefit analysis of Proposal four

Options	Costs / Risks	Benefits
Status Quo – don't include footnotes explaining the classes of restaurants.	Lesser clarity around classes of licensed premises for readers and users of the policy	None identified.
Include legal definition of Class 1 Class 2 and Class 3 in footnotes of the policy document.	None identified	Instant clarity over classes of premises subject to alcohol licencing and better readability.

73. Apart from the above proposed changes to the current policy, an analysis of the possible options available for Council in terms of decision-making on the above proposed changes has been made below:

Table 10: Cost-benefit analysis of available decision options

Options	Costs / Risks	Benefits
<p><u>Option 1:</u> Do not proceed with consultation and let policy lapse without a review.</p>	<p>If policy is lapsed then the provisions of the Act apply - the default maximum national trading hours are:</p> <ul style="list-style-type: none"> • Between 8am and 4am for on and club licences. • Between 7am and 11pm for off licences. <p>This setting would not be consistent with the specific settings required for our region. Council will lose the opportunity for to induce responsible drinking behaviour and minimise alcohol related harm. Moreso, the ability for Council to reflect the views of local communities regarding licensed premises, will also be lost.</p> <p>Apart from this, if Council decides to adopt a LAP in future, then a fresh LAP right from scratch will be required to be produced by following the special consultative procedure.</p>	<p>None identified</p>
<p><u>Option 2:</u> Consult (to complete the review) without any changes to the current policy.</p>	<p>If the proposed changes are not adopted, the current policy will not be able to consider the present-day scenarios staff are facing in terms of licenced premises.</p> <p>As explained in the proposal analysis above, there is a need to have more clarity in the current policy with respect to certain classes of premises. So also, the current settings do not reflect operational realities where licensed premises close well before the current licensed operating hours. In that sense, an opportunity to realign the current policy with the present-day circumstances, will be lost.</p>	<p>No potential of pushback from affected license holders as there would be no changes to the current policy.</p>
<p><u>Option 3 (preferred):</u> Consult with the above outlined proposed changes to the current policy.</p>	<p>Potential pushback from certain types of license holders where change in trading hours has been proposed.</p>	<p>The adopted policy would mirror the views of local communities regarding licensed premises. Council will have the opportunity of realigning the current policy with the present-day circumstances.</p>

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: High Significance

This Report: Medium 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

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

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA / COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

75. Staff have produced the draft LAP (Attachment 2) in consultation with Inspectorate, TDH and Police as required under S.78 of the Act.

76. Council's Engagement team have determined this process warrants a medium-level consultation package including updating Council's website and feedback through Council's [Participate Page](#). This is so because the proposed changes to the current policy are moderate in nature and involve updating the current policy rather than an extensive review.

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

77. There are no climate change implications arising from the adoption of the Local Alcohol Policy.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

78. Costs for the review are met by the Strategic Planning budget. Ongoing compliance monitoring and enforcement costs are included in the Compliance, Monitoring & Enforcement team budgets.

Legal

79. [Section 97](#) of the Act stipulates that, once adopted, the Local Alcohol Policy must be reviewed every six (6) years and follow the special consultative procedure set out by the Local Government Act 2002.

80. [Section 77](#) of the Act specifies that a LAP “must not include any matter not relating to licensing”. The following matters may be included in the LAP:

- a. location of licensed premises by reference to broad areas:
- b. location of licensed premises by reference to proximity to premises of a particular kind or kinds:
- c. location of licensed premises by reference to proximity to facilities of a particular kind or kinds:
- d. whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district:
- e. maximum trading hours:
- f. the issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions:
- g. one-way door restrictions.

81. [Section 78](#) of the Act requires Council to produce a draft LAP in consultation with the Police, TDH and Inspectorate.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

82. The draft Local Alcohol Policy 2023 as proposed may have implications on Council's [Tairāwhiti 2050 spatial plan](#).

83. The spatial plan refers to opportunities to enhance our city to have vibrant centres and destinations for business, employment and tourism. The plan further aspires to create a vibrant city and township centres that attracts locals and visitors.

84. The proposed changes (Proposal 1 and Proposal 2) in the current policy may impact the aspirations of the spatial plan by limiting new licences to Class 1 restaurants which are open till late at night and further by reducing the trading hours for Class 2, 3 restaurants, cafés and wineries. However, this needs to be balanced against providing a safe environment for all the community.

RISKS - NGĀ TŪRARU

85. **Statutory timeframe:** as detailed in the “Legal” section above, a LAP is required to be reviewed every six years. Council adopted the current policy on 5 March 2018. If the current policy is not reviewed by 06 March 2024, then Council will be required to adopt a fresh LAP under Subpart 2 of the Sale and supply of Alcohol Act 2012 in order to achieve its objective of minimizing any harm caused because of excessive or inappropriate consumption of alcohol.
86. **Reputation:** Council's reputation could be impacted if processes are not followed or if the resulting policy were considered overly permissive or restrictive by different groups. To mitigate this, we will ensure the correct steps and legislation are followed with a thorough consultation process.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
1 March - 1 April	Consultation	Special Consultative Procedure
April 2024	Hearings	Date to be confirmed
April 2024	Hearings Report	For Hearings Panel
May 2024	Deliberations Report	For Hearings Panel
June 2024	Adoption	By Council

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - SOP document [24-35.1 - 5 pages]
2. Attachment 2 - Draft LAP with Track Changes [24-35.2 - 6 pages]

Statement of Proposal: Draft Local Alcohol Policy 2024

The Gisborne District Council (Council) is proposing to update its Local Alcohol Policy 2018. The Policy is made under Subpart 2 of the Sale and Supply of Alcohol Act 2012. This allows Council to maintain the sale, supply, and consumption of alcohol to be undertaken in a safe and responsibly manner; and minimize any harm caused because of excessive or inappropriate consumption of alcohol.

As per Section 97 of the Sale and Supply of Alcohol Act 2012, a Local Alcohol Policy once adopted is required to be reviewed within six (6) years from its adoption. Council's current Local Alcohol Policy was adopted in March 2018 and as such, Council is required to review the current policy by March 2024.

This document is the Statement of Proposal for the purposes of Section 83(1)(a) of the Local Government Act 2002 and Section 97 of the Sale and Supply of Alcohol Act 2012. This document contains:

- A summary of relevant information
- A description of the problems and the options to address these problems.
- Legislative requirements
- A draft of the proposed Policy
- How you can have your say

Summary of information

Council is proposing to update its Local Alcohol Policy 2018 and wants to hear what the community think about the changes.

The changes being suggested are:

- No new licences to be granted for Class 1 restaurants located within 150 meters of sensitive sites.
- Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am.
- Option to include a discretionary condition in liquor store licenses that facilitates ceasing of external advertisements at liquor stores.
- Include legal definition of Class 1, Class 2 and Class 3 Restaurants through footnotes for better readability.

More details about why Council is proposing these changes can be found under each proposal in the following section.

Have your say: Before making any final decisions, we'd like to have your input. You can make a submission:

- Online: [[LINK to PARTICIPATE](#)]
- By Post: P.O Box 747, Gisborne 4040
- In person: At Gisborne District Council – 15 Fitzherbert Street, Gisborne

If you would like to speak to your submission, please indicate this and provide your contact details. We will be in touch to let you know the date and time for verbal submissions.

Proposal Two	Reduce operating hours for on-licences Class 2³ and 3⁴ restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am.
<i>Reasoning</i>	<p>The current policy allows Class 2 and 3 restaurants, cafes and wineries to operate between 10am to 2am similar to that of Class 1 restaurants, Taverns, Nigh clubs and BYO entertainment centres. However, the present hours do not reflect the reality of the business commercial operations and open up the possibility for certain businesses to provide alcohol in a time frame that is outside the framework of their scope of operation (E.g. cafés operating a 2 am). In the current setup the provisions of food and free water is sufficient to allow these types of businesses to legally operate until late.</p> <p>Cafes, wineries, Class 2 and 3 restaurants, are known to operate well within the operating hours under the current LAP (10am to 2am). Staff note that in reality the usual operating hours for such type of premises is between 10am to 10pm. Adoption of this proposal would also allow reduction in effects of alcohol caused by premises that fall within 150 meters of sensitive sites.</p>
<i>Options Considered</i>	<p>Option One: Maintain Status Quo: Allow Class 2 and 3 restaurants, cafes, and wineries to operate between 10am to 2am.</p> <p>Option Two: Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am.</p>
<i>Preferred Option</i>	<p>Option Two: Reduce operating hours for on-licences Class 2 and 3 restaurants, cafes, and wineries from 10am to 12am instead of 10am to 2am</p>

³ As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:

Class 2 restaurant means a restaurant that has or applies for an on-licence and—

(a) has, in the opinion of the territorial authority, a separate bar; and

(b) in the opinion of the territorial authority, does not operate that bar area in the manner of a tavern at any time.

⁴ As per Regulation 6 of Supply of Alcohol (Fees) Regulations 2013:

Class 3 restaurant means a restaurant that has or applies for an on-licence and that, in the opinion of the territorial authority, only serves alcohol to the table and does not have a separate bar area.

Proposal Three **Option to include a discretionary condition in liquor store licenses that facilitates ceasing of external advertisements at liquor stores.**

<i>Reasoning</i>	<p>At present, liquor stores are able to advertise alcohol outside their licenced premises unless regulated through means of discretionary conditions in the alcohol licencing process. The TDH have provided advise that our region is leading in the number of liquor stores per capita in the nation. Therefore, the tri-agencies (TDH, Police, LI) strongly recommend adding this proposed change in the new LAP to cease external advertisements outside liquor stores.</p> <p>Staff note that if this proposal is accepted then a case-by-case approach will be adopted when dealing with matters relating to external advertisements at liquor stores.</p>
<i>Options Considered</i>	<p>Option One: Status Quo – no mention of discretionary condition reducing advertisements.</p> <p>Option Two: Option to include a discretionary condition for liquor store licenses that facilitates ceasing of external advertisements at liquor stores.</p>
<i>Preferred Option</i>	<p>Option Two: Option to include a discretionary condition for liquor store licenses that facilitates ceasing of external advertisements at liquor stores.</p>

Proposal Four **Include legal definition of Class1, Class 2 and Class 3 Restaurants through footnotes for better readability.**

<i>Reasoning</i>	<p>The current policy does not cover certain interpretations referred to in the Sale and Supply of Alcohol Act 2012 such as what is meant by Class 2 or Class 3 restaurants/premises.</p> <p>Adding these as footnotes facilitates better understanding of these technical terms and makes it easier for the readers to understand what the proposed changes would mean.</p>
<i>Options Considered</i>	<p>Option One: Status Quo – don't include footnotes explaining the classes of restaurants.</p> <p>Option Two: include legal definition of Class 2 and Class 3 in footnotes of the policy document.</p>
<i>Preferred Option</i>	<p>Option Two: include legal definition of Class 2 and Class 3 in footnotes of the policy document for better readability.</p>

Council will revoke the existing Local Alcohol Policy 2018 and make a new **Local Alcohol Policy 2024**.

Legislative Framework

Sale and Supply of Alcohol Act 2012 (the act):

What can a LAP include:

[Section 77](#) of the act specifies that a LAP "**must not include any matter not relating to licensing**".

The following matters may be included in the LAP:

- (a) location of licensed premises by reference to broad areas:
- (b) location of licensed premises by reference to proximity to premises of a particular kind or kinds:
- (c) location of licensed premises by reference to proximity to facilities of a particular kind or kinds:
- (d) whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district:
- (e) maximum trading hours:
- (f) the issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions:
- (g) one-way door restrictions

How and when can a LAP be reviewed:

[Section 97](#) of the act stipulates that, once adopted, the Local Alcohol Policy must be reviewed every 6 years and follow the special consultative procedure set out by the Local Government Act 2002.

Kaupapa Waipiro ā rohe o Te Tairāwhiti 2024
(Tairāwhiti Local Alcohol Policy 2024)

DRAFT

Made by Gisborne District Council

Resolution of Council dated _____ **2024**

Review date _____ **2030**

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3. OUR POLICY	3

DRAFT

1. Introduction

- 1.1. The Sale and Supply of Alcohol Act 2012 ("the Act") is the primary legislation regulating the sale and supply of alcohol in New Zealand. The aim of the Act is that:
- The sale, supply and consumption of alcohol should be undertaken safely and responsibly; and
 - The harm caused by the excessive or inappropriate consumption of alcohol should be minimised.
- 1.2. The Act allows a territorial authority to adopt its Local Alcohol Policy ("LAP") in consultation with its community, about the sale and supply of alcohol in its geographical area. Gisborne District Council has decided to adopt this LAP for its district and to set different restrictions and conditions for identified areas and licence types within the district.
- 1.3. The LAP must be read in conjunction with the Act and relevant regulations.
- 1.4. The Council's District Licensing Committee ("DLC") and the Alcohol Regulatory Licensing Authority ("ARLA") must have regard to the LAP when deciding licence applications in the District.
- 1.5. A LAP may include policies about the:
- Location and density of licensed premises;
 - Number of licensed premises of different types;
 - Hours of operation of licensed premises;
 - Discretionary conditions that may be imposed on licences including one-way door conditions.

2. Objective of this Policy

- 2.1. The Gisborne District LAP provides guidance for the DLC so that licensing decisions:
- Balance a healthy and safe Tairāwhiti with a vibrant and prosperous Tairāwhiti;
 - Encourage licensed environments that foster positive, responsible drinking behaviour and minimise alcohol-related harm; and
 - Reflect the views of local communities as to the appropriate location, number, hours and conditions that should apply to licensed premises within their communities.
- 2.2. Indicators and measures for monitoring the effectiveness of the Policy will be identified at the implementation phase.

3. Our policy

3.1. Location and Density of Licensed Premises

- 3.1.1. No new licence of any type, except for Class 2¹ or Class 3² restaurants or cafes and Special Licences, to be granted for locations within 150 metres of sensitive sites existing at the time of the application for a licence. This clause will not apply to an application for a new licence made because of a change of ownership of the premises, provided the licence type and scope of the new licence are the same as the existing licence for the premises.

¹ As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:

Class 2 restaurant means a restaurant that has or applies for an on-licence and—

(a) has, in the opinion of the territorial authority, a separate bar; and

(b) in the opinion of the territorial authority, does not operate that bar area in the manner of a tavern at any time.

² As per Regulation 6 of Supply of Alcohol (Fees) Regulations 2013:

Class 3 restaurant means a restaurant that has or applies for an on-licence and that, in the opinion of the territorial authority, only serves alcohol to the table and does not have a separate bar area.

3.1.2.Applications for new off-licences are exempt from clause 3.1.1 where the applicant can demonstrate to the DLC that the hours, alcohol-related signage, and/or operation of the premises will have no significant impact on sensitive sites and/or persons using sensitive sites. In relation to that test, provided the Applicant demonstrates how the conditions for off-licences listed in 3.4.3.1 will be achieved, the following shall be considered to have no significant impact:

- The hours of an off-licence where there is no external display of alcohol advertising; and
- The operation of an off-licence where the licensee implements an ID 25 policy.

Nothing in this clause affects the operation of sections 105 (1) (h) and (i) and section 106 of the Act.

3.1.3.For the purpose of clauses 3.1.1 and 3.1.2, sensitive sites are defined as areas, premises or facilities that are either considered more sensitive to alcohol-related harm or are already experiencing greater levels of alcohol related harm than other areas as determined by the DLC. Such sites are educational institutions³, spiritual facilities⁴, marae and recreational facilities⁵.

3.1.4.Applicants should be aware that the DLC will consider whether an area is a high crime area when making decisions on licensing applications.

3.2. Maximum Licensed Operating Hours

OFF-LICENCE			
Off-Licence types	Maximum operating hours	Trading days	Location
Supermarkets, wineries, taverns, bottle stores, grocery stores, clubs	7 am – 9 pm	Monday-Sunday	District-wide

ON-LICENCE			
On-Licence types	Maximum operating hours	Trading days	Location
Restaurants, cafes, wineries, taverns (including nightclubs), BYO, entertainment centres	10 am – 2 am One-way door from 1 am for taverns including night clubs	Monday-Sunday	district-wide
<u>Class 2 and 3 Restaurants, cafes and wineries.</u>	<u>10am to 12am</u>	<u>Monday-Sunday</u>	<u>District-wide</u>

CLUB LICENCE			
Club licence types ⁶	Maximum operating hours	Trading days	Location
	10 am – 11 pm	Sunday-Thursday	district-wide
	10 am – 12 midnight	Friday - Saturday	

³ Educational Facilities are defined as early learning and child-care facilities, primary, secondary and tertiary institutions and institutions delivering educational services for vulnerable groups such as unemployed, youth or disabled group.

⁴ Spiritual Facilities are defined as a building or part of a building used primarily for public and private worship, or for religious purposes, including ceremonies, services, instruction or education, or for meetings or social functions directly related to the work of a religious organisation, and includes all land which is held for any of the foregoing purposes.

⁵ Recreational facilities are defined as including parks, reserves, skate parks, youth centres and libraries.

⁶ Chartered Clubs are not subject to licensing under the District Licensing Committee, unless they operate outside the rules of their charter, so are exempt from this Policy.

All Clubs including sports and other (including RSA)	Clubs holding commemorative Anzac celebratory services are permitted to open at 6 am on Anzac Day	
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3.3. Special Licences

- 3.3.1. Non-licensed premises will not be issued a Special Licence beyond 2 am.
- 3.3.2. Licensed premises applying for a Special Licence will not be permitted to operate beyond 3 am.
- 3.3.3. All Class 1⁷ Special Licences shall be exercised by a person holding a Manager's Certificate under the Act.
- 3.3.4. Any special licence for a series of events should not be for a period exceeding six months.
- 3.3.5. No premises should have more than 20 events under special licence in any 12-month period.

3.4. Conditions

- 3.4.1. The DLC may issue any licence subject to any reasonable conditions not inconsistent with the Act.
- 3.4.2. A combination of conditions that are appropriate to the operating context of the licensee (both mandatory conditions as defined by the Act, and discretionary conditions) will add effect to licensing decisions and contribute towards meeting the object of the Act. It is important that conditions are consistent and adhered to across operations with similar scope and type of licence for greatest impact.
- 3.4.3. Where the DLC is satisfied that one or more of the following matters are relevant to an application and is not satisfied that the applicant has adequately addressed that matter (or matters), the DLC may include (among other things) the following discretionary conditions as applicable.
- 3.4.3.1. Conditions related to the following matters may be appropriate for all licences:
- Display of safe and responsible drinking messages/material.
 - External alcohol advertising at liquor stores to be ceased.
 - Appropriate management: such as certified staff required.
 - Application of the principles of Crime Prevention Through Environmental Design where they achieve the following outcomes:

Lighting

- Internal lighting inside the premises enables passive surveillance by staff and active surveillance by CCTV.
- Lighting allows customers to be seen as they enter the premises.
- Lighting allows staff to check identification.
- External areas such as car parks and loading bays are well lit, subject to the requirements of any resource consent or a District Plan rule.

CCTV

- CCTV is installed in suitable locations to monitor areas which are not easily or not continuously monitored by staff.

⁷ As per Regulation 6 of Sale and Supply of Alcohol (Fees) Regulations 2013:
 Class 1 restaurant means a restaurant that has or applies for an on-licence and—
 (a) has, in the opinion of the territorial authority, a significant separate bar area; and
 (b) in the opinion of the territorial authority, operates that bar area, at least 1 night a week, in the manner of a tavern.

- Customers are aware of the CCTV system.

3.4.3.2. In addition to the general matters in 3.4.3.1, the following conditions may be appropriate for On-Licences and Special Licences:

- Number of door staff and provision of additional appropriately qualified security staff after a specified time.
- Management of patrons queueing to enter the licensed premises.
- Limit on the type and/or size of drinks and the number of drinks per customer and/or the use of glasses after a specified time.
- Limit on the use of glass drinking receptacles at specified times.
- One-way door restrictions applying earlier than default of 2pm.
- Provision of transport or information about transport options for patrons.
- Restrictions on use of outdoor areas after a specified time.
- Provision of food.
- Adoption of a Host/Social Responsibility Policy.

DRAFT

Title: 24-14 Draft Infrastructure Strategy for Ten Year Plan Consultation
Section: Strategic Planning
Prepared by: Charlotte Knight - Strategic Planning Manager
Meeting Date: Wednesday 28 February 2024

Legal: Yes

Financial: Yes

Significance: **Medium**

Report to SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI for decision

PURPOSE – TE TAKE

The purpose of this report is to request Council adopt the content of the draft 2024 Infrastructure Strategy for public consultation.

SUMMARY - HE WHAKARĀPOPOTOTANGA

An Infrastructure Strategy, covering at least 30 years, is one of two key strategies that the Local Government Act 2002 requires Council to adopt as part of its Long Term Plan (the other being a Financial Strategy). Due to the amended requirements under the Order in Council, the 2024 strategy has slightly different mandatory requirements than usual under the Act. The 2024 strategy is only three years in duration, this length of time captures the bulk of the recovery programme as well as some key future ready and BAU projects and programmes of work.

The draft Infrastructure Strategy is attached to this report (**Attachment 1**). It is not in its final format, but the content is largely complete, subject to any amendments required to reflect direction provided at this meeting or decisions made by Council as part of developing the Three Year Plan (3YP). The draft Infrastructure Strategy reflects the discussions of Council to date on the 3YP.

The draft Infrastructure Strategy is still focused on maintaining our existing infrastructure, building resilience, and delivering the services our communities and businesses expect. However, in early 2023 our region experienced significant damage to key infrastructure from the impacts of Cyclones Hale and Gabrielle. We now need to recover from these events whilst also keeping our eye on the future responding to changing expectations, higher population growth, and climate change. We also need to be mindful of the ability of our ratepayers to fund our infrastructure and the impact of rising cost of living, and severe weather events on our economy.

Our 3YP is focused on the challenges that our region faces, including the affordability of Council services and the sustainability of our regional economy. The strategy strikes a balance between progressing recovery mahi and business as usual (BAU) infrastructure needs in a way that is financially sustainable for our communities. We need to meet our statutory obligations, prudently manage our critical infrastructure, and maintain our levels of service in a way that is affordable to our community. We know that we won't be able to do everything as we had planned in the previous 2021-2031 Long Term Plan as we have a large bill for the recovery mahi across our region.

The strategy is focused on responding to four significant infrastructure issues:

1. Recovery – repairing damage from Cyclones Hale and Gabrielle and in some cases enhancing the resilience of our infrastructure as part of the repair and rebuild process.
2. Te Taiao – meeting regulatory requirements and our community's expectations on environmental outcomes.
3. Future-ready – keeping an eye to preparing for the future including climate change, resilience, residential growth, and enabling economic development.
4. Affordability – ensuring our delivery of infrastructure is financially sustainable for our community now and into the future.

A final decision on the 2024 Infrastructure Strategy will be made in June this year when the final 3YP is adopted.

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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. **Adopts the content of the draft 2024 Infrastructure Strategy for consultation, subject to any amendments required to reflect Council decisions made as part of the development of the Three Year Plan.**
2. **Delegates authority to the Chief Executive Officer to make any immaterial changes prior to the consultation period e.g. formatting, grammar.**

Authorised by:

Jo Noble – Director Sustainable Futures

Keywords: Infrastructure Strategy, three year plan, Local Government Act 2002, climate change, resilience, growth, recovery

BACKGROUND - HE WHAKAMĀRAMA

Preparing a Business-as-Usual Infrastructure Strategy

1. Council is required to prepare a new 30-year Infrastructure Strategy every three years to inform its Long Term Plan. The legislative requirements for the Strategy's contents are set out in s101B of the Local Government Act (LGA) 2002.
2. The development of the Strategy provides an opportunity to bring infrastructure management issues and their consequences to the attention of Council and its communities. The 30-year focus allows the longer term issues facing Tairāwhiti, and the consequences of investment and service level decisions, to be considered. The Strategy addresses infrastructure owned and operated by Council rather than broader infrastructure issues.

Preparing the 2024 Infrastructure Strategy

3. This Strategy will be different than our 2018 and 2021 Infrastructure Strategies. After the severe weather events of early 2023, the Severe Weather Emergency Recovery Legislation Act was enacted. This Act allows a number of laws to be changed to help communities continue their recovery from recent severe weather events. The mechanism to make these changes is a piece of secondary legislation called an Order in Council (OiC).
4. Affected councils advocated for an Order in Council to change their requirements in preparing the 2024 Long Term Plan and associated documents, including the Infrastructure Strategy. The Order in Council regarding Long Term Plans was gazetted 4 September 2023.
5. The Order in Council did not exempt Council from providing an Infrastructure Strategy. With the time, resourcing, and available information that we have to develop the Strategy, a three year strategy focused on the same period as the 3YP is the most viable time period for the strategy to cover. Council will include information on its high-level approach to long-term infrastructure issues that extend beyond the period of the Strategy, the project-level detail and costings we would include in a business-as-usual strategy would not be included.
6. The draft Strategy is informed by Council's strategic direction for the Three Year Plan (3YP) (**Report 23-314**), and how Council-owned infrastructure will contribute to achieving the vision, purpose, mission, strategic priorities and community outcomes of the 3YP (the 2024-2027 3YP Strategic Framework). It also needs to respond to demographic, economic and other factors that drive demand for infrastructure (both the level of demand and the quality of infrastructure) – these are taken from the 3YP significant forecasting assumptions.
7. The strategy is based on the current state and performance of the infrastructure assets base – this has been heavily impacted for several assets after several severe weather events. The most significant damage occurred during Cyclones Hale and Gabrielle.
8. There are several relevant national plans, policies, regulatory and legislative frameworks for the infrastructure included in this strategy. The strategy has taken any known national direction and signalled direction from the incoming Government into account alongside the heavy recovery focus for the 3YP. A brief overview of the relevant documents is included in an appendix of the draft strategy (**Attachment 1**).

9. Council previously confirmed the following significant infrastructure issues for the developing the draft strategy (**Report 23-259**):
 - a. Recovery
 - b. Te Taiao
 - c. Future-ready
 - d. Affordability
10. Council also confirmed the infrastructure to include in the draft strategy (**Report 23-259**):
 - a. Water supply
 - b. Wastewater
 - c. Urban stormwater
 - d. Land drainage, flood control, and coastal protection works
 - e. Roads and footpaths (includes cycleways)
 - f. Solid Waste
 - g. Community Facilities
11. The infrastructure issues align well with the recently adopted Strategic framework for the 3YP (**Report 23-314**).



12. The draft Strategy reflects any direction given to staff by Council throughout the 3YP process to date. The timeframe to review the 2021 strategy and draft the 2024 Strategy has been heavily condensed.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

Overview of draft Strategy

13. The draft Infrastructure Strategy is intended to be a straightforward guide for the community that shows how Council intends to manage and invest in its infrastructure, including what will be required, when, and how much it will cost. It provides a shorter outlook than previous strategies, focusing on the next three years where balancing recovery and BAU requirements is the focus.
14. Council has provided strategic direction during development of the 3YP about which projects are prioritised and funded. To ensure a sustainable capital works programme the strategy aligns with the Financial Strategy and 3YP.
15. The Table below provides an overview of each significant infrastructure issue and the preferred response for the next three years. More detail, including forecast expenditure, is available under section 2 of the draft (**Attachment 1**).

Significant infrastructure issue	Our infrastructure response
Recovery	<ul style="list-style-type: none"> Roading recovery programme Water supply recovery and resilience programme Waipaoa and Te Karaka Flood Control schemes Flood resilience for rural properties covered by FOSAL Flood resilience for city properties covered by FOSAL Further flood and stormwater resilience works Recreation and Amenities recovery projects New urban cemetery Te Karaka Wastewater Land Disposal Heritage landfill remediation New landfill
Te Taiao	<ul style="list-style-type: none"> Review Engineering Code of Practice Coastal hazard management and dune care Street Trees Titirangi Restoration Management of closed and closing landfills Resource Recovery Centre Waingake Transformation programme Residential Water Supply Backflow Prevention Integrated Catchment Management Plans Drainwise

Significant infrastructure issue	Our infrastructure response
Future-ready	Climate change response programme Tairāwhiti Resource Management Plan review Township upgrades and improvements Flood protection modelling and scheme upgrades Implement Community Facilities Strategy Revitalisation of the CBD Kiwa Pools – outdoor pool Taruheru block growth projects (reserves, roading, and three waters) Strategic review of roading network Water supply resilience review Start investigation work for some of our key wastewater growth projects for Kaiti Start investigation work for a new water supply pump station location and dedicated supply mains to Knob Hill reservoir.
Affordability	Approach to levels of services Asset management Relationship building and partnering with Government Financial Strategy

16. The draft continues the journey from the 2018 and 2021 strategies. The Strategy balances recovering from the severe damage caused by severe weather events in 2023 and maintaining and delivering the infrastructure services communities in Tairāwhiti expect. Around two thirds of forecast capital expenditure over the next three years is related to recovery needs. The Strategy also recognises the need to respond to changing expectations, higher population growth, and climate change.
17. The draft Strategy anticipates the following outcomes over the next three years (assuming Council implements the preferred responses to the significant issues, and manages its infrastructure as set out in section 4 of the draft Strategy):
- a. We will have repaired most of the key infrastructure damaged during Cyclones Hale and Gabrielle, and we will have progressed key infrastructure requirements that are the building blocks for our region's future.
 - b. Research, modelling and planning for future-proofing our region will be completed such as the roading network strategic review, alternative water supply research, and flood protection investigation.
 - c. Continued work on reducing stormwater infiltration into our wastewater network to ensure our wastewater infrastructure will overflow much less frequently.
 - d. Water supply will have high quality and compliant drinking water, and we will be better to respond to the impacts of future adverse weather events on the water supply network.

- e. We will have enhanced our natural buffers around riparian and coastal reserve areas. We will have completed rationalising our extensive network of public conveniences and play spaces, making sure we have the right asset in the right place for resilience. We will have progressed renewing and revitalising our city's CBD. With the help of external grant funding, we will have completed the second stage of our Kiwa Pools, outdoor area.
- f. We will have a new Regional Recovery Centre enabling more sorting and disposal of our waste streams, reducing the overall waste volumes that need to go to landfill. We will have identified options and completed future plans on how best to process waste across and within the district.

Significant Infrastructure Decisions

- 18. All the significant infrastructure decisions identified in the draft Infrastructure Strategy relate to projects (proposed and mid-implementation) that were included in the 2021 Infrastructure Strategy or are in the recovery programme of works (for further detail see section 3 of the strategy).
- 19. For projects in the earlier stages of development, the capital costs are the estimated costs for the three-year period. The total costs may be updated through the 2027 Long Term Plan for projects that are still underway at that time.

Options

- 20. The two main options are:
 - a. Adopt the draft Infrastructure Strategy for consultation as drafted, subject to final formatting and amendments needed to align with direction given at this meeting and any subsequent Council decisions made as part of development the draft 3YP.
 - b. Modify the draft Infrastructure Strategy by only adopting those parts of the draft strategy that relate to mandatory activities (water supply, wastewater, stormwater, roading and footpaths, flood protection).
- 21. Not adopting the strategy is not considered a reasonably practicable option given it is required by legislation and the work already undertaken to develop the strategy alongside the draft 3YP.
- 22. The Table below summarises the advantages and disadvantages associated with each option. With the shorter timeframe enabled under the Order in Council, the Strategy is only a three year view with a list of known projects on the horizon carried over from the previous strategy.

23. Option A is preferred because it addresses the key issues identified during development of the strategy, reflects Council's strategic priorities, supports delivery of the community outcomes and is consistent with the draft financial estimates approved for the 3YP. The risks associated with this option are discussed later in this report.

Option	Advantages	Disadvantages
<p>Option A Adopt the draft Infrastructure Strategy for consultation (subject to formatting and minor amendments)</p>	<p>Consistent with the direction provided to date through development of the draft 3YP.</p> <p>Continues the approach taken in the 2018 and 2021 strategies whilst including the recovery mahi that is needed over the next three years.</p> <p>Allows inclusion and consideration of activities that are important to the community (community facilities and solid waste management) and are impacted by the significant infrastructure issues.</p>	<p>Some may not view community facilities as infrastructure, which could cause confusion.</p>
<p>Option B Modify the draft Infrastructure Strategy – limit to mandatory activities</p>	<p>Would result in a more stream-lined document.</p> <p>Asset management practices are generally more mature for the mandatory infrastructure activities so could be viewed as a more 'robust' document. However, given the scale of damage this isn't necessarily as robust from a longer term viewpoint for this iteration of the Strategy.</p> <p>May be more consistent with how some view infrastructure.</p>	<p>Activities of high relevance and importance to the community are excluded.</p> <p>Inconsistent with the 2018 and 2021 strategies, which may raise questions regarding why activities have been excluded and reduce public confidence.</p>

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: **Low** Significance

The effects on individuals or specific communities

Overall Process: **High** Significance

This Report: **Low** Significance

The level or history of public interest in the matter or issue

Overall Process: **High** Significance

This Report: **Low** Significance

24. The decisions or matters in this report are considered to be of **Medium** significance in accordance with Council's Significance and Engagement Policy.
25. The development of an Infrastructure Strategy affects the lives of all the people who live, work or visit Tairāwhiti in some way. There is a high level of public interest in how Council manages its infrastructure.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

26. Engagement on the Infrastructure Strategy is part of the 3YP engagement process. Community engagement and consultation are integral to the Council's long term planning.
27. Currently formal consultation is planned for Wednesday 20 March to Friday 19 April 2024.
28. The Communications Team is developing the branding, communication and engagement approach and key messages for the draft 3YP Consultation Document that reflects and resonates with the Strategic Framework.

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

29. The March 2023 Synthesis Report from the Inter-Governmental Panel on Climate Change (IPCC)¹⁶ summarises the state of knowledge, widespread impacts and risks, and mitigation and adaptation approaches.
30. Systems transitions to reduce our emissions and respond to the impacts of climate change includes deployment of low- or zero emission technologies; reducing and changing demand through infrastructure design and access, socio-cultural and behavioural changes, and increased technological efficiency and adoption; social protection, climate services or other services; and protecting and restoring ecosystems (high confidence).

¹⁶ Available at: <https://www.ipcc.ch/report/sixth-assessment-report-cycle/>

31. The National Adaptation Plan outlines the present and future initiative to aid the development of New Zealand's climate resilience. The document gives a high-level overview of planned future work programmes, outlining the government's goals for the next six years¹⁷. Council is a key public infrastructure provider and ensuring we align to this Plan going forward is an important part of adapting to our changing climate.
32. The impact of climate change on Council's infrastructure was one of the significant issues identified in the 2021 Strategy. Climate change is an important part of all four draft significant issues in the 2024 strategy however, the key issue that would focus on climate change would be "future-ready".
33. The implications of climate change have been identified within the environmental factors of the 2023 Environmental Scan where the environmental and infrastructure implications of climate change remain a significant issue for the Council, particularly given the region's vulnerability to natural hazards and sea level rise. Ongoing regional planning will be required alongside the development of 'business as usual' considerations.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

34. The draft strategy includes operational and capital expenditure estimates for the next three years. The Strategy aligns with the direction and projects presented in the Financial Strategy and the 3YP.

Legal

35. The Local Government Act 2002 (LGA) requires every local authority to prepare and adopt an Infrastructure Strategy for a period of at least 30 years as part of its Long Term Plan (refer s101B(1)). This has been a requirement since the LGA was amended in 2014.
36. The Strategy is mandatory for the following groups of activities: water supply, wastewater; urban stormwater; flood protection and control works; and the provision of roads and footpaths¹⁸. Other assets may be included at the local authority's discretion.
37. Councils affected by Cyclones Hale and Gabrielle advocated for an Order in Council to change their requirements in preparing the 2024 Long Term Plan and associated documents, including the Infrastructure Strategy. The Order in Council regarding Long Term Plans was gazetted 4 September 2023. The Order in Council did not exempt Council from providing an Infrastructure Strategy.

¹⁷ Available at: <https://environment.govt.nz/what-government-is-doing/areas-of-work/climate-change/adapting-to-climate-change/national-adaptation-plan/>

¹⁸ At the time of writing the Three Waters legislation was being repealed which in theory would add the three waters back onto the LGA list of mandatory activities.

38. Relevant points under the Order for the development of the strategy are:
- a. It is not audited.
 - b. At a minimum it must be the period of the plan (three years).
 - c. The content must include:
 - Significant infrastructure issues (section 2 of the draft strategy).
 - Principal options for managing issues (section 2 of the draft strategy).
 - Implications of the principal options (section 2 of the draft strategy).
 - Major capital projects proposed or mid-implementing (including recovery projects) (section 3 of the draft strategy).
 - Likely funding options for projects (section 4 of the draft strategy).
 - Implications of the funding options for rates and debt (section 4 of the draft strategy).
39. The draft strategy is consistent with the legal requirements.
40. The Water services reforms are not going to proceed. Legislation relating to the three waters services reform (the Water Services Entities Act 2022, the Water Services Legislation Act 2023 and the Water Services Economic Efficiency and Consumer Protection Act 2023) was repealed on 16 February 2024. Three waters services are therefore included within the 3YP and this strategy as Council will continue to own and operate water services and will remain responsible for the delivery of water services.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

41. Council has decided on a Strategic Framework for the 3YP which includes three strategic priorities and eight community outcomes. The draft Strategy is consistent with these – further detail can be found in section 2 of the draft document.
42. The draft Strategy is also consistent with the draft 2024 Regional Land Transport Plan (RLTP), although we are waiting for confirmation from Waka Kotahi New Zealand Transport Agency as to which projects will receive funding from the National Land Transport Fund. The draft RLTP is currently being consulted on. Any amendments needed to the draft Infrastructure Strategy to reflect changes made to the draft RLTP will be made prior to final adoption of the strategy in June.
43. The contents of the draft Strategy align with Council's current and in development policies, plans and strategies.

RISKS - NGĀ TŪRARU

44. There are four very large and broad significant issues covered in the draft Strategy and a considerable amount of information, which creates a risk in terms of consultation and engaging meaningfully on more complex issues. Consultation will focus on the key decisions being made within the 3YP and use a set of simple key messages to engage with people.
45. More detail on the assumptions used to develop the Strategy, implications if assumptions are incorrect, and mitigation taken can be found in Appendices 1 and 2 of the draft Strategy. These are consistent with the significant forecasting assumptions used to develop the draft 3YP.
46. **Water services reform:** There is a level of uncertainty with the next steps for the reform process after the repeal of the three waters services reform legislation. All three waters services have been included in the Strategy as Council will continue to own and operate water services and will remain responsible for the delivery of water services. We are expecting some guidance to be developed for councils once there is a clear timeframe and next steps under the new Government. All three waters services have been included in the Strategy under the assumption that Council continues to own and operate the services for the next three years.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
14 March	Adopt the 3YP Consultation Document.	The supporting information for the Consultation Document will include the final draft Infrastructure Strategy.
20 March-19 April	Public consultation on the 3YP	
15 & 16 May	Hearings on the 3YP	
30 May (TBC)	Deliberations on the 3YP	
27 June	Adoption of final strategy and 3YP	

ATTACHMENTS - NGĀ TĀPIRITANGA

1. 2024.02.20 Draft 2024 Infrastructure Strategy for February ST [24-14.1 - 69 pages]



Te Rautaki Hanganga Infrastructure Strategy

How we will manage our infrastructure over the next 3 years



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He Tirohanga Whānui o te Rautaki Hanganga

Overview of the Infrastructure Strategy

This Infrastructure Strategy continues the journey from our 2018 and 2021 strategies. We are still focused on trying to maintain our existing infrastructure, building resilience, and delivering the services our communities and businesses expect. However, in early 2023 our region experienced significant damage to key infrastructure from the impacts of Cyclones Hale and Gabrielle. We now need to recover from these events whilst also keeping our eye on the future.

We still need to respond to changing expectations, higher population growth, and climate change. We also remain mindful of the ability of our ratepayers to fund our infrastructure and the impact of rising cost of living, and severe weather events on our economy.

We need to strike a balance between progressing recovery mahi and BAU infrastructure needs in a way that is financially sustainable for our communities. Our challenges are great and our Three Year Plan is focused on the challenges that our region faces, including the affordability of Council services and the sustainability of our regional economy. Council wants to be able to protect its environment and its assets, while also planning for the future. We need to meet our statutory obligations, prudently manage our critical infrastructure, and maintain our levels of service in a way that is affordable to our community. Realistically however, we won't be able to do everything as we had planned in the previous 2021-2031 Long Term Plan as we have a large bill for the recovery mahi across our region.

In this Strategy, we have committed to balancing our recovery and future needs by:

- Investing more in water supply resilience so we can recover more quickly after severe weather events until the land stability in the area has improved.
- Repairing and replacing assets across all infrastructure areas due to the cumulative impacts of severe weather events in recent years.
- Completing projects to enable residential growth out at the Taruheru block and starting other projects to enable other areas of our city to grow further.
- Expanding the delivery of the Waipaoa River Flood Control project to provide greater protection to our community and more resilience against floods and climate change, which safeguards both economic development and wellbeing. This will increase the current level of service.
- Investigating and implementing further flood protection options for our rural communities and the city.
- Protecting our water supply, restoring cultural values, and enhancing biodiversity by progressing the Waingake Transformation programme.
- Taking a more proactive role in managing historic landfills and progressing a regional resource recovery service.

We have had to make some difficult choices about which projects we prioritise and fund to make sure we remain within our financial limits for the next three years. Although we are expecting some Government funding to help progress our recovery projects, we will not receive all the funding we need to progress these projects and will have to allocate some of our budgets to ensure these important projects are completed.

Wāhanga 1: He aha i arataki te whakawhanaketanga o Te Rautaki Hanganga?

Section 1: What guided development of the Infrastructure Strategy?

We prepare an updated Infrastructure Strategy every three years to inform our Long Term Plan. Our 2024 Infrastructure Strategy covers:

- Water supply (including the Waingake restoration programme)
- Wastewater
- Urban stormwater
- Land, rivers and coastal (land drainage, flood control, and coastal protection works)
- Roads and footpaths
- Solid waste
- Community facilities (cultural activities, recreation and amenities)

The strategy should be read alongside the Council's Financial Strategy, which provides context and guidelines against which to consider Council's proposed expenditure. Detail about how Council intends to fund its activities can be found in the Revenue and Finance Policy. Another useful source of information is the Activity Summaries in the Three-Year Plan (3YP).

1.1 Severe Weather Emergency Recovery Legislation Act

This strategy is different to our 2018 and 2021 strategies. After the severe weather events of early 2023, the Severe Weather Emergency Recovery Legislation Act was enacted. This Act allows a number of laws to be changed to help communities continue their recovery from recent severe weather events. The mechanism to make these changes is a piece of secondary legislation called an Order in Council.

Affected councils advocated for an Order in Council to change their requirements in preparing the 2024 Long Term Plan and associated documents, including the Infrastructure Strategy. The Order in Council regarding Long Term Plans was gazetted 4 September 2023. Key points for the Infrastructure Strategy are:

- There is no requirement for the strategy to be 30 years. At a minimum it must be the period of the plan (three years)
- Content requirements are different to reflect the level of uncertainty faced by the councils who are exempted from the requirements. There is a focus on providing information on:
 - Significant infrastructure issues
 - Principal options for managing issues
 - Implications of the principal options
 - Major capital projects proposed or mid-implementing (including recovery projects)
 - Likely funding options for projects
 - Implications of the funding options for rates and debt

1.2 Strategic direction – our priorities and community outcomes

A significant proportion of our expenditure is on infrastructure, so investment in infrastructure has a significant influence on how we achieve our strategic priorities and community outcomes. Council has developed a new strategic framework for the 3YP to better reflect the massive amount of recovery mahi we now have on top of BAU priorities.

Figure 1 3YP Strategic framework



1.3 Our current operating environment

Tairāwhiti continues to change, new residents are buying and building homes and business is bringing new and expanded industry and offices. Cyclone Gabrielle had an enormous impact on the region, some communities are still living with damaged or absent critical infrastructure. Although external factors are generally beyond our control, it is important we monitor and respond to changes to ensure our infrastructure plans take advantage of new opportunities and remain fit for purpose.

Where is our infrastructure?

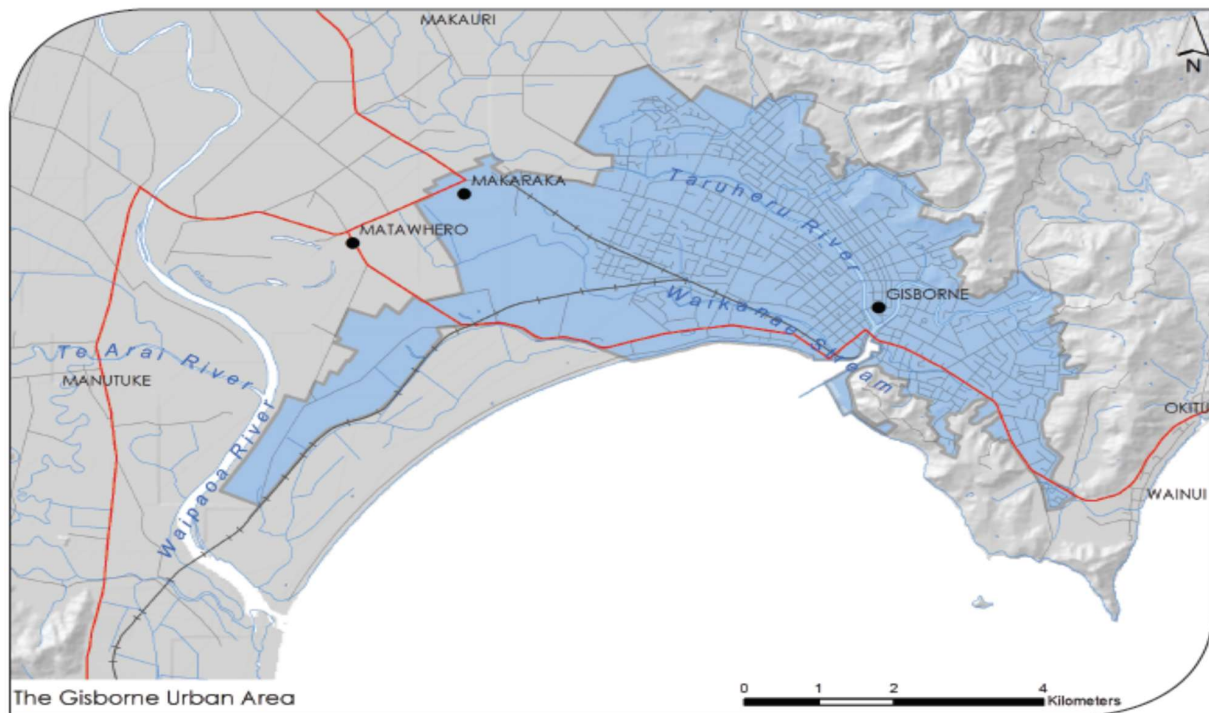
Our roading extends throughout the region (excluding the state highways) and is largely located in the rural areas. We have nearly 2,000 km of road in total. Public transport and cycleways are found in the urban area, but we provide and maintain footpaths in rural and coastal townships.

Stormwater and waste management services are provided to the townships as well as the Gisborne urban area. Kerbside collection occurs in the Gisborne urban area, Makorori, Wainui, Poverty Bay Flats, and Ruatoria.

Community facilities are located throughout the district. Cultural buildings (library, theatres) are centred in the urban area, but services are extended to the wider community using digital tools. Recreation and amenity facilities are found across the Gisborne urban area and townships.

Reticulated water and wastewater services are provided to the urban area of Gisborne – the reticulation boundary is set out in Tairāwhiti 2050 and Tairāwhiti Resource Management Plan and shown in Figure 2.

Figure 2: Reticulated services boundary



Reticulation of additional communities has been discussed in the past but not progressed. For example, provision of reticulated water and wastewater to Wainui was considered in 2007 but not adopted. In the 2021 Infrastructure Strategy, we agreed to review water and sanitary services and make subsequent decisions on whether to increase reticulation and introduce water metering. The timing of these has been pushed out due to the large unanticipated recovery work programme and will be confirmed in the 2027 Infrastructure Strategy.

Since the 2021 Infrastructure Strategy was adopted there have been a few changes to our infrastructure including:

- Kiwa Pools Complex – In 2020, The Infrastructure Reference Group (IRG) identified the Kiwa Pools Complex project to receive government stimulus funding. The complex, codesigned with Ngāti Tāwhiri hapū and built by Apollo Projects, opened in September 2023 and has been an exciting and joyous milestone for our community.
- Wastewater Treatment Plant Upgrade – Practical completion of stage 2 upgrades to the Wastewater Treatment Plant are complete and substantial progress has been made to improving the quality of treated wastewater on an environmental and culturally significant level.

- Waipaoa flood control climate change resilience project – aims to enhance flood protection along the Waipaoa River. Flood mitigation at Tangihanga Station, construction of the Mahunga Stream floodgate and implementation of stopbanks along both the Waipaoa and Te Arai River were completed. Work will be ongoing entering into 2024.

Expectations have changed and will continue to change

In recent times Government had revised its expectations for Council, ushering in a period of substantial change in the local government sector. Major reforms entail significant shifts in governance, regulation, and our approach to infrastructure. The release of updated policy directions under the new Government elected in October 2023 concerning resource management and infrastructure delivery will significantly impact our planning and management processes. We still expect more active monitoring of our performance and more information sharing required with central government agencies.

While changes are on the horizon, our commitment to delivering infrastructure services and planning for the future remains steadfast. More information on how we are responding to the expectations of Government and the community can be found in section 2.

Climate change leadership

We have resolved to take a leadership position on climate change, particularly in response to the significant threat climate poses to Tairāwhiti following recent weather events. This commitment is reflected in the GDC Climate Change Roadmap to 2050 which seeks to align climate change strategy projects with our Long-Term Plan priorities. A national climate change emergency was also declared in 2020. The recent cyclones and severe weather events have reinforced the need for Council to continue to be more active role in planning and preparing our infrastructure for climate change and reducing greenhouse gas emissions associated with building and operating our infrastructure.

Recovery from Cyclones Hale and Gabrielle

Cyclone Hale and Cyclone Gabrielle devastated the region in early 2023. These weather events caused widespread flooding, landslips, and significant damage to infrastructure along the East Coast. The region was confronted with a herculean task – repair the damage caused by the cyclones and rebuild infrastructure in a way that is resilient to any future challenges. Civil Defence emergency kits have also been distributed to isolated Tairāwhiti areas to enable community led responses should they be cut off after another catastrophic event.

The recovery efforts have been characterised by determined community efforts and a \$204 million government contribution to the region's recovery plan. Progress has been significant, focusing on infrastructure, rehabilitation, and community resilience against future weather events. Notably, key initiatives included the reopening of crucial roads like SH35 and SH2 and restoration of the Waingake pipeline. Flood risk resilience has also been a priority in tandem with a \$64 million investment in storm and drainage improvements.

Following the devastating impact of Cyclone Gabrielle, the Government announced a system of land categorisations Government's Future of Severely Affected Land Programme (FOSAL) to deal with the risks from future severe weather events on affected properties. Properties have been categorised under 3 main categories:

- Category 3: Highest risk – areas are not safe to live in because of the unacceptable risk of future severe weather events of flooding or landslide and a threat to life. Homes in these areas should not be rebuilt on their current sites.
- Category 2: Managed Risk – community or property-level interventions will manage future severe weather event risk. This could include the raising of nearby stop banks, improving drainage or raising the property. Category 2 is divided into 3 sub-categories 2C, 2P, 2A.
 - 2C: Community level interventions are needed to manage future severe weather event risk, including in tandem with property level interventions.
 - 2P: Property level interventions are needed to manage future severe weather event risk, including in tandem with community level interventions.
 - 2A: Potential to fall within 2C or 2P but significant further assessment is required.
- Category 1: Low risk – repair to previous state is all that is required to manage future severe weather event risks. This means that once any flood protection near the property is repaired, the home can be rebuilt at the same site.

Provisional maps were developed in 2023 showing which category affected properties in our region may fall under. They have been updated as further assessments have been undertaken. As of 19 December 2023, the number of properties covered by a FOSAL classification is:

- 62 Category 3
- 36 Category 2A
- 182 Category 2P
- 14 Category 2C

Council continues to progress the FOSAL programme categorising weather-affected properties across Gisborne to assess their vulnerability to future weather events. More information on FOSAL can be found at this link: [Future of Severely Affected Land – FOSAL](#).

The effects of these devastating weather events are still evident in our communities, but rehabilitation of the region's infrastructure is progressing, and the community's resilience has been the backbone for our recovery. There is still a lot of work to progress and this 3YP balances BAU and recovery priorities over the next three years.

More information on recovery developments can be found at this link: [Tairāwhiti regional recovery | Gisborne District Council \(gdc.govt.nz\)](#)

Three waters reform – what we know now...

In mid-2017, following the [Government Inquiry into Havelock North Drinking Water](#), the Government established the [Three Waters Review](#) to look at how to improve the regulation and service delivery arrangements of drinking water, wastewater and stormwater – the three waters – to better support New Zealand's environment, health, and safety. The findings of the Review were consistent with many of the Havelock North Inquiry's findings and raised system-wide questions about the effectiveness of the regulatory regime for the three waters, and the capability and sustainability of water service providers.

The Government, in July 2020, then announced the Three Waters Reform Programme in response to mounting evidence of the challenges facing three waters service delivery nationally. These include ageing infrastructure, historical under-investment, a bow-wave of wastewater plants to be reconcented, source water contamination, higher consumer expectations, required resilience for impacts of climate change and natural hazards, evolving demographics and huge looming costs.

A series of reports augmented by economic modelling puts the cost of a fit-for-purpose, future-proofed three waters service at somewhere between \$120 billion and \$185 billion nationally, over and above already planned investment, in the next 30 years. Most three waters assets and services, but not all, are owned and delivered by local councils. The Government's view was that current arrangements will not be able to address these intergenerational challenges and that transformational reform is required. Informed by this evidence, the Government took decisions in October 2021 to progress the reforms so that all New Zealand communities can benefit from the reforms.

In early April 2023 the Government decided on changes to the water services reform programme. These changes included increasing the number of new water services entities from four to ten in order to strengthen local representation and voice.

The Three Waters Review's mahi also led to the recent establishment of Taumata Arowai, the new water regulator for Aotearoa and a strengthened regulatory environment for three waters services. Taumata Arowai has a strong focus on the safety of New Zealand's drinking water and on 15 November 2021 became the drinking water regulator. In 2024, it will assume responsibility for wastewater and stormwater networks, becoming the three waters regulator for Aotearoa.

After the change in Government following the 2023 elections, repealing the Water Services Entities Act is one of the priorities of the 100 day plan identified by the National, ACT and NZ First Government. The new Government announced on 14 December 2023 a new direction for water services – 'Local Water Done Well'.

It is uncertain at the time of drafting the strategy the exact details of what new rules or structures the Government might implement however, Council expects to retain ownership and responsibility for the operations of drinking water, wastewater and stormwater for the next three years. But beyond that we do not have certainty of the Government's direction.

It is likely that there will be opportunities for partnering with neighbouring Councils, for "shared services" agreements to gain the benefits of scale and provide more affordable water service solutions. However, our water service activities (including water supply, wastewater and stormwater) could be provided by a larger water provider outside of Council. This depends on the outcome of the next steps in the Government's Three Waters reform programme. This creates an added level of complexity for Council, where the future of this asset is uncertain.

This Strategy and the 3YP has included the forecast projects and budgets for our water infrastructure. Taking this approach ensures we continue to keep our community in the loop about what is needed, how much it will likely cost, and ensure we budget what is needed for the renewal and operation of the assets.

Changing technology

Technology can have a large impact on the type and timing of infrastructure required. It can also be used, to help deliver services differently and alter what infrastructure is required.

Managing infrastructure systems in a smarter way could reduce the need to construct new assets in the face of increasing demand. Also, technology can increase the effective capacity of our infrastructure, reduce maintenance and operating costs and improve reliability and safety.

New technology may increase the demand for certain infrastructure, redefine how we use infrastructure, or even lead to an entirely new infrastructure system. This would need to be supported by an accessible and sustainable charging infrastructure system.

Council's planning for technological change is driven through:

- New technologies being incorporated into relevant Activity Management Plans as part of their 3-yearly review.

1.4 Our partnerships

We cannot provide all of Tairāwhiti's infrastructure and community needs. We continually look for opportunities to partner with others to provide services and infrastructure. Key partners involved in the delivery or planning of infrastructure include:

- Trust Tairāwhiti
- Sport Gisborne Tairāwhiti
- Community and philanthropic organisations
- Iwi and hapū
- Developers
- Kāinga Ora
- New Zealand Transport Agency Waka Kotahi
- Other Government agencies

We consider potential partnership opportunities when we are prioritising what infrastructure investment decisions to progress.

Council needs enduring funding arrangements with Government on key issues, especially as we try to rebuild and recover. For example, much of the roading network future resilience and reinstatement far exceeds the amount our community could pay. As we go into this 3YP, we know that we have approved funding of just under \$200m but we are facing a bill of \$465 million upwards to \$725 million in order to get our roads back to where they were, and for the network to be future proofed. Our roading network is our lifeline for both our communities and our economic development.

1.5 Māori responsiveness

Over half of the population in Te Tairāwhiti are Māori. Tangata whenua have a long historical settlement and connection to Tairāwhiti and an equally long-term role in the future planning and decision-making for the region. Our approach to working with Māori is set out in two documents: *Tairāwhiti Piritahi: Te Whakarite Whai-wāhitanga Māori ki ngā Whakataunga Kaunihera Fostering Māori Participation in Council Decision-Making* and *Te Tiriti Compass*.

Tairāwhiti Piritahi outlines Council's approach and plans to achieving sustainable Tairāwhiti outcomes in partnership with Māori. The *Compass* is a tool that supports organisational understanding and application of Te Tiriti o Waitangi across our mahi. It guides the standard to which we hold ourselves in our role as a Treaty partner. More information about these can be found at this link: [Tūtakitanga Iwi Māori Engaging Māori](#)

We are committed to working with iwi and hapū to deliver effective and well-designed infrastructure solutions guided by a tangata whenua worldview and reflect the identity of tangata whenua across Te Tairāwhiti.

Examples include:

- Co-management arrangements with mana whenua over reserves, such as Titirangi, Waihirere, and Kopututea.

- While the long term vision is whenua back in the hands of tangata whenua, Council is undertaking restoration of Waingake (Pamoā forest) in partnership with the Maraetaha Incorporation, supported by Ngai Tāmanuhiri. This will stabilise and protect the Waingake water supply pipeline and restore and protect biodiversity and cultural values.
- The KIWA group, which provides expert cultural advice, stakeholder liaison and technical support to develop our wastewater management programme, and reports to the Wastewater Management Committee.
- Work with Rongowhakaata and Te Hononga o Nga Awa on roading and bridge rebuilds post Cyclone Gabrielle.
- Working with Ngai Tawhiri on the Kiwa Pools development and the ongoing operation of the facility.
- Working with tangata whenua to identify opportunities to incorporate historical and cultural references within new infrastructure.
- Including monitoring of cultural elements, and making monitoring relevant to kaihoe waka, shellfish gathering, and other customary practices.
- Engaging with tohunga and other tangata whenua representatives around wāhi tapu and other important cultural sites, including archaeological sites.
- Integrating mauri and other tangata whenua cultural values into the Integrated Catchment Management Plans (due for completion in 2025).

1.6 Legislation and national direction

Our infrastructure decisions are also influenced and guided by several national policies and plans including:

- Aotearoa New Zealand Freight and Supply Chain Strategy
- Te Rautaki Para Waste Strategy
- Arataki 30 year plan
- Government Policy Statement on Land Transport (new draft to be released)
- Te Waihanga Sector State of Play reports
- National Adaptation Plan
- National Emissions Reduction Plan
- New Zealand Infrastructure Strategy

More information on these and how they relate to our infrastructure is in Appendix 4.

We are keeping a watching brief on legislative, policy and regulator change that impact on our core assets to ensure we understand and can plan for changes that impact on the way we deliver our infrastructure.

Council's response to legislation change will enable it to understand timing implications for change and prioritise its responses. It will enable Council to understand the potential impacts on asset and financial modelling and prioritise funding. It will ensure that Council identifies the critical components of its infrastructure networks and prioritises renewals. It will also enable Council to have strong relationships with key government departments and industry groups to ensure that it has the opportunity to communicate potential impacts on the district and identify alternative options to help inform legislative and policy direction.

Table 1: Summary of our response to legislative changes

Response	Impact
<p>Plan and budget on the basis of increased costs to meet legislative change.</p> <p>Routinely review service delivery models.</p>	<p>Early financial modelling of potential cost scenarios will better enable Council to understand the potential impacts on rates and</p>

Manage relationships with key industry partners and government departments.

if necessary, identify alternative funding sources to manage these costs.
 Ensures renewals planning and budgets factor in increased compliance costs.
 Enables early engagement with the community around costs and potential impacts on levels of service.

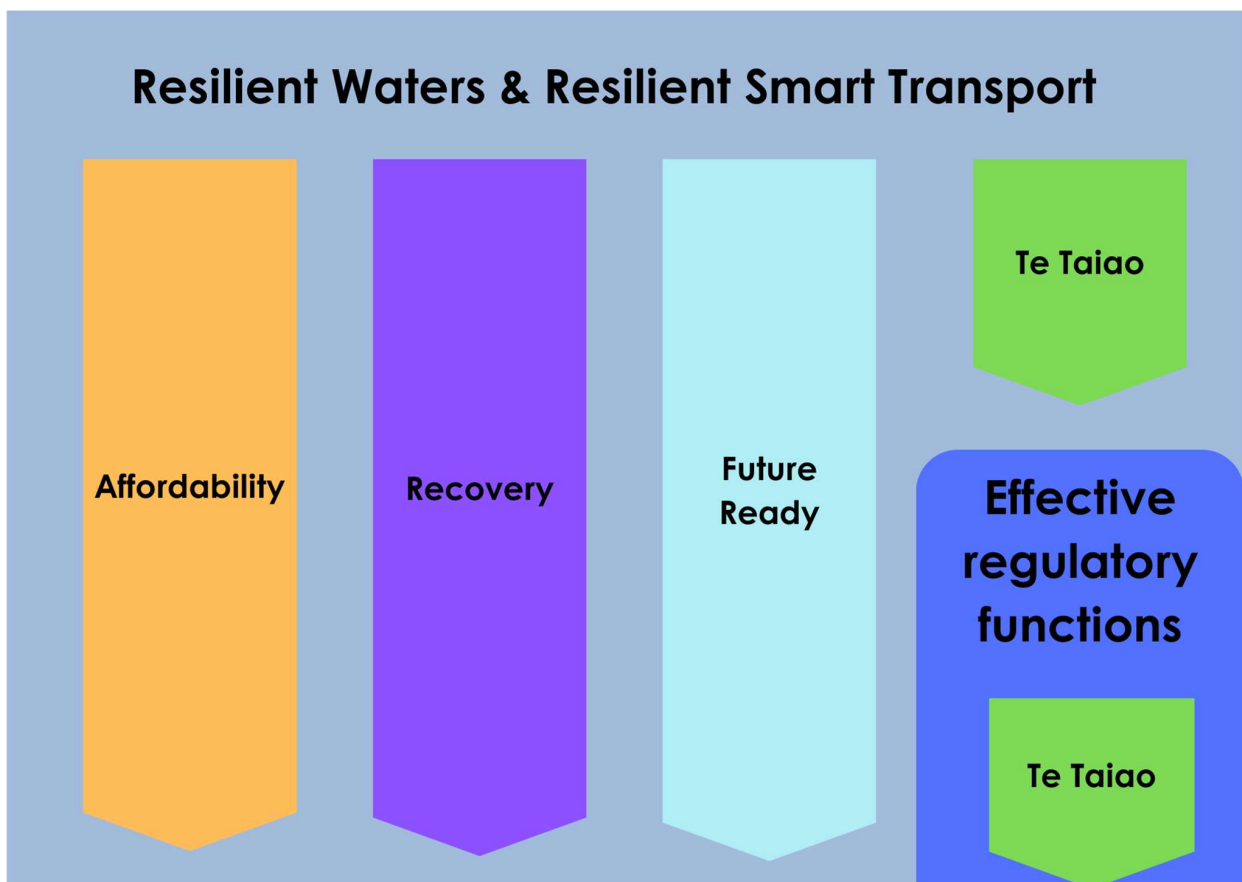
This will help Council to ensure up to date information is used to inform early planning. Relationships will better enable Council to ensure it is able to communicate potential impacts on the district and its ratepayers early on and help inform the development of legislation and policy as it relates to smaller rural councils.

Wāhanga 2: Ngā whakautu ki ngā kaupapa hanganga tino hiranga

Section 2: Responding to the significant infrastructure issues

Resilient waters, resilient transport and effective regulatory functions have been identified as the most important priorities to focus our projects and activities on over the next three years to complete our mission and achieve our vision. We have identified four significant infrastructure issues, which are shown alongside our priorities for the 3YP below.

Figure 3 How the significant infrastructure issues align with our strategic priorities for the 3YP



NB: Updated graphics coming for final draft for consultation

Resilient waters include flood control and drainage, clean and clear rivers, water security, while also recognising the relationship between catchment planning, Tairāwhiti Resource Management Plan (TRMP), and addressing wood debris with urgency. Resilient transport means infrastructure, roads, footpaths, bridges. It includes building back better, TRMP, connectivity and access, and recognition that this is carried out in a SMART way (i.e. specific, measurable, achievable, realistic and timebound). Under all of the four infrastructure issues are projects and activities that relate to these two strategic priorities:

- Making sure we recover from the significant damage and ensure that we consider how we build back to make sure our infrastructure network and environment are the best they can be.
- We still need consider what we need in the future and start to put solutions in place that enable our communities to continue to function and grow into the future.
- Our environment is a taonga and we need to make sure 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 for this strategy means that at a minimum we are making sure our infrastructure networks comply with the rules that protect our environment. It also means thinking about how we do business to be more sustainable and considerate of our environment, as effective regulation in this context means reduced adverse effects for our environment.

The significant infrastructure issues for Council and the principal options we intend to focus on to address these challenges are discussed in this section.

2.1 Our significant infrastructure issues

Key Infrastructure issue 1: Recovery

Cyclone Gabrielle resulted in a State of National Emergency being declared on 14 February 2023. The National declaration was extended three times and then lifted for Tairāwhiti on the 14 March 2023. The damage and impact of this event compounded the cumulative adverse impacts of Ex-Cyclone Hale (10 January 2023) and previous severe weather events since March 2022. As a result of eight previous weather events in the last 18 months Tairāwhiti has been in an ongoing state of recovery.

The torrential rain of Cyclone Gabrielle triggered widespread river flooding, storm surge, high tides, and high waves across the coastal areas of the region, with the recorded rainfall accumulation exceeding levels documented during Cyclone Bola.

Tairāwhiti experienced substantial widespread damage to infrastructure, resulting in power, telecommunication and mobile networks being completely lost for several days. The roading network suffered extensive damage, bridges were completely swept away by floodwaters, landslides and roads collapsed, causing the district to be isolated for several days and some communities being isolated for several weeks. The damaging effects of Cyclone Gabrielle can be compared to the devastation caused by Cyclone Bola, which struck the region 36 years ago on 7 March 1988.

The priorities for recovery are to address the immediate needs of affected communities, repair and explore resilience options for damaged infrastructure and implement mitigation measures to reduce risks from future weather events. A key focus is to progress recovery efforts without exacerbating further environmental degradation or compromising public health.

For the most up to date information on recovery developments please visit this link: [Tairāwhiti regional recovery | Gisborne District Council \(gdc.govt.nz\)](https://www.gdc.govt.nz/recovery)

Since Cyclone Gabrielle we have also had additional weather events that have impacted an already fragile infrastructure network, particularly the July 2023 event.

Our response over the next three years

Our investment over the next three years will be around \$270m. This is not the entire recovery budget, it just reflects the specific projects listed below.

Table 2: How we plan to recover from the impacts of Cyclone Gabrielle and other recent severe weather events – the most likely scenario

Response	3YP Capital expenditure (\$)	Impact
Land, Rivers and Coastal		
Waipaoa River Flood Control resilience improvements, and additions and upgrades to the scheme for category 2 FOSAL properties	\$29,672,000	This project is both a continuation of the 2021 strategy programme of upgrades to provide increased flood protection to the Poverty Bay Flats that takes into account the impacts of climate change. Post Cyclone Gabrielle, the programme will need to incorporate additional works to account for work needed for Category 2 properties. The Waipaoa flood protection scheme currently protects over \$1 billion of assets. This project focuses on continuing to upgrade the existing infrastructure and flood protection related to the risk assessment of properties post Cyclone Gabrielle that are included under category 2 in the FOSAL framework.

Response	3YP Capital expenditure (\$)	Impact
		Flood protection reduces the risk of loss of life and valuable assets in the event of a severe flood event.
<i>Flood resilience works for identified FOSAL areas</i>	\$20,644,000	Modelling and progressing rural and city projects as part of our FOSAL programme of works for category 2 properties. Flood protection reduces the risk of loss of life and valuable assets in the event of a severe flood event.
<i>Te Karaka Flood Control Scheme-Cat 2</i>	\$14,199,000	Modelling and progressing upgrades to the scheme. Flood protection reduces the risk of loss of life and valuable assets in the event of a severe flood event.
Community Facilities		
<i>Land Remediation</i>	\$600,000	This project will address asbestos contamination on Reserve Land at two specific sites caused by the reopening of historic landfills. The remediation makes it safe for the public to access these areas again.
<i>Land Stability Projects</i>	\$1,000,000	This series of projects remediates parks and reserves, tracks and trails affected by 2023 severe weather events. Progressing this mahi will mean that we can reopen and future proof Tifirangi, Makorori headland, and the Whataupoko reserve.
<i>Urban cemetery planning</i>	\$1,098,000	These is a bundle of works focused on planning for cemetery capacity going forward, and gravesite levelling due to slumping during the 2023 severe weather events. Land has been set aside for cemetery purposes, we are investigating the groundwater table issues at the site to assess whether it is still an appropriate site – more specific next steps post the assessment will included in 2027 strategy. Ensuring we have appropriate land available for cemetery purposes is a key social and cultural outcome for our community. Growth and resilience are the key drivers for the work needed.
Roading and footpaths		
<i>Emergency Works</i>	\$105,000,000	This is the non-Crown infrastructure budget mahi that is needed to repair and build our network. Rebuilding our network means our community can get around safely and get to where they need to go. The transport network also has an impact on our region's economic growth and ability to get our goods to where they need to go.
<i>Black Bridges – benefits and economic evaluation, design, and investigation on each destroyed bridge. Dependent on the outcome of the previous mahi then it will proceed to procurement and construction.</i>	\$21,000,000	This programme of work will restore unrestricted access to communities where 8 bridges have been destroyed. <ul style="list-style-type: none"> • Burgess Bridge • Hangaroa Bridge • Hollywood Bridge • Grays Bridge

Response	3YP Capital expenditure (\$)	Impact
		<ul style="list-style-type: none"> • Mangatai Bridge • Mata Bridge (Huiarua) • Pauariki Bridge • St Ledgers Bridge <p>This work has been 100% funded by Crown Infrastructure Partners.</p>
<i>Red and Orange Bridges repairs</i>	\$16,000,000	<p>5 red bridges with outstanding major structural issues that require repairs, due to the risk we could lose them completely in a further flood event.</p> <p>43 Orange bridges with major scouring where work is needed before they become bigger structural issues.</p> <p>This work has been 100% funded by Crown Infrastructure Partners.</p>
<i>Cyclone Gabrielle slips and dropouts – there were over 250 major drop outs or sections of roads impacted by river erosion across the entire network. Access for communities is still available, however temporary traffic restrictions are in place to ensure safety.</i>	\$5,000,000	<p>Some work has been completed. Some sites are more complex than others. The programme of work has been prioritised.</p> <p>This programme of work will restore two-lane, unrestricted access for communities.</p> <p>This work has been 100% funded by Crown Infrastructure Partners.</p>
<i>Tiniroto Road - suffered significant damage during Gabrielle, this worsened after the July 2023 weather event. Residents currently have a 4WD vehicles only detour available to them. Light or 2WD vehicles need to drive to Wairoa and then on to the state highway back to Gisborne.</i>	\$20,000,000	<p>After the July 2023 severe weather event, the bluffs between the 35 - 37km mark were found to present imminent and extreme risk to road users. Extreme injury or death is a probable consequence should road users be impacted by falling material.</p> <p>This project restores access to the community and other transport users. It is also the alternative to State Highway 2 southbound to Wairoa in the event of a closure.</p> <p>This work has been 100% funded by Crown Infrastructure Partners and is expected to cost \$45m in total.</p>
<i>Roadside Drainage</i>	\$21,000,000	<p>This work is part of ensuring our drainage is repaired and renewed to ensure that it is in appropriate condition for future events.</p> <p>This work has been 100% funded by Crown Infrastructure Partners.</p>
Solid Waste		
<i>Heritage Landfill Remediation</i>	\$2,246,000	<p>The closed landfill management work will include a risk assessment of known sites and then address key risks from erosion and leachates. This is particularly important for landfills near waterways in an effort to minimise the risk of an issue such as Fox River.</p>
<i>Processing and disposal of waste facility</i>	\$3,500,000	<p>This project is connected to the development of a resource recovery project. It is focused on having land available for storage, sorting and disposal of waste both during BAU and for recovery and resilience purposes. The ability to process and look after our own waste has been a significant barrier for the response and recovery post the recent severe weather events.</p>

Response	3YP Capital expenditure (\$)	Impact
		The project is comprised of investigation, design and planning, land purchase, consent, and initial construction for a new landfill site in region. It is estimated it will cost \$10m in total.
Three waters		
<i>Urban stormwater resilience</i>	\$ 2,050,000	Resilience projects for stormwater to improve network performance to reduce localised flooding, improve stormwater quality to receiving waterways.
<i>Sang Dam Slump Remedial Works</i>	\$310,000	Assessment of Sang Dam to determine if any work is required due to cumulative impacts over time to ensure dam resilience (links to Dam Resilience project).
<i>Raw Water Pipeline and Treatment Resilience</i>	\$3,000,000	<p>Pipeline resilience projects along the pipeline from the water source through to the city. These have been seriously compromised by the impact of Cyclone Gabrielle and land instability post forest harvest. Investigations and subsequent projects will focus on the high-risk areas for the pipeline/water supply.</p> <p>This project includes having critical spare parts to hand to expedite repairs and minimise the "down time" after an emergency event and reduce the interruption of water supply to the city.</p>
<i>Waipaoa Treatment Plan Infiltration Gallery</i>	\$1,250,000	Project to add an infiltration gallery supply line, in addition to the existing system, to ensure continuity of water supply to the Waipaoa treatment plant during times of flooding/high river levels. Currently the ability to pump water from the river is stopped in high flows, this ensures we can continue to supply water to the city.
<i>Dams Resilience</i>	\$1,300,000	Waingake dams are critical infrastructure and hold up to 100% of Tairāwhiti's drinking water requirements through summer - ensuring the integrity of these dams is critical as part of 'building back better'.
<i>Water Source Resilience</i>	\$1,500,000	Projects to ensure water source resilience to minimise the potential for climatic impacts to interrupt supply.
Total investment	\$270,369,000	

Key Infrastructure issue 2: Te Taiao: meeting regulatory requirements and our community's expectations

Infrastructure activities have the potential to have an adverse effect on environmental and cultural values. Mana whenua, community and central government have clearly stated expectations regarding improved management of wastewater and stormwater discharges, solid waste, and freshwater allocation. In many cases there are new or tougher regulatory requirements. This means we may have to increase the current levels of service for some of our infrastructure activities.

We hold many resource consents that allow us to carry out current and future activities. Most consents need to be replaced before they expire to ensure ongoing compliance with the relevant regulatory requirements (particularly the freshwater provisions of the Tairāwhiti Resource Management Plan). We expect new consents will have more stringent requirements to reflect Government, mana whenua and community expectations.

Estimated costs associated with replacing resource consents have been included in the forecast expenditure where this is possible. In the case of solid waste management, stormwater, water supply and wastewater discharge consents we expect additional work will be needed to ensure we comply with new environmental standards.

The way we provide infrastructure can also contribute to the protection and enhancement of our environment and biodiversity. For example, through use of green or blue infrastructure. The terms "blue" and "green" infrastructure are often used in contrast to "grey" infrastructure, which includes traditional man-made structures like roads, bridges, pipes, and buildings.

Green infrastructure is a natural or semi-natural area, feature or process, including engineered systems that mimic natural processes and:

- provide for aspects of ecosystem health or resilience, such as maintaining or improving the quality of water, air or soil, and habitats to promote biodiversity; and
- provide services to people and communities, such as stormwater or flood management or climate change adaptation.

Green infrastructure can have many forms, such as:

- A widened and replanted stream bank that helps to manage floodwater.
- A permeable paved path that reduces the amount of stormwater entering the piped system.
- A row of street trees or a whole urban forest.
- A green roof or vertical wall.
- A rain garden.

Blue infrastructure refers to the network of natural and human-made aquatic systems that manage and protect water resources, including rivers, lakes, wetlands, coasts, and oceans. This concept is often used in environmental and urban planning contexts to describe the infrastructure and systems that deal with water-related issues, such as water supply, flood control, and environmental conservation. Blue infrastructure emphasizes the importance of maintaining and enhancing natural water systems to promote sustainability, resilience, and ecosystem health in the face of climate change and increasing urbanization. It is part of the broader effort to incorporate nature-based solutions and sustainable practices into infrastructure planning and development.

Blue infrastructure encompasses a wide range of features and practices, including:

- **Water Bodies:** Natural water bodies like rivers, lakes, and oceans, as well as constructed ones like reservoirs.
- **Wetlands:** These areas serve as natural water filters, flood control, and wildlife habitats.
- **Coastal Ecosystems:** Mangroves, dunes, and reefs that provide protection from storms and support biodiversity.
- **Stormwater Management:** Systems that handle rainfall and stormwater, including green infrastructure like permeable pavement and rain gardens.
- **Flood Control:** Levees, dams, and other structures designed to manage and mitigate flooding.
- **Water Treatment Facilities:** Facilities for treating and distributing clean water, as well as systems for managing wastewater.
- **Coastal Infrastructure:** Ports, jetties, and seawalls for shipping, fishing, and coastal protection.
- **Recreational Areas:** Parks, marinas, and other facilities for public enjoyment and access to water bodies.

As part of investigating infrastructure issues and possible solutions, green and blue infrastructure options will be identified (where possible) for consideration as the response to an issue. Taking this approach improves the quality of the environment, the condition and connectivity of natural areas, as well as improving our people's health and quality of life.

Our response over the next three years

Our total investment over the next three years will be \$18m. The listed projects will be delivered in a way that protects and enhances our environment and biodiversity.

Table 3: How we will manage our infrastructure to meet te taiao expectations – the most likely scenario

Response	3YP Capital expenditure	Impact
Community Facilities		
<i>Dune Care</i>	\$55,000	Natural defences protect people and places and also contribute to other values (such as biodiversity, amenity and cultural values). Looking after these natural assets will enhance the level of protection from natural hazards.
<i>Street Trees planting programme</i>	\$255,000	This project progresses the Community Facilities Strategy's Street tree plan. Street trees are an important factor for the urban heat island effect. Increasing the canopy cover for our urban areas supports cooling as well as biodiversity.
Solid Waste		
<i>Paokahu closed landfill management</i>	\$36,000	Paokahu Landfill has an environmental impact on the Awapuni lagoon waterways. There will be a focus to minimise impacts and support tangata whenua aspirations for restoring the area for future generations.
<i>Waiapu landfill – future management</i>	\$443,000	Community engagement on the future of the Waiapu landfill will ensure the best option is selected. Money has been budgeted to provide for future works needed to deliver the chosen option.
<i>Transfer stations</i>	\$140,000	Existing renewals and any improvements to assets and systems

Response	3YP Capital expenditure	Impact
		e.g. drainage. This will reduce environmental impacts on the surrounding environment.
Resource recovery centre	\$5,000,000	An overall reduction in waste sent to landfill will have increased benefits to the environment. Reduced costs of waste disposal to land by increasing the diversion of waste to recycling. Also contributing to local economic development, and providing much needed employment and training opportunities for youth and those that are currently unemployed. Investigation work has already been undertaken and the focus in the next two years is to develop the centre and get it up and running. Government funding may be available via the Waste Minimisation Fund to support this response.
Three waters		
Te Karaka Wastewater Land Disposal	\$900,000	This would change the treatment process to using disposal to land rather than treatment in an oxidation pond then being disposed into the river. Currently during heavy rain events the pond overflows into river. The pond was renewed post Cyclone Gabrielle. However, through discussions with tangata whenua a project to change the way we process wastewater towards land disposal was preferred as a permanent solution for the future.
Waingake transformation programme	\$5,789,000	Restoration of land that has cultural value and contributes to resilience of the water supply network (Waingake). Supports mana whenua in the exercise of their kaitiaki responsibilities and also creates training and job opportunities for rangatahi.
Residential Backflow Prevention	\$1,305,000	Residential backflow preventors being progressively installed (7 yr project) to replace existing tobies with connection point for future water meters. This is a Taumata Arowai compliance requirement.
Develop and implement Integrated Catchment Management Plans (ICMP)	\$194,000 budgeted to complete initial works to comply with consent	The first ICMPs will be completed by 2025. This will provide us with a better understanding of the impact of stormwater on water quality and we can start to prioritise and implement actions to improve water quality. There will implications for both capital and operating expenses in the 2027 strategy. An initial budget of has been provided to progress improvements. Other stormwater projects will also contribute to implementing the requirements under the plan for the consent.
Drainwise - an ongoing programme of stormwater upgrades on public and private land	\$4,398,000	Continued implementation of the Drainwise programme will reduce inflow and infiltration of stormwater into the wastewater network. This includes pipeline renewals, pump

Response	3YP Capital expenditure	Impact
		station upgrades, watercourse assessments, wastewater sensor network, and network upgrades to reduce or remove constraints. Some work required is on private property.
Total investment	\$18,515,000	

Projects in the pipeline after 2027

Although this strategy does not go into detail after 2027, here are some of the anticipated projects that respond to this significant infrastructure issue about Te taiao. The list is not exhaustive and is predominantly made up of projects that were previously highlighted in the 2021 strategy. More details and costings on these projects will be included in the 2027 review of this strategy.

- Reviewing and updating the Engineering Code of Practice to incorporate new regulatory requirements, updated climate change implications, te ao Māori, and promote use of green infrastructure and low impact design principles.
- Stage 3 of WWTP upgrade: Design (and subsequently implement) land-based disposal for Gisborne city wastewater – including investigating wetland treatment.
- Continuation of implementing and/or complying with the ICMP through capital programmes in stormwater and wastewater
- Roadmap and progressing next steps for how we deal with waste in the regions (national study currently in progress)
- Investigating additional monitoring and enforcement options for illegal dumping e.g. cameras

Key infrastructure issue 3: Future-ready infrastructure

Although we have several challenges in the present to recovering from severe weather events, we need to also ensure that we are considering future generations and their needs. Key focus areas for ensuring our infrastructure is “future-ready” includes climate change, resilience, residential growth, and enabling economic development in new and current industries. Some of the projects listed under this infrastructure issue heavily align to recovery mahi planned or underway.

Climate change

Climate change will continue to impact how we plan and manage all our infrastructure activities. Regional hazard assessments indicate that over the next century Tairāwhiti can expect sea levels to rise, more droughts, more intense storms, less rainfall and increased wind. Some infrastructure will need upgrading to cope with more extreme weather events, and require repairs or replacement following more intense storms and further investment may be required in stopbanks to protect communities and productive land. This will have ongoing cost implications for both capital and operational expenditure and in some situations, the viability of infrastructure may be threatened.

How we design, build and operate our infrastructure can support climate change mitigation and adaptation. For example, some construction methods have a larger carbon footprint than others and where we locate new infrastructure can affect how vulnerable it is to climate change impacts. One of our priorities is to invest in infrastructure that is able to adapt to change.

Since the 2021 Strategy, a National Emissions Reduction Plan and Adaptation Plan have been adopted by Government. The overall impacts of these plans include increased responsibility on Council, increased funding requirements to deliver additional work, and planning and policy alignment. Appendix 5 provides an overview of the actions in these plans that fall under Council activities and infrastructure.

Resilience

Resilience is the ability to cope with and recover from adverse events, for example, if a road slip takes out a critical water main to a township. We can make our assets more resilient by having in place a programme of proactive renewals and maintenance works, which means assets, are in good condition. Building resilience also means we are more able to adapt to the impacts of climate change.

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 for Council 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 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. Similarly, Gisborne has limited water storage, and if impacted by an event, this could have significant consequences.

Our 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. Although ‘doing nothing’ would not increase our costs in the short term it will result in a decline in the condition of our assets and the level of service provided and would increase the 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 the 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. The failure or under-performance of critical infrastructure (such as a wastewater treatment plant) is more likely to have a significant financial, environment, cultural and social costs than failure of a small pipe. However, the likelihood of critical assets failing is usually low provided they are maintained.

In Tairāwhiti, our critical assets are:

- Arterial roads, primary collectors, inter-regional routes and access roads to critical community infrastructure (such as water treatment plants).
- Stormwater: large-diameter pipelines and major pump stations.
- Wastewater: wastewater treatment plants, major pump stations, and large-diameter pipelines.
- Water supply: Mangapoike dams, water treatment plants, major water pumping stations, water reservoirs, Waingake bulk water main and large-diameter pipelines.
- Waipaoa and Te Karaka stopbanks.

We are moving from an age-based renewal strategy to one based on condition and risk (asset criticality and probability of failure). Our renewals programme prioritises high risk assets. We plan to renew critical assets with a short remaining useful life over the next 10 years and undertake condition assessments on critical assets with a longer estimated remaining life. Renewal programmes can be brought forward (or pushed out) depending on the result of the condition assessments.

Residential growth¹

Gisborne city has experienced population growth since 2018, and growth exceeded the forecasts prepared for the 2021-2031 LTP. Population growth will not be evenly spread around the region. 82 – 85% of all new dwellings in our region over the last five years have been in the main Gisborne Urban Area. More information about population projections is available in Appendix 3.

Our draft Future Development Strategy provides an overview of the key infrastructure needs to enable growth in the areas identified that Council is responsible for providing, as well as other agencies. Going forward it is expected growth will be a more compact urban form via a mix of infill development and building up rather than spreading out. This growth is likely to require investment in reticulated network services and forms of design that can reduce the strain on the network.

Increased population will mean higher peak stormwater and wastewater flows and contaminants to manage and increased demand for drinking water. We also need to make sure that people can get around the city and to schools, work and other destinations safely and in a way that supports our commitment to reducing our emissions.

Development goes in cycles and demand can vary according to a range of factors, many of which are out of Council's control. One factor we can control is the timing of new infrastructure. Having 'shovel-ready' land, where land is zoned, and network infrastructure is available can be a strong incentive for new development. This requires us to put infrastructure in place in advance of development, which comes at a cost.

While that cost is ultimately recovered at a later date (via rates or development contributions), there is a risk that we provide the infrastructure too early and face increased holding costs, or too late and

¹ The statistical information presented in this section has been taken from the Environmental Scan 2023 and Thomas Consulting, May 2023. Growth forecast update – Gisborne District and Gisborne Urban Area.

discourage new development. Matching the capacity of new infrastructure with the likely activities that will occur in greenfield areas, particularly for new industrial development, can also be challenging. Oversizing infrastructure is inefficient, while undersizing means the city could miss development opportunities.

Tairāwhiti 2050 signals the community desire for more brownfield development; however, the capacity of network infrastructure (particularly wastewater) is already constraining the ability to provide more housing in some residential areas. This limits the ability to provide for affordable housing in close proximity to existing amenities and services and may also limit the development of business land.

The assumption is that over the next three-years, most new houses will be infill or brownfield developments in the existing urban area, Taruheru block development will continue, and the balance will rural-lifestyle development.

Enabling economic development in new and current industries

Our economy is currently heavily structured around primary industry, which is sensitive to external factors such as the capability of the roading network, flooding and droughts and the availability of water resource. Land use change associated with economic development can impact our infrastructure and reduce the levels of service our residents and ratepayers expect.

Ongoing investment in core infrastructure (such as transport, water and wastewater) is needed to support any anticipated economic growth and development, for example a significant increase in high-value tourism, domestic wood processing at Matawhero, honey processing or medicinal cannabis production.

Forestry is the largest industry in Tairāwhiti and harvest volumes continue to grow. A 2019 review of regional log availability (Forme Forest Industry Consultants, 2019) estimates that the total harvest will average about 3.50 – 3.90 million cubic metres per year between 2019 and 2028, providing infrastructure meets demands and there is a competitive market. Volumes are not expected to decrease until 2039-2043. Although the industry has been heavily impacted by Cyclone Gabrielle, projected volumes of forestry harvest are still expected to increase, and the number of heavy vehicle movements on the local road network will continue to increase.

We face challenges around managing the impacts of forestry and logging, including the impact of heavy vehicles on local. They are often unsealed roads and there are conflicts between vulnerable road users and heavy vehicles when freight routes pass through town centres. Implementing a heavy vehicle route through the city in partnership with NZTA remains a priority for this 3YP.

The availability and quality of water constrains our economic development. This is a particular issue for whenua Māori. Across the Turanga (Poverty Bay) flats, most water resources are over or fully allocated with little capacity for additional irrigation available. Demand for water for crop irrigation on the flats remains strong and is expected to increase. With climate change and increased demand, more frequent water restrictions are likely, which has implications for social well-being, industry and economy.

Transitioning our economy as part of responding to climate change is a challenge to face as a region in the coming years.

Our response over the next three years

Our total investment over the next three years will be \$24m.

Table 4: How we will manage our infrastructure to meet future needs – the most likely scenario

Response	LTP Capital Expenditure	Impact
<p>Climate change regional risk assessment and adaptation planning This includes continuing:</p> <ul style="list-style-type: none"> • A Climate Change Risk Assessment for the region. • Development of a regional adaptation plan for climate change. • Participating in national climate change programmes. • Incorporating Climate Change impacts into infrastructure planning and design. • Progressing climate change adaptation projects. 	<p>Mainly operational expenditure initially. Any current specific projects are included under this infrastructure issue and the recovery infrastructure issue.</p>	<p>More robust climate change planning will help us identify where and what infrastructure is most vulnerable to cumulative climate change impacts and enable investment to be targeted to highest risk infrastructure. This will reduce the risk of maladaptation to climate change and increase the resilience of infrastructure.</p> <p>Robust planning ensures investment decisions are evidence based and future proofed as far as possible. Investment in research and development of a policy response to climate change also supports collaboration with mana whanau and significant stakeholders and development of an integrated climate response for our rohe.</p> <p>Through recovery projects and BAU projects climate change is considered in planning and design to ensure our infrastructure can be responsive to our changing climate.</p> <p>Participating in national programmes will ensure we are able to compare nationally the extent and value of local government owned infrastructure exposed to sea level rise.</p>
<p>Climate change mitigation planning This includes working on mitigation plan actions such as:</p> <ul style="list-style-type: none"> • Urban form and transport planning supports alternatives to car-use • Incorporating climate change mitigation into infrastructure planning and design. 	<p>Mainly operational expenditure initially. Specific transport projects are included under this infrastructure issue.</p>	<p>Urban form and transport planning supports reductions in private vehicle travel and average trip length, which in turn reduces carbon emissions.</p> <p>Development of a climate change mitigation plan, and associated guidance, will enable asset managers to consider the carbon footprint of activities such as construction and reduce emissions associated with infrastructure construction and operation.</p>
<p>Tairāwhiti Resource Management Plan review²</p>	<p>Operational expenditure.</p>	<p>Updated resource management regulatory framework for the region to enable development whilst ensuring we protect our environment.</p> <p>Current RMA planning for growth is largely limited to the Taruheru Block. Proceeding with infrastructure projects in this area will provide additional development ready land; however, this will not be sufficient to meet medium-long term demand or the current demand for community housing.</p>
<p>Township upgrades</p>	<p>\$2,304,000</p> <p>This includes \$492,000 of external funding.</p>	<p>Upgrades are focused on two townships per year. Council engages with communities about what they want to see in their community.</p>
<p>Land, Rivers and Coastal</p>		
<p>Investigation and modelling of flood protection</p>	<p>Operational expenditure</p>	<p>Investigation and modelling of flood protection across our region will inform where we will build future flood protection and map any unintended consequences of flooding from where there are not any protections in place.</p>

² For more information please go to: <https://www.gdc.govt.nz/council/review-of-tairawhiti-resource-management-plan>

Response	LTP Capital Expenditure	Impact
Community Facilities		
<i>Implement the 30-year Communities Facilities Strategy via a two-phase programme, and in partnership with Trust Tairāwhiti and Sport Gisborne Tairāwhiti.</i>	No capital expenditure in this three year period.	<p>Focus for the next three years is on feasibility and planning for an indoor stadium which is operational expenditure.</p> <p>Progressively work to implement the aspirations and needs of our communities in the Strategy.</p> <p>A Tairāwhiti Sports Facilities Business Case has been developed with input from the Tairāwhiti Sports Collective. This will be used to support requests for external funding.</p> <p>The network of sporting facilities is enhanced over time to meet community expectations and improve public indoor sports court facility availability.</p> <p>Investment supported by stakeholders and central Government.</p>
<i>Waihirere Domain development</i>	\$49,000	This budget is to complete the remaining work on the development of the domain with mana whenua under a co-management plan. This will progress mana whenua aspirations, and improve community facilities at the domain.
<i>Revitalisation of the CBD</i>	\$2,500,000	<p>This project works alongside Trust Tairāwhiti on upgrading and improving our CBD. The exact work will be confirmed through community engagement on their aspirations for the CBD. However, it is likely to include streetscaping, a fresh look and feel, and planting.</p> <p>This will revitalise our CBD with a fresh look and feel, and new energy for current and future generations.</p>
<i>Kiwa Pools – Outdoor pool</i>	\$6,500,000	Enhanced offering at the recently opened Kiwa Pools resulting in an improved recreation experience and improved water safety.
Roading and footpaths		
<i>Strategic review of roading network</i>	Operational expenditure	Our roading network strategic review will inform where we need to build resilience, what levels of service we can afford for our 1800km network and over what period of time it will take to build resilience into our network.
<i>Tarheru block road links and improvements</i>	\$722,000	Provides key infrastructure for greenfield development area. New houses and residents will be linked into the surrounding area and safe, reliable road links.
<i>Roading and footpath improvements in rural townships</i>	\$1,776,000	Ensuring our townships have safe and accessible footpaths and roading is important for ensuring communities have safe options to move around their rohe.
<i>City Centre Multi-Modal Gap Analysis</i>	\$500,000	This project is part of the wider CBD revitalisation approach. It focuses on how we move around our city centre and potential changes that could be made to make it more attractive and easier to get around across all modes of transport.

Response	LTP Capital Expenditure	Impact
Taruhuru River Walkway and Cycling	\$3,266,000	This is an ambitious plan to build a pathway along the Taruhuru River from the city centre to Campion College. It will provide a safe and accessible active corridor through to the city. It will form part of the Walking and cycling network. This network supports and encourages our community to get outside and enjoy being able to move around the city easily and safely and therefore improve health, economic and social outcomes now and for future generations.
Three waters		
Water supply resilience review	Operational expenditure	Water supply research and modelling will inform where future investment should be, taking into account security of water from adverse weather events but also understanding any climate change impacts of lower rainfall areas.
Taruhuru block upgrades and improvements	\$6,087,000	Provides key infrastructure for greenfield development area, specifically: <ul style="list-style-type: none"> - Campion Road pumpstation and rising main upgrade - Extension of water supply reticulation (within the current reticulated services boundary)
Kaiti Area Wastewater Pumpstation & Rising Main – initial work	\$100,000	This will be the start of the process - investigation, design, and consultation with works to commence after 2027. This would enable further residential growth in Kaiti which is a key area for development under the draft Future Development Strategy.
Grey Street Wastewater Pumpstation – initial work	\$200,000	This will be the start of the process - investigation, design, and consultation with construction to commence after 2027. This project would maintain existing service, accommodate growth, and allow increased capacity.
Booster Station and Reservoir Supply Main – initial works	\$263,000	This will be the start of the process - investigation, design, and consultation with construction to commence later. This project would maintain existing service, accommodate growth, and allow increased capacity.
Replacing Ormond Rd pump station. Review of options / preliminary design for new pump station location and dedicated supply mains to Knob Hill reservoir.		
Total investment	\$24,267,000	

Projects in the pipeline after 2027

Although this strategy does not go into detail after 2027, here are some of the anticipated projects that respond to this significant infrastructure issue about being "future-ready". The list is not exhaustive and is predominantly made up of projects that were previously highlighted in the 2021 strategy. More details and costings on these projects will be included in the 2027 review of this strategy.

- Continue to implement the Community Facilities Strategy
- Development of new urban cemetery
- Projects included in the 2021 Development Contributions Policy:
 - Taruhuru Subdivision Bridge (Nelson to Makaraka Road)
 - Wastewater Wainui Road New Pipeline
 - Aerodrome Road Additional wastewater pump station and reticulation

- Projects included in the draft Future Development Strategy looking out over 30 years:
 - Water treatment plant upgrades
 - Kaiti Area wastewater Pumpstation & Rising Main construction
 - Grey Street wastewater pumpstation construction
 - Booster station and reservoir supply construction
 - Additional water storage locations
 - Bulk supply water main (Lytton Road to Ormond Road)
 - Papatu Road booster water supply pumpstation
 - Second bulk supply new water main (Makaraka Pump Station to Lytton Road)
 - Upgrades to reservoir supply and new reservoir location
 - Taumata water reservoir
 - Stafford Street wastewater pump station and rising main
 - North West interceptor and Taruheru wastewater pump station
 - New Wastewater Treatment Plant
 - Cameron Road Wetland
 - Hospital Development Wetland
 - Various upgrades to urban stormwater network infrastructure to cope with additional flow and ensure appropriate treatment before discharged
 - Blackpool Reserve flood storage area in park – flooding of park area during extreme events
 - Intersection upgrades across the city to enable higher flows of different modes of traffic safely
 - Improved active mode connectivity across the city
 - Wainui shared path
- Investigating and implementing options to improve the availability of water for irrigation and commercial use.

Key Infrastructure issue 4: Affordability

The infrastructure we own represents significant historic investment and a significant investment in the future. Providing infrastructure is our biggest area of activity. The majority of our funding is spent on planned infrastructure projects and programmes in order to meet agreed levels of service.

Managing affordability in the context of recovery, uncertainty, the infrastructural challenges Council is facing, and the region's comparatively low income levels and high social deprivation scores is incredibly complex.

We know the community wants to maintain our current levels of service and in areas enhance or improve the levels that we currently provide. We balance this with doing the things that we must (regulatory functions and statutory compliance) and looking after our assets.

Our infrastructure is ageing, and we need to make significant investment in three waters (drinking water, wastewater and stormwater), land transport and other infrastructure during the next 30 years to manage the effects of climate change and other challenges and meet the expectations and needs of our communities.

Older assets may also no longer be fit for purpose - they may no longer meet the needs of users, provide for adaptation to climate change, be legislatively compliant or they may contain technology that is no longer supported. These older assets may not be easy to adapt to the changing future needs of the community – additional capacity and increased resilience cannot be simply added to most assets.

The upgrade or addition of new assets to improve resilience or to support growth in the region and other service level demands, will add further to our costs. Deferring or reducing expenditure on assets now, will increase our cost burden in the future and increase the risk of asset failure and shortening the life of the asset.

As Gisborne city grows and ages, there is an increasing amount of infrastructure to renew. The current generation must pay for the renewal of all previously established infrastructure. Future generations will pay for the renewal of all previously established infrastructure and any new infrastructure yet to be established.

The way we develop new infrastructure to support the growth of the city will affect the amount of renewals we face in the future. For example, brownfield redevelopment and making use of existing infrastructure by changing planning rules can be more efficient than new greenfield infrastructure and expanding existing networks.

The proportion of the population aged over 65 is projected to increase more rapidly than other age groups. This has an impact on affordability, as those on fixed incomes (such as retirees) are generally more impacted by rates increases. Although employment levels had been increasing in Tairāwhiti, salaries remain lower than other regions and house prices have risen significantly, which impacts the ability of some residents to pay rates.

Ageing infrastructure - keeping up with renewals is expensive

Council's is responsible for \$2.6 billion worth of assets (30 June 2023), with majority being infrastructure assets (\$2.2 billion).

These assets have a finite period in which they will operate effectively. Once their useful life has been reached, the asset usually needs to be replaced or renewed. For the next three years, we expect to continue investing in the renewal of assets based on their expected useful life. We have been

continuously investing in gaining a better understanding of the condition of our assets, making sure that critical assets are replaced based on their performance.

Over the next three years we are making up lost ground with our renewal programme, as well as reinstating significantly impaired roads that were damaged in Cyclone Gabrielle and other severe weather events.

Beyond the life of this plan, there will still be considerable investment needed, particularly for bridges, roads, pipes treatment plants and community asset renewals. We will need to plan well ahead and incorporate future proofing resilience outcomes for our infrastructure network.

As an asset nears the end of its life, there is an increased chance of asset failure resulting in reduced levels of service. Costs tend to escalate towards the end of an asset's life, as repairs and maintenance activity increases to keep the asset in service.

Renewal or replacement of ageing assets is an issue for most asset groups; however, the renewals with the most significant financial impact during the term of this strategy are roading assets. Roothing rate of renewal is over 250% and our Four Waters is 122%.

Despite increased expenditure on roading in the 2018 and 2021 LTPs and additional investment from central government via the PGF, investment has still fallen short of what is needed to maintain the entirety of the roading network to expected levels of service. The recovery programme to repair the damaged parts of our network is substantial for the 3YP. Our budgets do not allow for addressing all the potholes on our roads; to do so, rates would need to increase by another 16%, and we know that is unaffordable for our ratepayers.

Some of our community facilities are ageing and no longer fit for purpose. Many older community buildings require investment to address hazards such as asbestos or seismic risk, and to ensure they are fit-for-purpose for changing community needs. This is a particular issue for sports and recreation facilities.

The key affordability pressures we face are:

- The cost of rebuilding and repairing our infrastructure impacted by Cyclone Gabrielle.
- Investment in the resilience of our asset groups and services, so that the region is better able to withstand and recover from major shocks and stresses and adapt to climate change.
- Roothing network – renewing assets and supporting economic growth.
- Upgrading ageing sports and recreation facilities.
- Urban infrastructure to support residential growth.
- Upgrades to three waters infrastructure to meet current commitments, changing expectations and new requirements.

Our response over the next three years

Council's response to affordability will help it to deliver infrastructure and appropriate levels of service in a way that maximises alternative funding sources to deliver value to ratepayers. It will help Council to understand community priorities in the planning and funding of its infrastructure.

Council carefully considers affordability issues when setting rates levels. Keeping rates as low as practicable is a priority but it has to be balanced against not transferring costs to future generations and the need to maintain our assets.

Critical infrastructure and essential planning have been prioritised for delivery. Other capital projects, unless externally funded, will be delayed or deferred to prevent massive spikes in expenditure.

We have spread the majority of recovery response costs across the district opting for an approach that spreads the costs rather than applying a rate based on capital value. This acknowledges that the costs and benefits (after the benefits of impacted property owners are considered) are district wide, unable to be easily differentiated between different groups.

Council recognises that affordability is an issue for our region and the ability to pay is not universal across our district. We have parts of our community which face high deprivation and there are others who facing hardship following the impacts of the cyclones. In order to address some of these issues we have increased our provisions for rates remissions to directly address those that are facing hardship.

Table 5: How we will manage our infrastructure within our financial limits – the most likely scenario

Response	Impact
<p>Financial Strategy</p> <ul style="list-style-type: none"> Increasing the debt limit to 175% of revenue. Identify alternative funding sources available. The timing and scope of projects have been optimised. 	<p>Increasing the current debt limit allows us to respond to expectations from central government and our communities by investing in renewals and upgrades to key infrastructure (such as wastewater), and progress significant recovery mahi whilst keeping our liabilities at a financially prudent level.</p> <p>Additional funding sources outside of rates and loans will help us to ease the burden on ratepayers, especially for recovery costs. We anticipate we will not receive all the external funding we are asking for and we will then need to look at either spreading out delivery or reducing the level of service reinstated.</p> <p>Optimising the timing of projects allows us to balance cost pressures, limit the rates increase, ensure key work is progressed alongside the significant recovery mahi, and maintain a healthy balance sheet.</p>
<p>Service delivery</p> <ul style="list-style-type: none"> Review levels of service and community feedback to identify whether Council is over-delivering in any areas. Explore different forms of service delivery. 	<p>Changing service delivery, which could include a change in levels of service, can reduce operational costs and the capital costs associated with renewing infrastructure.</p> <p>Community consultation will be required before a decision to change any existing levels of service is made. This will ensure that potential impacts on residents and businesses are understood and taken into account.</p>
<p>Partnerships</p> <ul style="list-style-type: none"> Build stronger relationships with NZTA, Kāinga Ora and other agencies. 	<p>Enables NZTA to understand the importance of the subsidy for the delivery of services and Council can better understand the allocation of subsidy process and signal potential impacts early on.</p> <p>Advocate to government for funding support for infrastructure to service growth and alternative funding sources.</p> <p>Ensure efficient delivery and joint funding opportunities.</p>
<p>Asset management</p> <ul style="list-style-type: none"> Continue to improve asset management planning Limit extension of infrastructure unless we are confident future generations can afford renewals 	<p>Asset renewal and maintenance forecasts are based on the current information about the condition and the expected remaining useful life of infrastructure assets. The accuracy of asset data has a direct impact on the accuracy of renewals and maintenance forecasts and uncertainties around these costings.</p> <p>Significant work remains to capture information about some asset classes. Information on the condition of our asset base will continue to improve over the life of the 3YP, which will make our asset renewal and maintenance forecasts more robust.</p>
<p>Roading</p> <ul style="list-style-type: none"> Renewal budgets of \$42.1m during the 3YP. Levels of service across the roading network vary based on whether repairs and recovery from severe weather events have been completed. Reprioritise investment so more is spent on road drainage. 	<p>The aim is to slow overall pavement deterioration and target resources at building and maintaining resilience within the network. Actions will be implemented to maintain safe access across the network at the lowest cost. Assets that are starting to deteriorate will have intervention strategies to increase pavement life expectancy and reduce whole of life costs. Ongoing monitoring of the network will be important to ensure intervention (repairs and renewal)</p>

Response	Impact
	<p>occurs before assets fail, otherwise we will incur higher costs in the future.</p> <p>In the long-term, the overall network condition will likely decrease in performance and there will be an increase in severity of pavement defects. In targeted sections, it will be increasingly viable to revert sealed section to un-sealed as the maintenance and renewal costs become increasingly unaffordable.</p>
<p>Three Waters Renewals budget (\$30m) reflects good asset management renewal practices (risk-based approach).</p>	<p>Sufficient budget is available to undertake the recommended renewals for Three Waters assets. Renewals are prioritised using a risk-based approach and we will increase our use of condition assessments. This will improve services to meet the agreed level of service and provides some resilience.</p>

Wāhanga 3: Ngā whakataua hiranga o te hanganga

Section 3: Significant Infrastructure Decisions

This section outlines major capital projects proposed or mid-implementing. Information about the principal options and the scale of the capital costs is summarised.

Table 6: Major capital projects proposed or mid-implementing

Key Decision	Comment	Capital cost for 3YP (rounded)	Funding breakdown
Roading and footpaths			
Key components of the roading recovery programme <ul style="list-style-type: none"> - Bridge replacements and repairs - Tiniroto Bluffs 	Council received funding from Crown Infrastructure Partners for these projects. This includes bridge replacement and repairs for bridges classified as black (\$21m), red or orange (\$16m), and ensuring Tiniroto Road can be reopened again (\$20m). There will be additional expenditure on projects beyond the three year plan to complete the work.	\$57m	External
Renewals for the local roading network	Investment is prioritised based on condition and level of service rather than age. The key components of the renewals programme are road drainage (\$3.74m), bridges (\$2.9m), resurfacing (\$14.1m), rehabilitation (\$9.8m), and pavement renewals (\$10.6m). Some roading assets will be part of the emergency works reinstatement mahi and will be renewed through that programme of work.	\$41.26m Funded by GDC/NLTF	Rates Debt Depreciation External
Wastewater			
Acceleration of renewals	Bringing forward and completing key asset renewals to ensure effective asset management and maintenance, and maintain level of service.	\$9.8m	Rates Debt Depreciation
Water supply			
Resilience of our water supply network	This includes work to ensure better resilience of the raw water pipeline and treatment (\$3m), water source (\$1.5m), and dams (\$1.3m). Whilst our water supply pipeline is vulnerable, we will have critical "spare parts" and back up infrastructure in place in the event of another severe weather event damaging the network e.g. pipes ready to go to replace to reduce delay in response.	\$5.8m	Rates Debt
Waingake Restoration project	Progressive programme of reversion of land in the water supply catchment to native forest, using managed reversion. In the long term this will improve the land stability in the area where we have key water supply infrastructure e.g. pipelines.	\$5.8m	Rates Debt External
Stormwater			
Drainwise programme	This programme is comprised of wastewater and stormwater projects and renewals on public and private property. Some expenditure is already included under wastewater renewals above. The key focus is on too much stormwater is still getting into our wastewater network during heavy rain causing wastewater overflows onto private property, and into our rivers and the sea.	\$7.6m	Rates Debt Depreciation

Key Decision	Comment	Capital cost for 3YP (rounded)	Funding breakdown
	<p>Key stormwater projects for Drainwise over the next three years include pipeline renewals (\$1m), drain structures (\$160k), capacity upgrades (\$2.6m), private property work (\$1.6m), and resilience projects to reduce localised flooding and improve the quality to receiving awa (\$2m).</p> <p>More information on the project is at this link: https://www.gdc.govt.nz/council/major-projects/drainwise</p>		
Land, Rivers and Coastal			
Waipaoa River Flood Control Scheme	This includes planned climate change resilience upgrades outlined in the 2021 strategy as well as recovery repairs and upgrades.	\$29.7m	Rates Debt External
Te Karaka Flood Scheme	This is a recovery project to implement a long-term flood protection solution for Te Karaka.	\$14.2m	Rates Debt External
Flood resilience works	This is made up of rural (\$10.7m), city (\$4.7m), and further flood resilience (\$5.2m) for properties classified under the FOSAL scheme.	\$20.6m	External
Solid waste and Community Facilities			
Regional Resource Recovery Centre	It is anticipated that funding from MfE will support the delivery of this project either in part or in full.	\$5m	Debt External
Heritage landfill remediation	After updated risk assessments are completed additional funding may be required to progress actions under the 2027 Infrastructure Strategy.	\$2.2m	Debt External
Processing and disposal of waste facility	The project is anticipated to cost about \$10m in total. It is aligned with the delivery of the Regional resource Recovery Centre to ensure we can sort and dispose of our waste in region. External funding to support the delivery of the project will be sought from MfE either in part or in full.	\$3.5m	Debt External
Kiwa Pools Outdoor area development	External funding is being sought to progress this project.	\$6.5m	Debt External
Housing development			
Growth projects at Taruheru Block	<p>The outstanding infrastructure projects that support residential development of the Taruheru Block:</p> <ul style="list-style-type: none"> - Roading links and improvements - Campion Road wastewater pumpstation and rising main - Water supply network extension 	\$6.8m	Debt External – NLTF, DCs, and IAF Grant

Wāhanga 4: Tō Tātau Mahere Hanganga

Section 4: Our Infrastructure Plan

This section provides an overview of Council's infrastructure assets and how, we intend to manage them over the next 3 years.

4.1 Most likely scenario for managing our infrastructure

This strategy provides an overview of the most likely scenario for the management of our infrastructure. This scenario has been developed by:

- Including the funded capital and operating budget forecasts from the Three Year Plan.
- Using the significant forecasting assumptions contained in Appendix 2 of this strategy.
- Using the assumptions for levels of service, demand and renewals outlined in Appendix 3 of this strategy.
- The preferred options for the significant capital decisions summarised in section 3 of this strategy.
- The estimates are consistent with the most likely scenarios identified for each significant infrastructure issue.

Recent experience and future forecasts indicate that costs associated with complying with required standards are sizeable and significantly more than inflation. This is particularly the case in relation to:

- Renewal of resource consents and compliance with TRMP and national resource management direction
- Drinking water standards
- Anticipated three waters requirements

There are both capital and operating impacts from increasing compliance. The budget forecasts in the 3YP and timing and scale of significant decisions in this Strategy have been, built on current legislation and known changes to standards that are expected. There has been no allowance for standards, that will change where there is currently no indication about the implications of the new standards.

Looking to 2027...

Council will have repaired most of the primary infrastructure damaged during Cyclones Hale and Gabrielle, and we will have progressed the main infrastructure requirements that are necessary for our region's future.

Our research, modelling and future proofing for our region will have completed.

- Our roading network strategic review will inform where we need to build resilience, what levels of service we can afford for our 1800km network and over what period of time it will take to build resilience into our network.
- Alternative water supply research and modelling will also be completed to inform where future investment should be, taking into account security of water from adverse weather events but also understanding any climate change impacts of lower rainfall areas.
- Investigation and modelling of Flood protection across our district will inform where we will build flood protection and map any unintended consequences of flooding from where there

are not any protections in place. We will have a better understanding of where to complete more drainage maintenance and sediment removal works.

At the end of the 3YP our roading network will not be where we were before the cyclones. We will have built back most of serious damage on our roading network but we won't have finished all of it. The reconstruction of the Tinoroto Bluffs is likely to take another year. Around 40-60% of the 61 bridges that were either demolished or damaged will mostly be fixed or replaced. The pace of replacement and repair will be determined by the capacity of our contractors and funding from Waka Kotahi for their share of the costs for recovery on our local roads.

We will still have pot-holes due to our soft geology, the likelihood of increasing rain events, and our limited budget. We will be vulnerable due to any incomplete repairs, worsening the condition of our roads during future adverse weather events. But the majority of the network and the community it serves will be re-connected again.

Our wastewater infrastructure will overflow much less frequently. The water in our rivers and streams will incrementally improve.

Water supply will have high quality and compliant drinking water, and we will be better to respond to the impacts of future adverse weather events on the water supply network.

We would have cleaned up most damaged paths, and erosion prone areas on our reserves, enabling public access again. We will have enhanced our natural buffers around riparian and coastal reserve areas. We will have completed rationalising our extensive network of public conveniences and play spaces, making sure we have the right asset in the right place for resilience. We will have progressed renewing and revitalising our CBD. With the help of external grant funding, we will have completed the second stage of our Kiwa Pools, outdoor area.

We would have completed 65km on Waipaoa Flood protection works, Te Karaka Flood protection works and started construction of new protection works in the city and rural areas.

We would have made significant progress on a new Regional Recovery Centre enabling more sorting and disposal of our waste streams, reducing the overall waste volumes that need to go to landfill. We will have changed our kerbside collections to collect food and garden organic waste. We would have identified options and completed future plans on how best to process waste across and within the district. This is to ensure that we are not dependent on transporting all our waste out of the district but we have a means of treating it within region.

But we will still have a number of hurdles to face going into the next 2027 Infrastructure Strategy...

4.2 Overview of forecast expenditure

For this 3YP, most activities reflect the maintaining of our commitment of the 2021-2031 Long Term Plan. Due to our constraints from both rates increases and debt, and our physical capacity to deliver our recovery plan, there is little scope for us to significantly increase levels of service targets over the next three years. We have had to focus on recovery infrastructure reinstatement, meeting existing levels of service and meeting changes arising from statutory requirements.

Capital expenditure

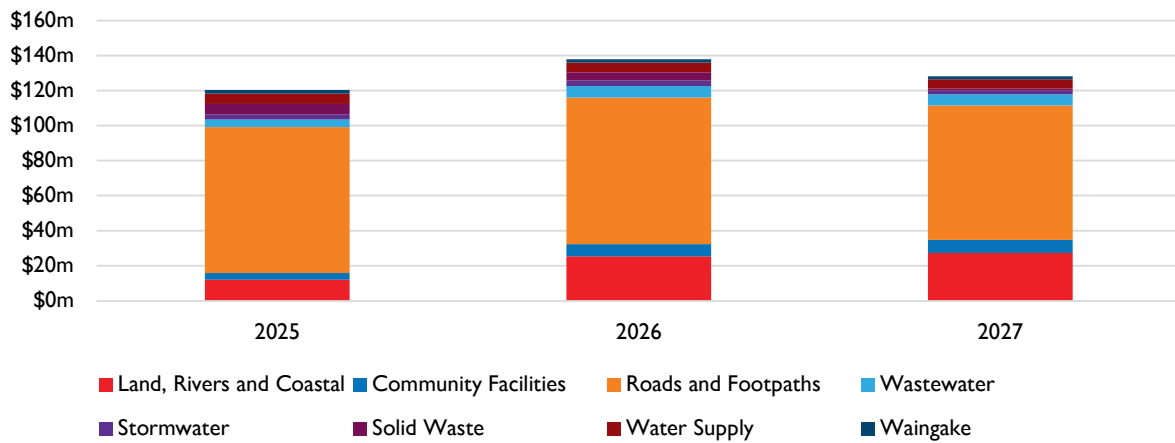
Council has three types of capital expenditure:

- **Maintaining levels of service** – this type of expenditure is usually referred to as “renewals”. This is investment in renewal of existing assets once they reach the end of life e.g. existing roads, pipes.
- **Increased level of service** – a new project/s that improves the level of service provided to our community e.g. building new flood protections where previously there were none.
- **Growth** - Capital investments for new projects that are enable or respond to growth and new needs e.g. new wastewater infrastructure in new neighbourhoods.

Historically Council spends three times more on operational costs than it does on capital investment projects. For this 3YP, capital investment exceeds our operational spend, this has been heavily influenced by significant recovery costs for rebuilding damaged or lost assets and new infrastructure. The estimated requirement for capital investment over the next 3 years is shown in the graph below.

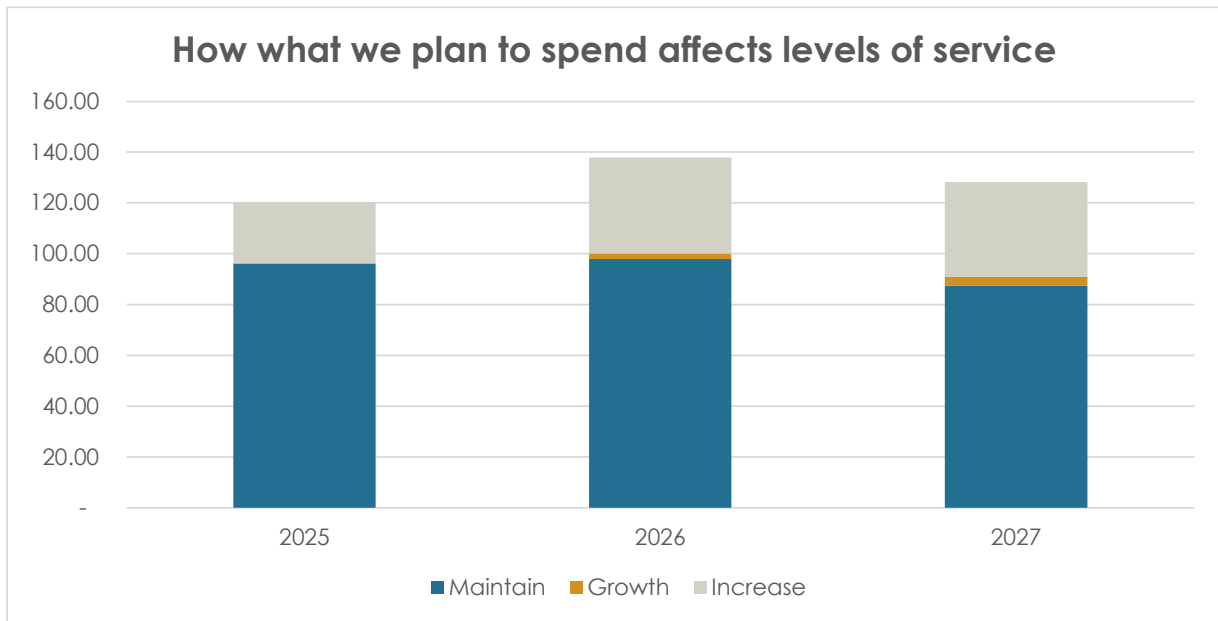
Figure 4 The capital expenditure we have forecast for each asset group for the next 3 years

What we plan to spend on our infrastructure over the next 3 years (inflated)



The forecast expenditure is significantly higher than historical expenditure due to the recovery programme. Roading and footpaths and the flood protection projects make up a significant proportion of the anticipated spend.

Figure 5 Amount of capital expenditure forecast to be spent on maintaining or increasing the current level of service, or extending current services to new users (growth)

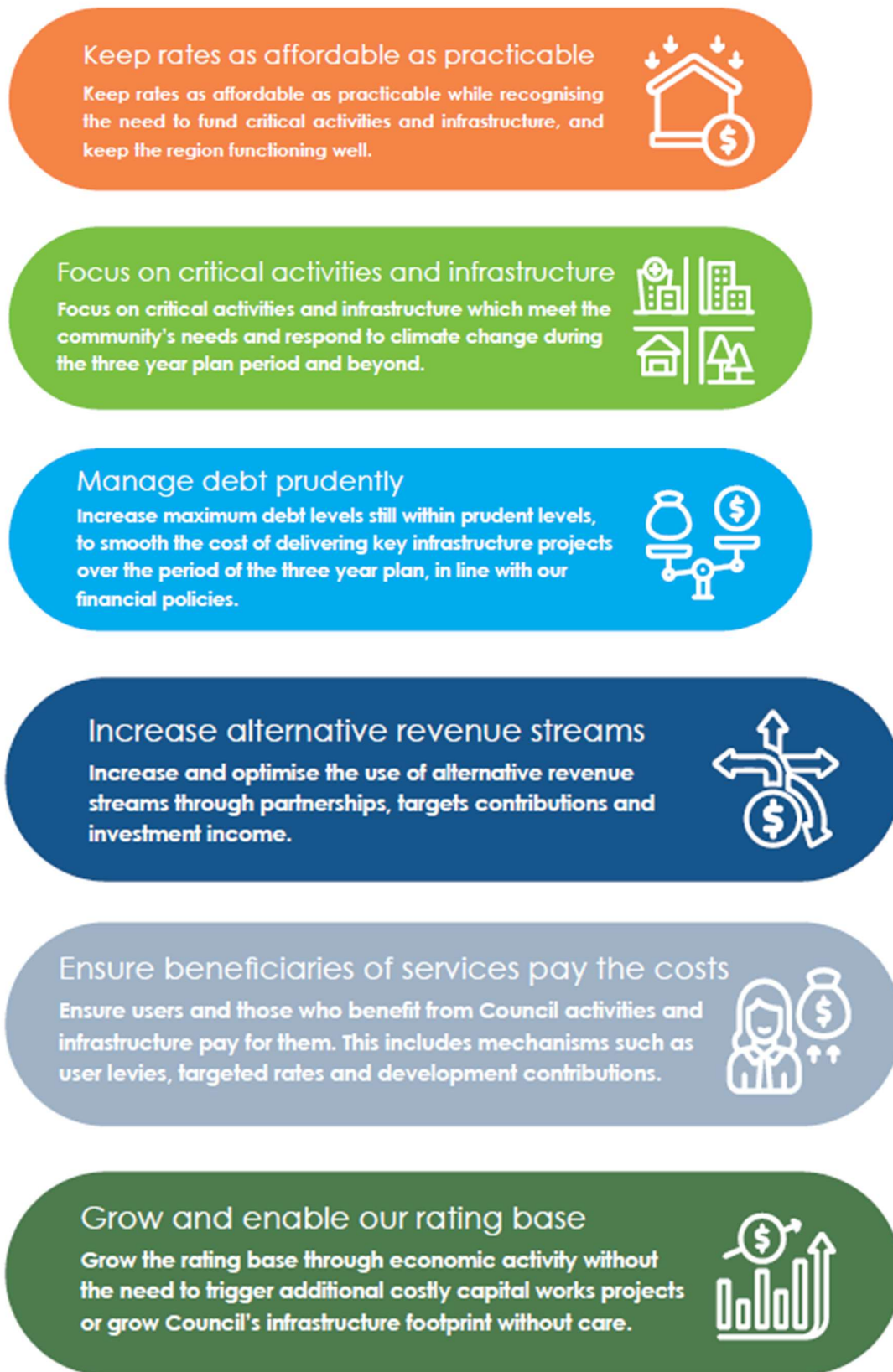


A significant amount of the work we will progress is about maintaining what we have. This reflects the large amount of rebuilding needed to get our roading network back. The increased level of service is heavily focused around the flood protection projects.

Paying for our infrastructure

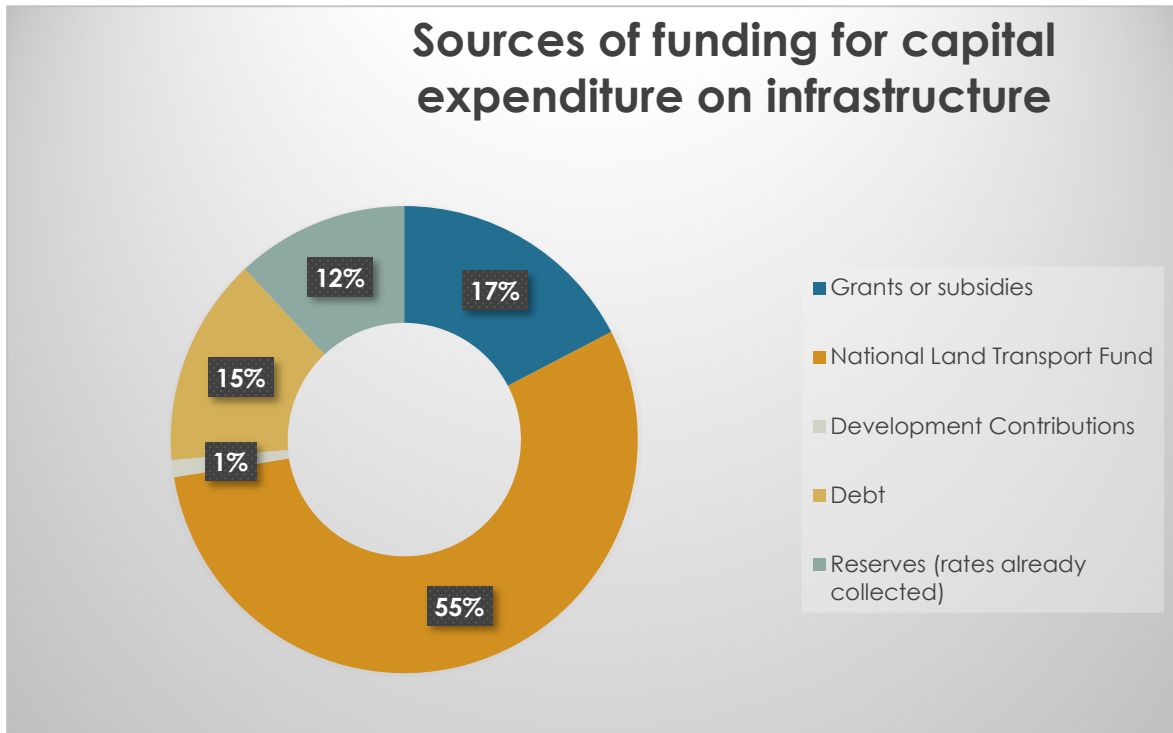
Our Financial Strategy has been updated during development of the 3YP. The Financial Strategy also has a 3-year horizon. It helps Council and the community understand the financial impacts and sustainability of our budget and plans, and the impact on debt and rates. The foundation of the strategy is six inter-linked key strategic principles:

Figure 6 Financial Strategy strategic principles



We intend to fund our capital expenditure using a mix of debt, depreciation reserves, grants and subsidies, development contributions, and the National Land Transport Fund (roading projects only).

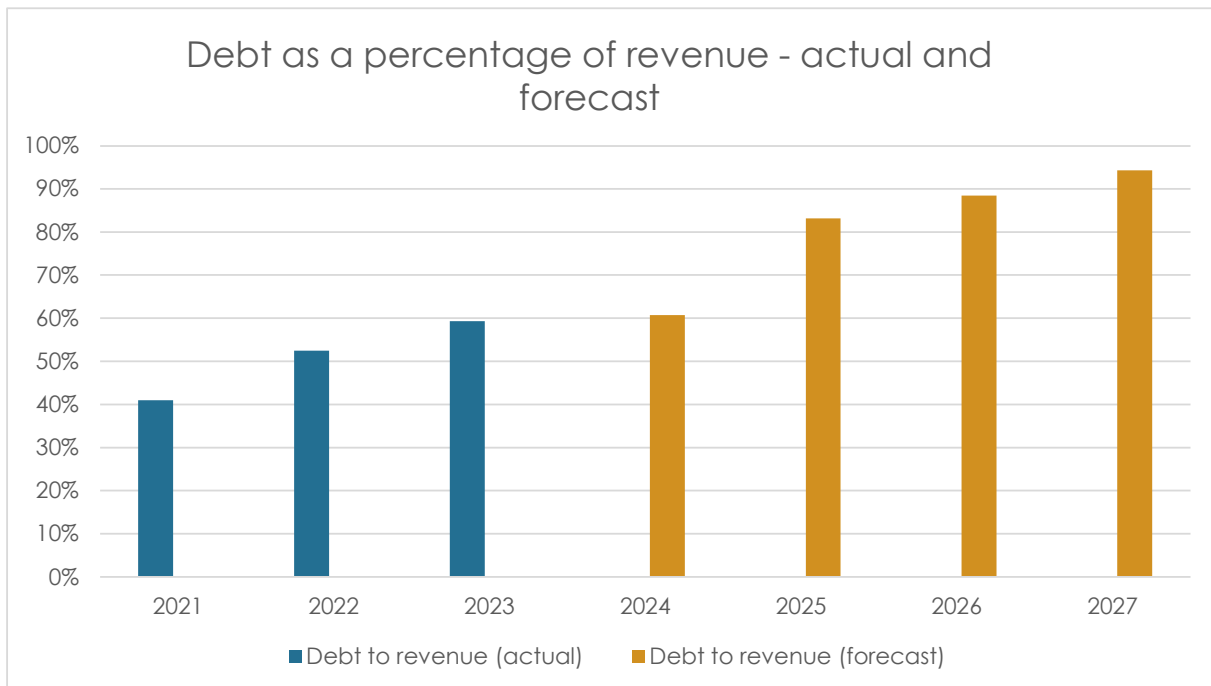
Figure 6: Three Year Plan - sources of funding for capital expenditure on infrastructure.



Due to the significant amount of roading work in our programme the National Land Transport Fund (NLTF) makes up around half our expected funding for delivering capital works. However, this funding will not be confirmed until about September 2024 when the National Land Transport Plan is released. If we cannot get the funding needed through the NLTF then we will need to reprioritise our roading programme accordingly and seek additional external funding.

Our current debt limit is 130% of revenue. For the next three years, we will increase our maximum net-debt to revenue limit to 175%. This increase allows us to fund our significant recovery costs on top of existing infrastructure requirements. For the 3YP, we forecast debt to revenue percentage to be its highest of 157% in 2025/26. There is still some borrowing headroom to respond to emergencies should that be required at any point in the next three years.

Figure 7: Three Year Plan - forecast debt as a percentage of forecast revenue for IS activities



Under the Financial Strategy, average Rates increase to existing ratepayers will be not exceed 11.4%. The total rates increases are based on two sub-limits, the rates cap on doing everyday business (7.9%) and a new recovery rate (3.5%).

The recovery rate focuses on expenditure relating to the costs arising from Cyclone Gabrielle. The new recovery rates have been introduced for 2024/25 onwards. These new rates are to fund and aid recovery. It includes the costs for the FOSAL Category 3 Voluntary Property buyouts, Category 2 increased Flood projection across our district, increased response for sediment removal in our drains and wood debris removal in our water ways.

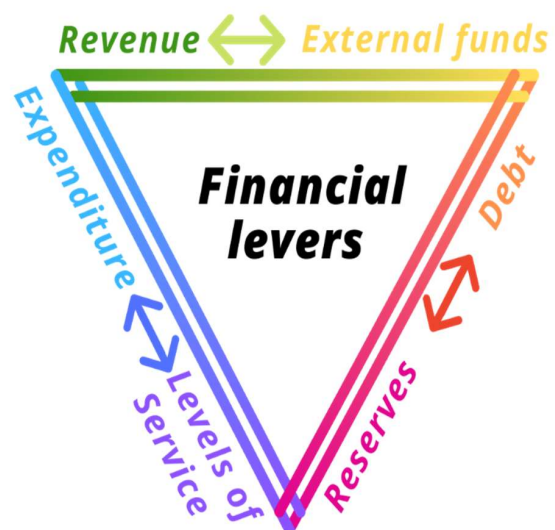
Rates affordability will remain a big challenge, as well as continual maintenance of our roading network and footing the bill for repairs. How we deliver our services and how we build resilience into all our infrastructure, will not only have a critical part on our future costs it will also have an impact on the enduring effectiveness and sustainability of the services that we deliver.

We have three main financial levers to balance the work Council provides to community:

- the amount we spend
- how much debt we take on
- how much revenue we receive

The triangle represents the relationship between the three levers.

Changing one lever, such as increasing costs (expenditure) by providing new services will mean we need to either collect more revenue or use our reserves/debt to fund it. Conversely not



investing in a capital project, will either reduce the need for more revenue or reduce the need to raise more debt.

Expenditure is heavily dependent on the levels of service (how much we do) and the services and assets Council provides to the community. If Council does more – either because it must comply with new standards or because the community would like to see more – then costs will increase. Conversely, if Council reduces levels of service – either due to it no longer being needed or because it is no longer affordable or a priority to provide it to the level we did before, then costs associated with that service will decrease.

The estimated capital expenditure has been used to assess the potential effect on the Council's net-debt to revenue ratio and the Financial Strategy debt limit. This has been prepared using the following assumptions:

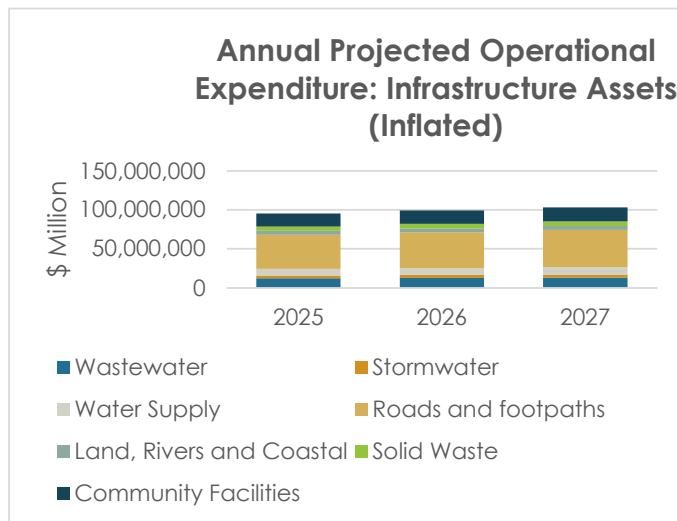
- Capital and operating expenditure in Years 1-3 is as included in the 3YP.
- Net-debt is set at a limit of 175%.
- Rates increases as in the 3YP (up to 11.4% per year).

Operating expenditure

Operating expenditure is what we spend to keep our infrastructure activities and services running. This includes costs we have direct control over, such as staff costs, professional services and maintenance works³, and other costs we cannot control, such as interest, overhead charges and depreciation (wear and tear costs of our assets)⁴.

The estimated requirement for operating expenditure over the next 3 years has been prepared and is shown below. Interest costs for this 3YP have increased significantly since the 2021 strategy, this is driven by the increased capital programme but also higher interest rates.

Figure 8: Annual projected operational expenditure for all infrastructure activities (inflated)



[PLACEHOLDER – Impact on rates information]

³ Assets need to be maintained to maximise their useful lives and replaced to avoid asset failure.

⁴ As new infrastructure is built, Council starts to collect rates for depreciation. This goes towards future funding for the renewal of that infrastructure. When Council builds new infrastructure from scratch due to growth this is funded through loans and development contributions

Āpiti hanga 1: Tirohanga Whānui o tō tātau mōhiotanga o te hanganga

Appendix 1: Overview of our infrastructure knowledge

Good quality infrastructure planning relies on good quality asset knowledge. We need to understand how our assets perform, understand the lifecycle costs and the risks associated with failure. Uncertainty about data for an asset can impact on our financial sustainability.

Table 8 provides a summary of our asset knowledge. This is an overall picture. Over a whole network, there are always some assets needing renewal or maintenance, and performance can vary. The ratings used in Table 8 are based on the NAMS International Infrastructure Management Manual 2015. Further explanation is included in Table 9.

Table 7: Summary of asset knowledge on a network basis

Network	Value \$m DRC*	Overall Condition	Overall Performance	Data Confidence	Implications
Roads and Footpaths	\$1,687m	3-5 Maintenance, recovery repairs and rebuilds, and renewals required. Significant work programme to return all assets to BAU condition.	3 Moderate – 4 Poor	B Reliable	The asset requirements are mostly well understood, but not affordable. There are some data improvements required.
Water Supply	\$138m	2-4 Minor defects and some water main renewals are required in the short-term. There is some recovery and resilience mahi needed for some assets.	2 Good	B Reliable but less reliable for older assets	
Urban stormwater	\$80m	2-4 Minor defects and some stormwater pipe renewals are required in the short-term.	3 Moderate	B Reliable	
Wastewater	\$109m	2-4 Minor defects and some wastewater main renewals are required in the short-term.	3 Moderate	B Reliable but less reliable for older assets	
Land, Rivers and Coastal	\$92m	4 Assets require renewal/upgrade Upgrade of the Waipaoa River Protection Scheme underway.	3 Moderate	B Reliable But less reliable for older assets and coastal assets.	
Recreation and amenity – aquatic facilities, cemeteries, parks	\$66m	2-4 Minor defects only, some assets require renewal/upgrade	3-4 Moderate to poor	B Reliable / C uncertain	A significant budget increase required by 2028 if parks and open

Network	Value \$m DRC*	Overall Condition	Overall Performance	Data Confidence	Implications
and open spaces, sports facilities		shortcomings with sporting facilities to be addressed over the longer-term.			space assets are to be maintained as safe to use and meet community expectations.
Recreation and amenity – play spaces, public conveniences, street trees and gardens	\$6m	2-3 Minor defects and some play spaces and public conveniences require renewal.	2-3 Good to moderate	B Reliable	Renewals are planned in the 2021 LTP, but insufficient to maintain expected levels of service in the long-term. Engagement will occur with the community before levels of service are changed.
Cultural Activities - library and theatres	\$37m	2 Minor defects Only	2 Good minor shortcomings	B Reliable	Most major assets have been recently upgraded except the Soundshell theatre.
Cultural Activities - Museum buildings, Patutahi Hall	\$2m	4 Assets require renewal/ upgrade	3-4 Moderate to poor	B Reliable / C uncertain	Community buildings are ageing, renewals planned for museum buildings in the 2021 LTP.
Solid waste	\$2m	3-4 Maintenance, renewals and upgrades required Historic landfills need a lot of work	3 Moderate	B Reliable / C uncertain	Programme in place to improve knowledge of historic landfills and actions needed.

*Depreciated Replacement Cost as of 30 June 2023

Table 8: Descriptors of asset knowledge adapted from the NAMS International Infrastructure Management Manual 2015

Condition	Performance	Data confidence
1 Very Good	1 Very Good	A Highly reliable Systematic and fully optimised data programme. Dataset accurate $\pm 2\%$.
2 Minor defects only Only minor maintenance works needed	2 Good	B Reliable Reliable data in information system with analysis and reporting. Dataset accurate $\pm 10\%$.
3 Maintenance required Maintenance needed to return the expected level of service	3 Moderate	C Uncertain Sufficient information to support basic analysis Dataset accurate $\pm 25\%$.
4 Assets require renewal/ upgrade	4 Poor	D Very uncertain Basic /incomplete information based on assumptions Dataset accurate $\pm 40\%$.
5 Very Poor Approaching unserviceable	5 Very poor	E Unknown No asset register

How good is our infrastructure information?

We have undertaken substantial work to improve the reliability of data that underpins our asset management plans. We have reviewed our asset reliability grading system and adjusted the gradings we use to align with international standards and best practice. Most assets are now included in a consolidated asset management system. We are also developing a data improvement programme, including reviewing data research and resourcing requirements. This work will continue over the next few years.

We are committed to improving data collection and analysis for assets where the current data confidence rating is less reliable.

Levels of uncertainty and implications

Good quality asset management relies on good quality asset knowledge. We have reliable information about the condition of our critical infrastructure, which means we are able to confidently plan for the maintenance and renewal of these assets.

The rest of our asset data reliability is generally grade B or C, although information on some older assets is less reliable. This means that the data used to forecast maintenance requirements and when renewals are needed has an uncertainty of about 10% to 25%, and that renewal and maintenance in any year could vary to this extent.

Some assets will fail before reaching the end of their expected useful life, and some will last longer. For this reason, we are moving to a risk and condition-based approach to planning renewals rather than an age-based approach. We have assumed we will be able to manage this variance within the budgets we have set by prioritising renewals each year based on risk of failure.

Āpitihanganga 2: Ngā whakaaro mō te whakahaere hanganga

Appendix 2: Assumptions about infrastructure management

This section sets out the assumptions we have used to develop the most likely scenario for management of our infrastructure assets over the next thirty years.

More detail on these assumptions is provided in the significant forecasting assumptions that accompany the 3YP. More information on growth can be found in Appendix 3.

Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
Capital programme and infrastructure assets			
All new infrastructure assets or significant changes to existing assets are accurately identified in the Infrastructure Strategy	Low	Forecast renewal and maintenance programmes may be inaccurate, resulting in unplanned expenditure	Asset management planning practices
<p>The useful life of all significant assets is accurately recorded in Council's asset management plans.</p> <p>All significant assets are replaced at the end of their useful life unless otherwise identified in the Three Year Plan and Infrastructure Strategy.</p>	<p>Medium</p> <p>We have continued to improve our asset data over the last three years, which allows us to better forecast the life cycle of assets.</p> <p>There are information gaps in some asset classes and condition/performance data is often less certain. This affects the reliability of future renewal forecasts.</p>	<p>Occasionally an asset will fail prior to its expected end of life, when this occurs, we either:</p> <ul style="list-style-type: none"> Carry out reactive maintenance to immediately return it to service; or Prioritise its replacement against the planned programme and renew it accordingly. <p>Reactive rather than proactive maintenance and renewals tend to be more expensive and cause more disruption to the community and business.</p>	<p>Condition assessments of critical infrastructure prioritised.</p> <p>Council has an ongoing programme to obtain improved information on the age and condition of its assets.</p>
Growth and Decline in Demand			
<p>The population of the Gisborne District will continue to grow with the growth primarily focused around the Gisborne Urban Area. A medium to high growth projection is assumed⁵.</p> <p>A growth rate for rateable properties of 0.5% per year is assumed for the 3YP.</p>	Low	<p>If the rate of growth or change in population structure is different from what has been predicted, changes will need to be made to the timing of the growth programmes and type of infrastructure and services delivered.</p> <p>Increased capital and operational expenditure may be required to meet the needs of both the younger and older populations.</p>	<p>The three-year review of AMPs and the LTP minimises the risk of expenditure not matching growth or community requirements.</p> <p>Infrastructure planning considers high growth projection as a sensitivity test.</p>
<p>The number of households is likely to increase at a slightly faster rate than population, as household size declines. This is likely to increase the demand for Council services.</p>			
<p>Non-resident demand for holiday home properties will</p>			

⁵ Environmental Scan 2023

Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
<p>be maintained at the current proportion of dwellings which are used as holiday homes.</p> <p>The region has a high population of people aged under 15 and over 65. The population forecasts reflect a general ageing of the population.</p> <p>The types of services and infrastructure an ageing population will need (such as accessibility and recreational needs), will be different to the needs of other population groups (such as the younger population).</p> <p>The increasing age of the population and the lower percentage of working age population is likely to have an impact on some residents' ability to pay for services and the types of services required.</p>			
<p>There will be no significant change to industrial/commercial demands on infrastructure (with the exception of the growth of heavy vehicles associated with forestry harvests).</p>	<p>Medium</p> <p>Infrastructure planning generally allows for some increase in industrial demand, but of a minor nature.</p>	<p>A significant change to the economy, such as a large employer choosing to locate in the region, may require Council to review and change its current activities and levels of service.</p>	<p>Demands of new industries/business will be quantified and an amendment to the Three Year Plan developed if the costs or change to levels of service are significant.</p> <p>The TRMP review project will consider impact of zoning and land use change on infrastructure requirements.</p>
<p>Any changes to transport type and volume within the Gisborne District will not exceed projections.</p>	<p>Medium</p>	<p>Higher than forecast volumes of heavy traffic (such as logging trucks) would require greater road maintenance and upgrades, resulting in significant unbudgeted costs or increased deferred maintenance.</p>	<p>Volumes of heavy traffic are reassessed every three years.</p>

Levels of Service

<p>Levels of service will vary over the next 3 years as we continue to recover from recent severe weather events. Levels of service will be lower for assets than was previously in place before Cyclone Gabrielle. Expenditure on restoring the key infrastructure, maintenance and renewals will be prioritised in terms of condition of assets and their criticality.</p> <p>Some major projects will increase the level of service after the project is completed.</p>	<p>Low</p> <p>The level of service is largely established by the infrastructure already in place. In the longer-term (beyond the life of the Three Year Plan), levels of service may be impacted by climate change.</p>	<p>Costs may increase requiring an increase in rates or a reduction in levels of service in other areas. Rates affordability may require a reduction in levels of service.</p>	
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Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
<p>Conditions of resource consents held by Council for water takes, stormwater discharges, wastewater and solid waste management will have more stringent conditions.</p> <p>Conditions on other types of infrastructure consents held by Council will not be significantly altered.</p> <p>Significant consents that will be obtained/ maintained over the 3YP period are:</p> <ul style="list-style-type: none"> • Te Arai water take for municipal supply (expires 2026) • Waiaapu landfill (expires 2025) • Te Araroa waste transfer station (expires 2025) • Wastewater overflows (2026) 	<p>Medium</p> <p>We know that consent conditions are likely to change, but the extent of change is unknown until resource consent processes are complete.</p>	<p>Conditions required to obtain/maintain may result in higher costs than projected, and these costs will not be covered by planned funding.</p> <p>Inability to obtain key consents may result in Council being unable to provide key services.</p>	<p>Advance warning of likely changes is anticipated.</p> <p>Early engagement with mana whenua, stakeholders and consenting team will identify areas of change early.</p>
<p>New legislative and regulatory three waters requirements (water, wastewater and stormwater) will require Council to undertake significant operational and regulatory changes to meet new mandatory standards, including exploring collaborative approaches to water service delivery.</p>	<p>High</p> <p>The Three Waters reform work is due to be repealed and further change expected to occur within the period of the Three Year Plan. At the time of preparing this strategy, we are unable to determine how potential legislative change might impact its operation or quantify the potential financial impact.</p>	<p>Responding to changes in legislation and political direction is part of normal Council operations.</p> <p>Current budget and resourcing allocations may be insufficient to meet new standards.</p> <p>The more significant issue is the affordability of any required changes for ratepayers.</p>	<p>Legislative changes generally have transition periods for Councils to respond as necessary.</p> <p>The three-year review of AMPs allows asset managers to respond to changes to legislative reform.</p>
<p>Council will continue to deliver water, wastewater and stormwater services over the life of the Three Year Plan.</p>	<p>Medium</p>	<p>New structures to manage particular classes of assets (such as a water CCO) would impact the way the assets are managed, particularly the synergies between the current infrastructure activities although the fundamental service delivered by the asset is likely to remain the same.</p> <p>Infrastructure challenges such as renewal, resilience, and changes in growth and demand exist regardless of the organisation that provides these services.</p>	<p>The three-year review of AMPs allows asset managers to respond to changes to legislative reform.</p> <p>The infrastructure strategy discloses the issues we expect will arise, or will be faced, in the water, stormwater and wastewater activities. This will inform future decision-making once there is more certainty on the shape of three waters into the future.</p>
Other significant assumptions			
<p>Government assistance in the event of a natural disaster will remain the same as present.</p>	<p>Low</p> <p>The national CDEM Plan was due for review in 2020. This Plan covers Government financial support to local authorities during recovery. The current plan remains in place until it is replaced.</p>	<p>Changes to Government the assistance for recovery of underground infrastructure may require Council to respond with changes in its insurance or other actions.</p> <p>No allowance has yet been made in our financial estimates.</p>	

Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
<p>Natural hazards, such as floods, will cause damage to Council infrastructure. It is assumed that there will be some minor natural hazard events during the Three Year Plan period, for example flooding. It is assumed that no natural hazard or disaster causes widespread or catastrophic damage to Council infrastructure during the Infrastructure Strategy period.</p>	<p>Medium</p>	<p>Extreme weather events have the potential to cause significant damage to the District's infrastructure.</p> <p>In the event of a medium or larger event, Council's emergency reserves may not be adequate. Council may have to review its levels of service, its investment in facilities and infrastructure and consider exceeding limits in its Financial Strategy to support the recovery of the district.</p>	<p>The CDEM Group has response and recovery plans for such eventualities that include lifelines.</p> <p>Sufficient borrowing capacity and insurance to fund minor-moderate damage to infrastructure.</p>
<p>Climate change: Changes to weather patterns and impacts on the coastal environment as per the 2020 NIWA report.</p> <p>Climate change will have impacts on existing infrastructure assets. For some assets the level of service will reduce over time unless upgrades are made or assets are relocated or protected.</p> <p>Current climate change trends will be allowed for when planning infrastructure and services.</p>	<p>Medium</p> <p>The longer-term impacts of climate change for Council infrastructure, and level of central government support and assistance is unknown and may be insufficient.</p>	<p>The effects of Climate Change occurring more quickly than anticipated may require Council to review and change its current activities and levels of service. This could have a significant financial impact on the community.</p>	<p>Provision is being made to adapt new and existing infrastructure as it is built or replaced for climate change, based on NIWA predictions for 2090, given the long life cycle of assets. If the changes are different from what is predicted, this will be assessed as they become evident.</p>
<p>Financial</p>			
<p>All asset revaluations are a best estimate based on historical asset values, national infrastructure contract rates, forecast capital expenditure, BERL inflation indices and other indices.</p> <p>All revaluations result in an appropriate change to revaluation reserves and the depreciation expense.</p>	<p>Medium</p>	<p>If asset values change significantly, the costs of funding depreciation may increase. Council may need to consider increasing fees and charges and/or rates to pay for the increased costs of funding depreciation.</p> <p>If value changes significantly, depreciation funding may be insufficient to fund asset replacement and loans will need to be raised instead.</p> <p>If our depreciation does not appropriately recognise the "wear and tear" cost, the costs will not be fully reflected in today's costs on current ratepayers. They will instead be passed onto tomorrow's ratepayer impacting on future generations affordability.</p>	<p>Revaluation occurs every three years for property, and adjustments made every year based on construction and other cost movements.</p> <p>Revaluation occurs every year for roading assets.</p> <p>Four waters – external revaluation of index rates and review of useful lives occurs every three years. In the interim years, unit rates are reviewed by use of updated indexed movements supplied from Stats NZ.</p> <p>Council could decide not to fund depreciation. However, the funding of depreciation would need to at least match the need to pay principle repayments on loans, based on whether the assets will be replaced or on what level of external funding is likely to be received in the future for the funding of replaced assets.</p>
<p>Asset Replacement Cost values are set based on national rates.</p>	<p>Medium</p> <p>Due to our isolated location we tend to pay more for infrastructure due to limited contractor competition and cartage costs. Increasing compliance costs associated with meeting Health & Safety requirements may also be passed on by contractors.</p>		

Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
<p>NZTA Financial Assistance Rate (FAR) increases and remains at 68% throughout the 3YP. Council's local share is affordable.</p> <p>Recovery and emergency works due to Cyclones Gabrielle and Hale will be funded at least 88%. Some response costs will be funded up to 95%.</p> <p>Requirements and specifications for the performance of subsidised work will not alter to the extent that it impacts adversely on operating costs.</p>	Low	<p>Council's cost share is increased if FAR is reduced. If local share is not affordable, Council may need to consider reducing its programme of transport infrastructure investment and, levels of service may decrease as a result.</p> <p>Changes to the funding priorities of NZTA are outside Council control and they vary from project to project. The maximum financial impact would be the elimination of the subsidy.</p>	Regular communication and engagement with NZTA through the Regional Transport Committee and Strategic Transport Advisory group.
<p>Council will receive the operational and capital revenue included in the bid to the National Land Transport Fund (NLTF)⁶. Any variations to this will be minor and immaterial and will not impact delivery and levels of service.</p>	High	<p>If Council does not receive the bid amount for operational and capital expenditure:</p> <p>If less than 5% reduction against the bid amount, then the programme would be spread over full delivery across the network and there would be minimal impact on delivery and expected level of service.</p> <p>If more than 5% reduction against the bid amount, Council will need to look for alternative sources of funding, potentially reduce levels of service in some areas, and may have to reduce or delay some capital expenditure.</p>	Regular communication and engagement with Waka Kotahi through the Regional Transport Committee and Strategic Transport Advisory group.
<p>External funding for projects, when stated, will be realised.</p>	Low	Difficulties obtaining funding may result in reductions or delays in the capital works programme.	We will only proceed with projects to the extent of external funding received or reprioritizing projects.
<p>Confirmed funding contracts with central Government for infrastructure projects are not withdrawn or reduced.</p>	<p>Medium</p> <p>Government priorities may change.</p>	<p>The likelihood of funding being removed for infrastructure projects is low as investment in infrastructure delivery is consistent with Government's priorities stated in coalition agreements. However, the impact would be high - some projects may not be able to proceed if funding is withdrawn or reduced. Council may need to review the external funding component of the project and the rates contribution.</p>	Regular communication and engagement with key departments and Ministers.
<p>New funding streams may become available to assist with infrastructure delivery, climate change adaptation</p>	High	New funding may mean some projects can be fast-tracked or limit rates increases in future years if	

⁶ This assumption is required due to a delay in the process for this round of the NLTF process.

Assumption	Level of Uncertainty	Implications if incorrect	Mitigation
measures and to recognise increased responsibilities placed on local authorities by central government.		<p>borrowing is reduced. The Revenue & Financing Policy allows such funding sources to be utilised.</p> <p>New funding streams are not available or are complex to access and require additional resourcing to manage.</p>	
<p>The cost per tonne for municipal landfills will increase from \$50 to \$60 from 1 July 2024. No further increases have been announced.</p> <p>The levy has also expanded to include additional fill types. Council's waste is disposed of at these types of fills. This will increase construction contract costs if alternative methods of disposal or reuse are not used.</p>	<p>Low</p> <p>The levy is in place and there has been no indication of changes with the change in Government.</p>	<p>If the levy is reduced then this could reduce the future costs to Council.</p>	
<p>Due to an increase in the waste levy there will be additional revenue available for initiatives that support waste reduction e.g. NZ-based recycling infrastructure.</p>		<p>If the levy increase is not implemented in line with the current plan then this will reduce the potential revenue available for Council.</p>	
<p>Revenue from development contributions will be at or above the levels predicted in the Development Contributions Policy.</p>	<p>Low</p>	<p>If the number of new properties paying development contributions is less than forecast over the funding life of assets, then the revenue will not be sufficient to fund the growth component of the capital programme.</p> <p>The altered timing will impact on Council's cash flows and may necessitate changes to planned borrowing. Increased debt being held by Council may impact on debt limits under the Financial Strategy. Either a rates increase or levels of service decrease may be required as a result.</p> <p>Planned projects to increase network capacity to support growth may not be needed and would not occur.</p>	

Āpitianga 3: Ngā whakaaro mō ngā Ratonga Kōeketanga me te Whakarahinga Whakatipu

Appendix 3: Assumptions about Levels of Service and Growth in Demand

This section sets out the assumptions about the level of service our infrastructure will provide. We have used these assumptions to develop the most likely scenario for management of our infrastructure assets over the next three years.

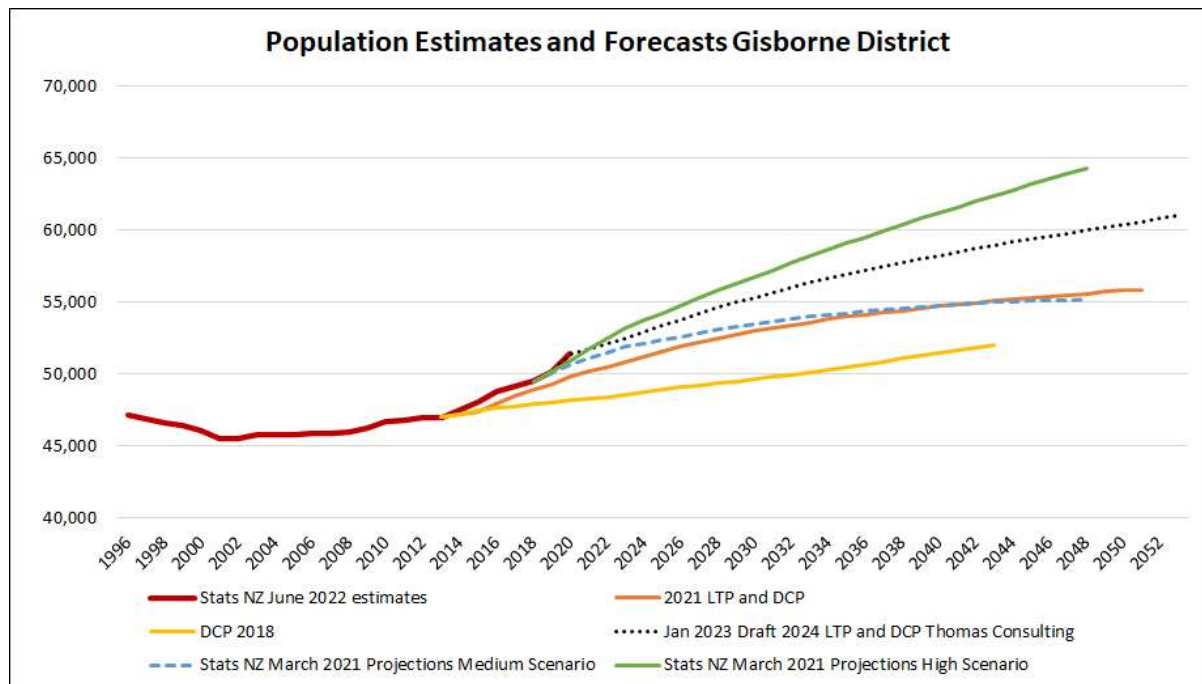
Growth in demand

We forecast the infrastructure required to provide for growth by analysing:

- Population projections.
- Hydrological network and process modelling.
- Capacity reviews at water and wastewater treatment plants.
- Strategic infrastructure requirements determined through structure planning.
- Engagement with government agencies and mana whenua on future infrastructure requirements
- Developing integrated catchment management plans (ICMPs) which will identify issues and propose best practicable solutions for growth on a catchment basis.

Population projections

Gisborne is currently experiencing a period of higher than forecast population growth. This means we need to review the impact of updated growth forecasts on our infrastructure requirements and develop further options to provide for growth.



We have assumed that the population of the Gisborne District will continue to grow with the growth primarily focused around the Gisborne Urban Area.

Under this assumption, the population will grow to around 55,330 by 2030 and 60,400 by 2050 (Thomas Consulting 2023 Update). By comparison, the population forecasting used to support the 2021 LTP suggested a population of around 53,200 by 2031 and 55,800 by 2051.

Population growth and demand for more housing has implications for our infrastructure and delivery of community services affecting both capital and operational expenditure.

Updating the Tairāwhiti Resource Management Plan (TRMP) continues to be one of our priorities for the 2024 3YP. We expect effort to be placed on planning for growth via the implementation of the Future Development Strategy (once adopted), aside from those already planned in relation to development of the Taruheru greenfield site. This will ensure that infrastructure growth projects align with the strategic direction, and rules contained in the new TRMP.

Key levels of service over the next three years

The following table summarises the key levels of service for each activity area and whether it is consider BAU or recovery.

Activity	Key levels of service	Type of level of service
Water Supply	Improve Compliance with NZ's Drinking Water Standards, investing in UV Treatment	BAU
	Improve capacity and resilience around our reservoirs	Recovery
	Planning, modelling for alternative water supply sites	Recovery
	Increase back up of replacement pipes for immediate reinstatement while water source is vulnerable to debris and further rain events	Recovery
Wastewater	Reduce incidences of wastewater overflows into our waterways	Recovery
	Accelerate renewals of ageing infrastructure	BAU
Stormwater	Reduce incidences of wastewater overflows into our waterways	BAU
	Maintain the levels of service for stormwater overflows on private properties	BAU
Land, Rivers and Coastal	Increase removal of sediment build up and drainage maintenance	Recovery
	Modelling effects and impacts of drainage network to determine optimum and effective maintenance programme.	Recovery
	Accelerated implementation and extension of the Waipaoa River Flood Control Scheme	BAU and Recovery
	Increase Karaka Flood Control Scheme	Recovery
	Modelling, feasibility and design for optimal flood protection options across Tairāwhiti	Recovery
	Increase flood protection of residential properties within our rural communities (Category 2)	Recovery
	Increase Flood Protection of residential properties within Gisborne city (Category 2)	Recovery
Roading and footpaths	Levels of service will be lower on the roading network as we work to repair our cyclone damaged roads	BAU
	Staged reinstatement of cyclone damage network over the next 1-5 years	Recovery

	Planning and modelling to design a resilient, safe and affordable network for the next 30 years	Recovery
Solid Waste	Improving household kerbside collection for food and garden waste	BAU
	Invest in organic waste processing and resource recovery infrastructure	BAU
	Planning for alternative landfill sites, and for the disposal of organic and/or general waste within our region	BAU and Recovery
	Increase removal of woody debris from waterways, beaches	Recovery
Community facilities	Rationalising public conveniences and play spaces. Making sure the right asset is in the right place	BAU
	Cemeteries - new site away from high ground water tables, providing also for future capacity.	BAU and Recovery
	Renewals on ageing community property infrastructure	BAU
	Riparian and Coastal Reserve areas: enhancing natural buffers through native planting	BAU and Recovery
	Reinstating cyclone damage walkway connections and erosion prone reserve areas	Recovery
	Completion of outdoor pool and space at Kiwa Pools	BAU
	Renew ageing CBD community facilities	BAU

Āpitihianga 4: Ngā whakature me te anga kaupapa here

Appendix 4: Legislative, Regulatory and Policy Framework

Aotearoa New Zealand Freight and Supply Chain Strategy

What is it?

The purpose of the strategy is to address the increasing challenges faced by the supply chain, stemming from factors such as climate change, geopolitical volatility, new technologies and population growth. Recognising that the current system is ill-equipped to handle these challenges, the strategy aims to create a more integrated approach over a 30-year period, with milestones at 10 and 3 years. Aligned with New Zealand's goal to create a high wage, low-emission economy, the strategy outlines plans for zero-emissions freight transport, a reliable supply chain, high productivity, safety and environmental sustainability.

How is it relevant to our infrastructure?

The strategy does not specifically refer to local government, giving effect to this strategy will require involvement and co-operation from local councils. This will impact on GDC's assets and services and rethinking the way in which they contribute to the freight supply chain.

Te Rautaki Para Waste Strategy

What is it?

This strategy outlines a comprehensive, long-term plan for New Zealand to transition to a low-emissions, low waste society by 2050, incorporating principles of a circular economy.

How is it relevant to our infrastructure?

The strategy directly impacts local government, including the GDC, through specific legislative requirements. Section 44 of the Waste Minimisation Act 2008 states that when a territorial authority is developing or revising a waste management and minimisation plan, it is obligated to consider the NZ Waste Strategy. Additionally, section 48 empowers the government to instruct a territorial authority to modify its waste management plan to align with the national waste strategy.

Arataki 30 Year Plan

What is it?

The purpose of the Arataki 30-year plan is to transform the land transport system in Aotearoa New Zealand. Arataki uses the Transport Outcomes Framework developed by Te Manatū Waka Ministry of Transport which seeks to create a system centred around the wellbeing of New Zealanders and making places great to live. Five outcomes contributing to this purpose are: inclusive access, healthy and safe people, economic prosperity, environmental sustainability and resilience and security.

How is it relevant to our infrastructure?

Council is responsible for part of our region's land transport system. The directions below were identified in the Plan as the most important issues to be resolved over the next 10 years in Tairāwhiti.

- Rebuild networks destroyed by Cyclone Gabrielle.
- Enable and support the region's transition to a low carbon economy.
- Improve resilience and efficiency of key connections to west and south.
- Improve access to social and economic opportunities, especially public transport, walking and cycling.
- Reduce vehicle kilometres travelled.
- Reduce harm caused by regions transport system, especially safety and pollutants dangerous to health.
- Encourage development in areas that already have good travel choices and shorter trip lengths.
- Accelerate delivery of walking and cycling networks, predominantly through reshaping existing streets, making these options safe and attractive.
- Explore emerging technologies to improve access to social and economic opportunities.
- Explore opportunities to move to a more multimodal freight system with greater use of rail and coastal shipping.
- Continue to implement road safety plans and programmes, with focus on iwi Māori.
- Reduce financial/ other barriers to iwi Māori getting driver's licence in areas not well served by public transport.
- Improve/maintain physical access to marae, papakāinga, wāhi tapu and wāhi taonga.

Rautaki Hanganga o Aotearoa New Zealand Infrastructure Strategy

What is it?

New Zealand has a large number of organisations responsible for the many parts of the infrastructure system and lifecycle. To get the most out of our infrastructure, for both the present and the future, we need to look across the whole system, rather than just any one part. Unlike many countries, New Zealand has not had, until the adoption of this strategy, an organisation or strategy with this system-wide perspective.

The strategy takes a more holistic view of the infrastructure system. It also has a longer-term horizon looking out 30 years (similar to councils' infrastructure strategies). A 30 year horizon requires us to think about trends such as technology advancements, our changing climate and population change, and the impacts these will have on infrastructure decision-making over the coming years and decades.

The five objectives of the strategy are:

1. Enabling a net zero carbon emissions Aotearoa through rapid development of clean energy and reducing the carbon emissions from infrastructure.

2. Supporting towns and regions to flourish through better physical and digital connectivity and freight and supply chains.
3. Building attractive and inclusive cities that respond to population growth, unaffordable housing and traffic congestion through better long-term planning, pricing, and good public transport.
4. Strengthening resilience to shocks and stresses by taking a coordinated and planned approach to risks based on good-quality information.
5. Moving to a circular economy by setting a national direction for waste, managing pressure on landfills, and waste-recovery infrastructure and developing a framework for the operation of waste-to-energy infrastructure.

How is it relevant to our infrastructure?

The national strategy provides strategic direction for our part to play in the collective infrastructure provision for our region. Our regional aspirations and objectives are very similar to the national strategy, although we are focused on our place rather than the whole of Aotearoa.

The strategy included recommendations to Government on next steps. It is anticipated that for any actions the Government pursue these will have an impact on our delivery of infrastructure for the region – this may be increased regulatory requirements, or perhaps new ways of doing things. This may require immediate changes during the life of this strategy or influence infrastructure options for the 2027 Infrastructure Strategy.

National Adaptation Plan

The National Adaptation Plan sets out Aotearoa New Zealand's long-term strategy and first national adaptation plan. It sets out the Government's approach to adaptation including Government-led strategies, policies and proposals that will help New Zealanders adapt to the changing climate and its effects – so we can reduce the potential harm of climate change, as well as seize the opportunities that arise. It responds to the risks identified in the [National Climate Change Risk Assessment 2020](#), which was prepared under the Climate Change Response Act 2002. It also draws upon the latest science from the Intergovernmental Panel on Climate Change and builds on recommendations of the Climate Change Adaptation Technical Working Group from 2018.

Adapting to the effects of climate change is a continuous process. This plan is the first in a series of national adaptation plans that will be prepared every six years. Each plan will respond to a new national climate change risk assessment.

The following table provides a snapshot of actions in the plan that are relevant to Council infrastructure and services.

Priority Area 1: Enabling better risk-informed decisions			
Section	Actions with direct impact on local government		What this means for Council
Chapter 3: Enabling better risk-informed decisions	3.1	Provide access to the latest climate projections data: this will give New Zealanders the regional and local data they need to assess future climate risks.	<ul style="list-style-type: none"> • Likely to facilitate a localised and Tairāwhiti-focused version of climate change projections for our community. • Need to create innovative and suitable climate change

	3.2	Design and develop risk and resilience and climate adaptation information portals: these will provide information and data about natural hazards and climate change risks. They will help communities make informed decisions and design adaptation solutions.	<p>communication approaches for iwi/hapū and our community.</p> <ul style="list-style-type: none"> • Inclusion of robust climate change and natural hazard information in LIMs and our planning documents. • Expensive cost of getting robust natural hazard data, including community risk acceptability. • Impact on staff time or additional resourcing. • Meaningful engagement of our community in adaptation planning and management. • Participation in local government group for risk and resilience portal development
	3.23	Develop 3D coastal mapping: this will help councils assess the impact of sea-level rise, tsunami and storm surges on their communities, infrastructure, and biodiversity.	
	3.6	Improve natural hazard information on Land Information Memoranda (LIM): this will give councils greater certainty about what hazard information to include on the LIM.	
	3.7.5	Regularly update adaptation guidance for local government will support local government to consider adaptation in planning and decisions.	
Priority Area 2: Ensuring our planning and infrastructure investment decisions drive climate-resilient development in the right locations			
Section	Actions with direct impact on local government		What this means for Council
Chapter 4: Driving climate-resilient development in the right locations.	4.1	Reform the resource management system: this will include objectives to better prepare for adaptation and risks from natural hazards, and better mitigation of emissions contributing to climate change. While the reform will play an essential role in ensuring future development occurs in the right places, there are also some near-term changes that will help drive suitably placed development during the transition to the reformed system. For example, action 3.6 to improve natural hazard information on LIMS and action 3.1 providing access to projections data.	<ul style="list-style-type: none"> • Exercising relevant resource management powers under legislation to encourage resilience building in the region. TRMP review and the climate change risk assessment will provide data regarding the vulnerable areas to inform our planning to align with Government's policy goals. • Using the consenting process to discourage the siting of assets and development in areas exposed and vulnerable to climate change risks. • Cost and resourcing to deliver on the various pieces of work that need to occur. Some are already ongoing under the TRMP review and climate change work programme.
	4.2	Set national direction on natural hazard risk management and climate	<ul style="list-style-type: none"> • Localised implementation of the expected new National Planning Framework.

		adaptation through the proposed new National Planning Framework: this will set clear direction for local authorities on how to achieve the climate resilience outcomes in the proposed Natural and Built Environments Act.	<ul style="list-style-type: none"> Implementation costs.
	4.5	Reform institutional arrangements for water services: this will create new water entities that will work with councils and communities to improve health and wellbeing outcomes and protect the environment for generations to come.	<ul style="list-style-type: none"> Loss of direct control over 4waters management. Transition management as we shift from the current system to the new management entities for 4waters.
Priority Area 3: Adaptation options including managed retreat			
Section	Actions with direct impact on local government		What this means for Council
Chapter 5: Adaptation options including managed retreat	5.1	Pass legislation to support managed retreat: this will address the complex issues around retreating from at-risk areas exposed to climate hazards.	<ul style="list-style-type: none"> Likely clear direction on implementing managed retreat in the region.
	5.2	The future for local government review: this is likely to include recommendations on what local government does, how it does it, and how it pays for it. This will include what should change in funding and financing to ensure viability and sustainability, fairness, and equity, and maximum wellbeing.	<ul style="list-style-type: none"> Huge organisational adaptation costs. Increased social pressure to support community/regional adaptation.
	5.3	Complete case study to explore co-investment for flood resilience: this will focus on addressing the challenges facing small local authorities and vulnerable communities in funding flood risk management.	<ul style="list-style-type: none"> Likely to benefit Council if the outcome of the case study supports greater Government funding for local authorities.
	5.5	Publish the programme of work on how Aotearoa meets the costs of climate change and invests in resilience: this will investigate additional investment from public and private sources to respond to the growing risks from climate change.	<ul style="list-style-type: none"> Localised implementation of climate change adaptation work. Huge adaptation cost. Need for addition/external funding channels.
	5.6	Scope a resilience standard or code for infrastructure: this will encourage risk reduction and	<ul style="list-style-type: none"> Compliance when undertaking any new infrastructure project and retrofitting existing infrastructure for

		resilience planning in existing and new assets.	<ul style="list-style-type: none"> compliance to the resilience standard. Cost implication. Planning and streamlining to align with new Government standards.
	5.9	Prioritise nature-based solutions: this will investigate how to ensure nature-based solutions are considered in planning and regulations, where possible, for both carbon removals and climate change adaptation.	<ul style="list-style-type: none"> Active participation in any Government programme to understand place-based nature-based solutions for Tairāwhiti. Investment into nature-based climate change solutions in the region.
	5.11	Encourage and support the evaluation of climate risks to landfills and contaminated sites.	<ul style="list-style-type: none"> No significant impact as would be part of Council's business-as-usual approach to landfills and contaminated sites in line with waste management, climate change, and environmental priorities.
	5.12	Explore funding options to support the investigation and remediation of contaminated sites and landfills vulnerable to the effects of climate change.	<ul style="list-style-type: none"> Council may benefit from the potential funding options.
	5.13	Connect communities to wider response and recovery support.	<ul style="list-style-type: none"> Localised role to play in terms of CDEM management and adaptation planning. Leveraging additional Government support.
Priority Area 4: Embedding climate resilience in all government strategies and policies			
Section	Actions with direct impact on local government		What this means for Council
Chapter 6: Natural environment	6.2	Engage with councils to implement the New Zealand Coastal Policy Statement.	<ul style="list-style-type: none"> Policy planning and alignment with the New Zealand Coastal Policy Statement and the National Policy Statement on Indigenous Biodiversity. This is already incorporated in the TRMP review. Implementation will be cost-intensive and resource-intensive. Potentially additional resourcing or overstretch of staff capacity.
	6.3	Implement the proposed National Policy Statement on Indigenous Biodiversity.	
Chapter 7: Homes, building and places	7.4	Update regulatory requirements to ensure buildings are designed and constructed to withstand more extreme climate hazards.	<ul style="list-style-type: none"> Compliance and standard management. Implementation cost. Additional resourcing for organisational and regional implementation and monitoring.
Chapter 8: Infrastructure	8.6	Invest in public transport and active transport.	<ul style="list-style-type: none"> Regional public transport review and our planned mode shift strategy need to support low-carbon future in a sustainable manner. Regional communications and advocacy for awareness. Complementary services to nudge and incentivise active transport and public transport.
	8.8	Support knowledge sharing and the implementation of adaptation actions across the Sector.	

			<ul style="list-style-type: none"> • Close coordination with Waka Kotahi and the Ministry for Transport to invest into the necessary infrastructure to aid transport goals. • Some costs dues to co-funding arrangements for investments.
Chapter 9: Communities	9.1	Modernise the emergency management system.	<ul style="list-style-type: none"> • Need for improvements in processes. • Potentially more funding for regional CDEM group. • Potentially more resourcing to beef up capacity and emergency response.
Chapter 10: Economy and financial system	10.9	Identify the impacts of climate change on regional economies.	<ul style="list-style-type: none"> • No significant impact as we are already on course with the Tairāwhiti Climate Change Risk Assessment project. This will, among other things, capture climate impacts on our regional economy through the economy values domain.
	10.14	Deliver the Tourism Industry Transformation Plan.	<ul style="list-style-type: none"> • Need to monitor developments in this space and make necessary changes at the regional level.
	10.15	Review the settings for the International Visitor Conservation and Tourism Levy.	<ul style="list-style-type: none"> • Potential complementary support to tourism business operators in addition to any Government package. • Partnership with Government for regional implementation.

National Emissions Reduction Plan

This plan is Aotearoa New Zealand's first emissions reduction plan. It contains strategies, policies and actions for achieving our first emissions budget, as required by the Climate Change Response Act 2002. In doing so, it also outlines how we intend to play our part in global efforts to limit warming to 1.5°C above pre-industrial levels.

This plan responds to the recommendations of He Pou a Rangi – Climate Change Commission (the Commission) in its report, [Ināia tonu nei: a low emissions future for Aotearoa](#).

It also builds on the Productivity Commission's 2018 report, [Low-emissions economy](#); the cross-government response (commonly known as the Climate Action Plan 2019); and the Interim Climate Change Committee's 2019 reports, [Accelerated electrification](#) and [Action on agricultural emissions](#).

The plan is reviewed and updated in line with new recommendations and emissions budgets from the Commission.

The following table provides a snapshot of actions in the plan that are relevant to Council infrastructure and services.

Section	Actions with direct impact on local government		What this means for Council
Chapter 2: Empowering Māori	2.3	Support development of a Māori climate strategy.	<ul style="list-style-type: none"> Alignment of our organisational Māori/iwi engagement approach for the climate change kaupapa with Government's Māori climate change strategy to suit our regional needs.
Chapter 3: Equitable transition	3.2.2	Support regions and industries to manage the transition.	<ul style="list-style-type: none"> Leadership (co-leadership) of regional transition journey Advocacy to Government entities for support. Collaborating with other regional actors to harness partnership opportunities with Government for our regional decarbonisation and equitable transition mahi. Localised resourcing needs. Funding needs for any co-funding arrangements.
	3.2.3	Implement the Just Transition Partnerships Programme.	
	3.5.3	Support localised and community-based solutions.	
Chapter 4: Working with nature	4.1	Prioritise nature-based solutions.	<ul style="list-style-type: none"> Active participation in any Government programme to understand place-based nature-based solutions for Tairāwhiti. Investment into nature-based climate change solutions in the region.
Chapter 7: Planning and infrastructure	7.1	Improve the resource management system to promote lower emissions and climate resilience.	<ul style="list-style-type: none"> Inputs and monitoring of the contributions of the local government working group into the resource management reforms. Assessment to determine any consequential reforms to align with the new resource management system. Likely additional resourcing across some teams to drive some of the changes expected.

	7.2	Support emissions reductions and climate resilience via policy, guidelines, direction, and partnerships on housing and urban development.	<ul style="list-style-type: none"> • Strong policy focus on emission reduction and climate resilience organisationally and regionally. • Delivery of policy measures and housing/urban development projects with an emissions reduction lens. • High-cost implication. • Additional resourcing needs.
	7.3	Address infrastructure funding and financing challenges.	<ul style="list-style-type: none"> • Potential benefit for Council if funding challenges are addressed. • Need for multiple and complementary funding channels.
	7.4	Improve the evidence base and tools for understanding and assessing urban development and infrastructure emissions.	<ul style="list-style-type: none"> • Potential input of regional data (if available) to inform the central database and evidence base. • Cost for improving our regional evidence base (and regular emissions inventories).
	7.5	Promote innovation in low-emissions, liveable neighbourhoods, through Crown-led urban regeneration projects.	<ul style="list-style-type: none"> • Cost and resourcing for any complementary urban regeneration projects in Tairāwhiti's urban areas by Council. • Land use planning and mapping.
	7.6	Identify ways to support the private sector to deliver lower emissions development.	<ul style="list-style-type: none"> • Corporate social responsibility measures to support businesses in the region to reduce emissions. • Partnership and working together with the private sector in the region.
	7.7	Integrate climate mitigation into government decisions on infrastructure.	<ul style="list-style-type: none"> • Mainstreaming emissions reduction across Council's organisational chain, including infrastructure decisions. • High-cost implication for low-carbon technologies and materials.
Chapter 9: Circular economy and bioeconomy	9.1	Commence a Circular Economy and Bioeconomy Strategy.	<ul style="list-style-type: none"> • Incorporating a strong circular economy lens into our regional climate resilience planning.
	9.3	Integrate circular practices across government, communities, and businesses.	<ul style="list-style-type: none"> • Land use need for siting any hub or circular economy projects.
	9.5	Investigate a circular economy hub.	<ul style="list-style-type: none"> • Cost to complement or support bioenergy and circular economy research applicable to Tairāwhiti.
	9.6	Accelerate sustainable and secure supply and uptake of bioenergy in Aotearoa.	
	9.7	Support research and development and accelerate investment in the bioeconomy to commercialise bioeconomy technology and products.	

Chapter 10: Transport ⁷	
Transport Focus Area 1: Reduce reliance on cars and support people to walk, cycle and use public transport	
Transport actions for delivery	What this means for Council
1. Integrate land use planning, urban development and transport planning and investments to reduce transport emissions.	<ul style="list-style-type: none"> • No significant impact yet as there is greater focus on New Zealand's largest cities. • Resourcing for planning and driving local actions at a granular level. • Complementary funding to support any needed roading/infrastructure expansion work by Waka Kotahi. • Social pressure to drive action at the regional level as the government at the grass roots. • Alignment of regional transport planning to Government transport programme and improved air quality drivers.
2. Support people to walk, cycle and use public transport (A) Planning — Design programmes to reduce total light fleet VKT in our largest cities.	
Support people to walk, cycle and use public transport (B) Public transport — Improve the reach, frequency, and quality of public transport.	
Support people to walk, cycle and use public transport (C) Walking and cycling — Deliver a step-change in cycling and walking rates.	
Support people to walk, cycle and use public transport (D) Reshaping streets — Accelerate widespread street changes to support public transport, active travel and placemaking.	
Support people to walk, cycle and use public transport (E) School travel — Make school travel greener and healthier.	
Support people to walk, cycle and use public transport (F) Equity — Improve access and travel choice for the transport disadvantaged.	
Support people to walk, cycle and use public transport (G) Rural areas — Investigate the potential for public transport, walking and cycling in rural and provincial areas.	
3. Enable congestion charging and investigate other pricing and demand management tools to reduce transport emissions.	
4. Require roadway expansion and investment in new highways to be consistent with transport targets.	
5. Embed nature-based solutions as part of our response to reducing transport emissions and	

⁷ The national Emissions Reduction Plan (ERP) sets 3 transport focus areas and four targets. **The focus areas** include: (1) Reducing our reliance on cars by supporting people to walk, cycle and use public transport; (2) Rapidly adopting low-emission vehicles; and (3) Beginning work to decarbonise heavy transport and freight. **The transport targets to be achieved by 2035** include: (1) Reducing total vehicle kilometres travelled (VKT) by light vehicles by 20% by improving urban form and providing better travel options in our main urban areas — **Auckland, Hamilton, Tauranga, Wellington, and Christchurch**; (2) Increasing zero emission vehicles to 30% of the light vehicle fleet; (3) Reducing emissions from freight transport by 35%; and (4) Reducing the emissions intensity of transport fuel by 10%. Government expects that these 4 targets will lead to an **overall 41% reduction** in land transport emissions by 2035.

	improving climate adaptation and biodiversity outcomes.			
Transport Focus Area 2: Rapidly adopt low-emissions vehicles				
Transport actions for delivery			What this means for Council	
6.	Accelerate the uptake of low-emission vehicles.		<ul style="list-style-type: none"> No significant impact yet as there is greater focus on New Zealand's largest cities. Resourcing (additional staff or additional staff time) to support Government's transport sector targets. Increased budgetary needs for any complementary funding. Pressure to show organisational leadership at the regional level. 	
7.	Make low-emissions vehicles more accessible for low-income and transport-disadvantaged New Zealanders.			
8.	Support the rollout of EV charging infrastructure.			
Transport Focus Area 3: Begin work now to decarbonise heavy transport and freight				
Transport actions for delivery			What this means for Council	
9.	Support the decarbonisation of freight.		<ul style="list-style-type: none"> Resourcing to support Government's plans and programmes. Potentially complementary funding for projects that decarbonise heavy transport and freight. 	
10.	Accelerate the decarbonisation of the public transport bus fleet.			
11.	Work to decarbonise aviation.			
12.	Progress the decarbonisation of maritime transport.			
13.	Implement the Sustainable Biofuels Obligation.			
14.	Support cross-cutting and enabling measures that contribute to the delivery of a low-emissions transport system.			
Section	Actions with direct impact on local government		What this means for Council	
Chapter 11: Energy and industry	11.2.1	Accelerate development of new renewable electricity generation across the economy.	<ul style="list-style-type: none"> Investigating the impact to Tairāwhiti. Supporting suitable actors to drive renewable electricity generation in the region. Provision of support and working with industries in Tairāwhiti to decarbonise. 	
	11.2.2	Ensure the electricity system and market can support high levels of renewables.		
	11.4.1	Decarbonise Aotearoa Industries.		
Chapter 12: Building and construction	12.1.1	Progress regulatory change to reduce embodied emissions of new buildings		<ul style="list-style-type: none"> Monitor developments in this space. Align organisational policy with any new Government regulation relating to embodied emissions in buildings. High-cost implication for low-emissions building due to material costs. Likely amendment to our procurement policy to align with Government direction or regulation in this space. Completing the applicable building certifications for our existing buildings.
	12.1.2	Spark and foster innovation across the sector		
	12.1.1.3	Realise cross-sector opportunities to reduce whole-of-life embodied emissions.		
	12.2.1	Shift expectations and grow the market for low-emissions buildings.		
	12.2.2	Use the Government's purchasing power to drive market change.		
	12.3.2	Encourage and enable emissions reduction from existing buildings.		

Section	Actions with direct impact on local government		What this means for Council
Chapter 13: Agriculture	13.7	Essential Freshwater planning.	<ul style="list-style-type: none"> • Additional freshwater and integrated farm planning. • Likely providing advisory support to farmers in the region.
	13.9	Integrated farm planning.	
Chapter 14: Forestry	14.1.1	Ensure regulatory settings deliver the right type and scale of forests, in the right place.	<ul style="list-style-type: none"> • Regional level forestry mapping with forestry stakeholders for a mosaic of trees — right tree at the right place. • Localised planning and advisory support to forestry businesses. • Likely increase in native revegetation programme. • Resourcing and costs to drive action.
	14.1.2	Support landowners and others to undertake afforestation.	
	14.1.3	Enhance forestry planning and advisory services.	
	14.2.3	Encourage greater levels of native afforestation over the long term.	
Chapter 15: Waste			
Waste Focus Area 1: Enable households and businesses to reduce organic waste			
Waste actions for delivery		What this means for Council	
15.1.1	Encourage behaviour to prevent waste at home.	<ul style="list-style-type: none"> • Change in waste stream levels to aid waste separation • Planning for change in waste management structure. • Transition management. • Costs and investments into kerbside waste separation, collection, and any regional processing and recovery facility. • Facilitating local awareness and implementation. • Land use consideration for any waste facility (recovery and processing sites). • Regional level monitoring of implementation. • Likely additional resourcing needs. 	
15.1.2	Enable businesses to reduce food waste.		
15.1.3	Support participation in improved kerbside collections.		
Waste Focus Area 2: Increase the amount of organic waste diverted from landfill			
Waste actions for delivery		What this means for Council	
15.2.1	Improve household kerbside collection for food and garden waste.	Same as above (Waste Focus Area 1).	
15.2.2	Invest in organic waste processing and resource recovery infrastructure.		
15.2.3	Require the separation of organic waste.		
Waste Focus Area 3: Reduce and divert construction and demolition waste to beneficial uses			
Waste actions for delivery		What this means for Council	
15.3.2	Invest in sorting and processing infrastructure for construction and demolition waste.	<ul style="list-style-type: none"> • Costs for building the necessary facility and logistical set up. • Land use consideration for processing and recovery sites, and the repurposing of waste. • Implementation monitoring. • Regional awareness. 	
15.3.3	Enable the separation of construction and demolition materials.		
Waste Focus Area 4: Explore bans or limits to divert more organic waste from landfill			
Waste actions for delivery		What this means for Council	



15.4	Investigate banning organic waste from landfill by 2030.	<ul style="list-style-type: none"> • Planning to achieve 100% organic waste separation before 2030. • Set up cost. • Investigate 100% recycling of organic waste across Tairāwhiti.
Waste Focus Area 5: Increase the capture of gas from landfills		
Waste actions for delivery		What this means for Council
15.5.1	Regulations will require landfill gas capture at municipal landfills.	<ul style="list-style-type: none"> • Ensure any new landfill after the consent for the current landfill is fully fitted with landfill gas (LFG) capture. • Cost and logistics for any feasibility assessment and the actual LFG design and construction. • Planning needs.
15.5.2	Feasibility studies will determine the need for additional landfill gas capture requirements.	
Waste Focus Area 6: Improve waste data and prioritise a national waste licensing scheme		
Waste actions for delivery		What this means for Council
15.6.1	Develop a national waste licensing scheme.	<ul style="list-style-type: none"> • Monitor and understand how the new system works and determine suitable organisational changes. • Ensure granular data on waste types and emissions from various waste types through capturing this data category in our organisational and regional emissions inventory. • Potential expectation to supply data to the applicable Government agency.

Title: 24-50 2024-2027 Draft Financial Strategy

Section: Finance & Affordability

Prepared by: Ally Campbell - Executive Policy Advisor

Meeting Date: Wednesday 28 February 2024

Legal: Yes

Financial: Yes

Significance: **Medium**

Report to SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee for decision

PURPOSE - TE TAKE

The purpose of this report is to provide Council with the draft 2024–2027 Financial Strategy for adoption, and to seek approval to include the Strategy as supporting information for the 2024–2027 Three Year Plan consultation document and the draft 2024–2027 Three Year Plan document.

SUMMARY – HE WHAKARĀPOPOTOTANGA

Our draft 2024–2027 Financial Strategy (the Strategy) provides top-down direction on the management of our finances over the course of the 2024–2027 Three Year Plan (3YP). The purpose of the Strategy is to:

- a. facilitate prudent financial management by providing a guide for Council to consider proposals for funding and expenditure over the life of this 3YP; and
- b. provide context for consultation on our proposals for funding and expenditure by making transparent the overall effects of those proposals on our rates, debt, and investments.

The draft Strategy does this by:

- proposing two key financial limits for rates revenue (an increase of 11.3% plus growth in year 1, 9.8% plus growth in year 2, and 8.4% plus growth in year 3), and debt (175% of revenue)
- providing six key principles for the management of our finances over years 1–3 of this 3YP
- identifying significant issues, levels of service changes, and cost areas, ensuring they link with the narrative of our draft Infrastructure Strategy
- identifying processes undertaken in Council's wider financial policies.

Under section 93C of the Local Government Act 2002, Council is required to include matters of public interest relating to the proposed content of our draft Financial Strategy.

Legislative changes prompted by severe weather events have resulted in Council being able to produce a shorter, Three Year Plan as opposed to a ten year Long Term Plan (LTP), which allows Council to focus on addressing the immediate, critical recovery needs of our community following Cyclones Hale and Gabrielle in 2023. These changes also resulted in Council taking a slightly different approach to the development of this Financial Strategy. Key alterations to the 2024-2027 Financial Strategy, as outlined in the Order in Council include:

- It will not be audited.
- Different content requirements to accommodate uncertainties faced by exempt Councils.
- A focus on providing information on the levels of service that Council intends to provide during the financial years covered by the strategy.
- Factors with significant impact during consecutive financial years aren't mandated.

These changes have allowed for a shift in approach, emphasising immediate infrastructure needs over an extended planning horizon. By concentrating solely on the next three years, this Financial Strategy aims to enhance short-term financial management while remaining adaptable to the future needs of our community and being mindful of the need to build resilience across our region.

The decision proposed in this report is part of our triennial process of consulting with the public on our draft LTP, or in this case, draft 3YP plan, prior to its adoption. It provides the public with an opportunity to challenge, query and respond to our proposed financial direction before a final Financial Strategy is recommended for adoption. The full draft strategy has been included as **Attachment 1**.

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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

- 1. Adopts the content of the draft 2024-2027 Financial Strategy for consultation, subject to any amendments required to reflect Council decisions made as part of the development of the 2024-2027 Three Year Plan and 2024-2027 Consultation Document.**
- 2. Delegates authority to the Chief Executive Officer to make any immaterial changes prior to the consultation period e.g. formatting, grammar.**

Authorised by:

Pauline Foreman - Chief Financial Officer

Keywords: 2024-2027 Financial Strategy, Three Year Plan, 3YP, infrastructure strategy, rates revenue, debt, financial limits

BACKGROUND - HE WHAKAMĀRAMA

Legislation changes – SWERL Act

1. The Financial Strategy is mandated by the Local Government Act (LGA) 2002. It provides a guide for efficient financial management, detailing the financial impacts, constraints, and outcomes of Council's policy and service delivery decisions, along with ways of managing them. Financial Strategies typically cover the length of a 10 year Long Term Plan (LTP) cycle.
2. In September 2023, an Order in Council was issued under the Severe Weather Emergency Legislation Act 2023 which allowed affected Councils to opt for a Three Year Plan process instead of the usual 10 year LTP. This flexibility was granted to enable affected Councils to focus on recovering from the aftermath of Cyclone Gabrielle and other severe weather events that occurred in the past year.
3. The development of the Financial Strategy follows the Three Year Plan (TYP) process. The Financial Strategy for 2024-2027 will therefore cover a three year period instead of the typical 10 year period of an LTP.
4. By adopting a shorter Three Year Plan, rather than a 10-year LTP, Council can focus more closely on addressing the critical, immediate needs of our community. For readers of the 3YP to meaningfully assess the prudence of Council's financial management, the Financial Strategy must be clear about its goals and trade-offs and presented in a clear and accessible way. It is a tool for public accountability.

How do the Financial and Infrastructure Strategies Work Together?

5. The Financial Strategy and Infrastructure Strategy have strong links and must speak to one another. Both are informed by Council's strategic direction, and both refer to the same material base such as demographics, economics and other factors.
6. The Infrastructure Strategy provides an opportunity to bring infrastructure management issues, and their consequences, to the attention of Council and the community. The Financial Strategy looks at the implications, constraints for policy and service delivery decisions, and through its financial limits (rates and debt) is either an enabler or constrainer of capital expenditure required to maintain, renew, and develop infrastructure.
7. For further background information on the development and purpose of this Financial Strategy refer to report **23-285** Development of the 2024 Financial Strategy.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

What is our draft Financial Strategy?

8. The draft 2024 – 2027 Financial Strategy focuses on our overall financial approach to addressing the challenges and commitments Council has made for the next 3 years.
9. The Strategy provides direction for all years of the 3YP, and consists of the following sections:
 - A. Introduction | Our context
 - B. Key Issues
 - C. Our Plan and Focus
 - D. Our Strategy
 - E. Other significant financial matters and the financial Levers
 - F. Strategic Links

10. The draft Strategy outlines the context, challenges, and plans for the next three years in light of significant changes since 2021. Since the adoption of the 2021-2031 LTP, severe weather events, evolving legislation, and increased interest rates and inflation have fundamentally changed the financial landscape for the Council. The roading network has suffered extensive damage, along with other vital infrastructure, leading to a substantial estimated recovery bill of approximately \$1.1 billion.
11. Despite some support from Central Government through a \$204 million support package, Council is still unable to address the full recovery costs without significantly increasing rates or debt, which is neither affordable nor advisable. Council has therefore carefully prioritised programs of work for the next three years, focusing on critical activities while keeping rates and debt within reasonable limits.

Financial Limits

12. The plan for the next three years includes a higher initial spend in year 1 to address immediate recovery needs, with a proposed rates increase of 11.3%. Subsequently, the rates increase will be capped at 9.8% for the remaining two years of the 3YP. Major capital projects include roading emergency works, flood protection projects, and the buyout of Category 3 homes.



Image 1: Financial Limits

13. These are discussed throughout the draft Strategy and considered fully in the Financial Levers section.
14. While usually, these limits would provide Council with a buffer to cater for uncertainties that we may face over the coming years, there is no wiggle room in our budgets this time. These limits have been set with affordability in mind, however in order to do the work required to get us back to pre-cyclone levels, we would need to increase rates and debt significantly more.
15. The lack of flexibility within this budget means we need to be realistic about what we can and cannot achieve over the next 3 years.
16. Council's debt will be kept below the draft Strategy's debt limit of 175% of income. Over the next three years, Council plans to increase its net debt from the 2021-2031 maximum of \$150 million to \$232 million. These additional loans are necessary to cover recovery costs.
17. Debt has been forecast out for 10 years. This extended view is crucial for understanding what our financial position is likely to be beyond 2027. It assumes that the Three Water Services will remain under Council's control throughout the ten year period, enabling us to show the full cost of services that Council, and ultimately the community, is facing.
18. Peak debt over the ten year span is forecast to be \$247 million in 2028/29, decreasing to an anticipated \$220 million by the end of 2034.

19. Our debt forecast assumes that starting from 2027/28, a significant portion of our roading costs will fit within the Waka Kotahi higher subsidised emergency assistance grant.
20. However, the debt forecast does not include potential costs that may arise for a new alternative water supply site. Until we complete our investigation and modelling over the next three years, we cannot accurately forecast what this may cost.

Key aspects of our Strategy

21. The Strategy is guided by several key principles aimed at achieving a balance between strategic needs, community desires, and financial sustainability over the next three years. These principles include:

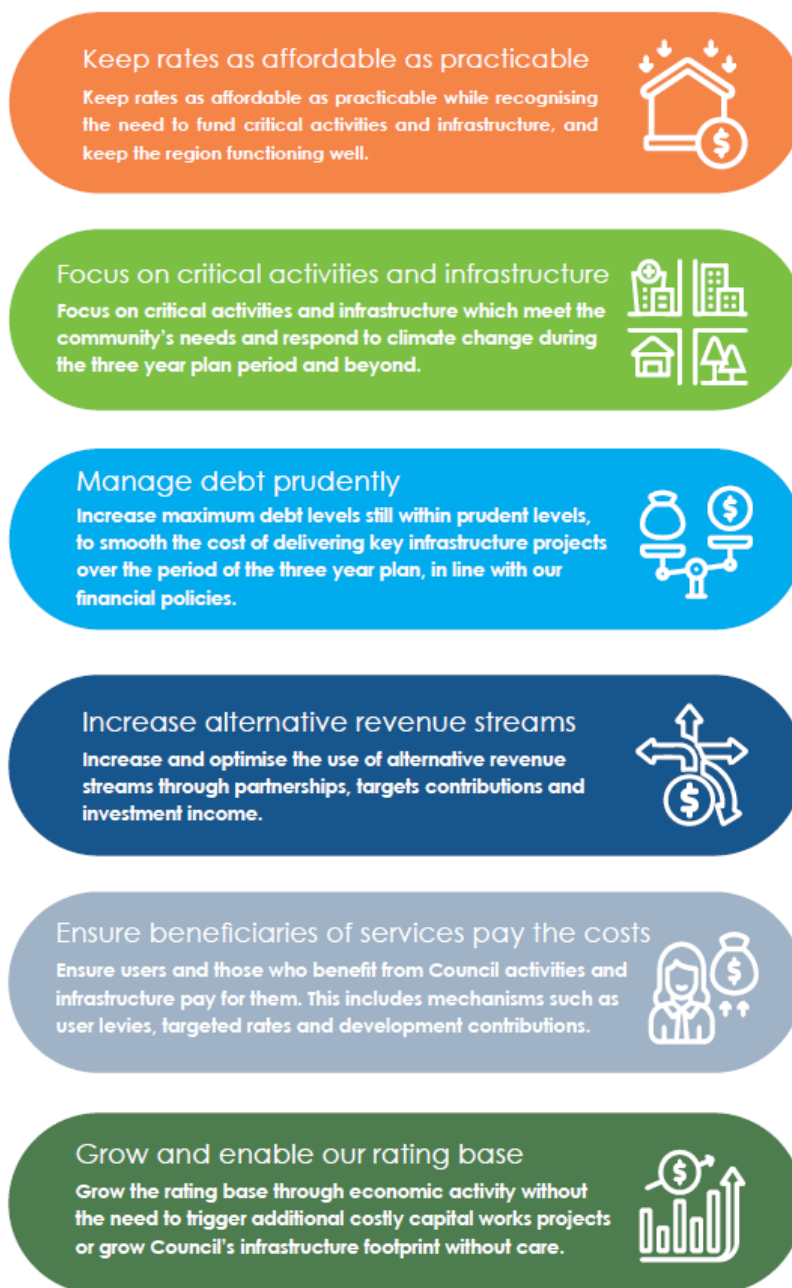


Image 2: Key Financial Principles

22. These key principles align with Council's wider strategic framework and respond to the issues and opportunities outlined within the Strategy. By aligning with our strategic priorities and community outcomes, our directions give clarity on how we will deliver on the commitments identified in the 3YP. This includes any trade-offs or levers associated with ensuring Council operates within the proposed financial limits of this 3YP, and our overall objectives to guide the way we will hold and manage our finances over the next three years.
23. Other aspects outlined in the Strategy which have influenced our approach and play a key role in how Council will manage its finances over the next three years include:
 - **Levels of Service:** The strategy aims to maintain existing levels of service where possible and meet statutory requirements, while prioritising critical infrastructure repairs and recovery work.
 - **Investments:** Increasing returns from commercial operations, providing non-rate income streams, and enhancing economic value for the community through partnerships with entities like Gisborne Holdings Limited (GHL).
 - **Partnerships:** Collaboration with central government, particularly through funding partnerships, is essential for managing the substantial costs of recovery and rebuilding, particularly in areas like roading and flood protection.
 - **Three Waters:** The strategy acknowledges changes in the regulatory environment for three waters services, emphasising the importance of partnerships with neighbouring councils to ensure affordable and sustainable water service solutions going forward.

Financial Levers

24. The Strategy aims to achieve a balance between rates affordability, low council borrowings, and delivering essential community services in a financially responsible manner. Three main financial levers are utilised to help achieve this: **expenditure**, **debt**, and **revenue**, which are interrelated to one another.
25. Expenditure covers operational and capital costs, heavily influenced by service levels and community needs. Operational costs encompass core activities, depreciation, employee expenses, and interest, while capital costs focus on investments such as infrastructure repairs and improvements.
26. Debt, interest, and reserves are interconnected, with reserves reducing the need for external borrowing. The strategy involves internal borrowing and prudent management to help minimise interest costs.
27. New debt drivers include recovery costs such as Category 3 property buyouts, flood protection works, and roading reinstatement work.
28. Revenue sources for the 3YP include rates, grants, other revenue streams, reserves, loans, and development contributions, with rates accounting for **32%** of total funding.
29. Depreciation reserves fund capital renewals and loan repayments, with capital expenditure increasing over the plan period, particularly in roading, flood protection, and community spaces. Balancing reserves over time is critical, considering funding for debt repayments and renewal work.

30. Balancing affordability against depreciation costs for new projects will involve phasing depreciation funding based on asset priorities and affordability. The budget is balanced by ensuring operating income covers expenditure, although some costs may not be fully covered, leading to shortfalls, particularly in roading depreciation which is partially externally funded.
31. Overall, the strategy aims to ensure prudent financial management while meeting community needs and addressing recovery challenges over the next three years.

Where do we expect to be financially at the end of the 3YP?

32. The strategy underscores that while Council can maintain a balanced budget and undertake significant and necessary work over the next three years, it is important to recognise that this plan only represents the initial phase of our region's recovery.
33. As we approach the end of 2027, it is anticipated that there will still be a considerable amount of work remaining to address the needs of our community in the aftermath of the severe weather events. From a financial standpoint, Council hopes to have secured additional funding to further support our recovery efforts. However, the level of support that will be provided currently remains uncertain, making it challenging to predict the financial landscape for both Council and the community three years from now.
34. Council will, however, have laid the groundwork for implementing more sustainable and resilient solutions to our key challenges, paving the way for a stronger and less vulnerable region in the future.

Related Policies

35. The Financial Strategy is interconnected with various policies, including:
 - **Revenue and Financing Policy:** This policy outlines when debt and rates will be utilized as funding sources. It includes targeted rates for specific activities or services, ensuring that the costs are borne by particular groups or ratepayers who benefit from them.
 - **Development Contributions Policy:** This policy identifies infrastructure needs related to growth and the charges expected to be recovered from developers to support that infrastructure work.
 - **Investment Policy:** Council's Investment Policy manages the mix of investments, assesses associated risks, and outlines procedures for investment management and reporting.
 - **Liability Management Policy:** Covering debt repayment and credit exposure, this policy also addresses interest rate exposure and liquidity management. It implements judgments regarding intergenerational equity made by the revenue and financing policy.
 - **Remission Postponement and Penalty Policies:** Remission policies are utilized to rectify any inequities resulting from rate setting, providing assistance to those disproportionately affected.
36. These policies work in tandem to ensure prudent financial management, fair distribution of costs, and effective utilisation of resources in line with the Council's overarching financial strategy.

Our requirement to consult

37. Under section 93C of the Act, Council is required to include matters of public interest relating to the proposed content of our draft Financial Strategy.
38. The decision proposed in this report is part of our triennial process of consulting with the public on our draft LTP, or in this case, 3YP prior to its adoption. It provides the public with an opportunity to challenge, query and respond to our proposed financial direction, before a final draft Strategy is recommended for adoption.

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: Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

Overall Process: High 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: Low Significance

The effects on individuals or specific communities

Overall Process: High Significance

This Report: Low Significance

The level or history of public interest in the matter or issue

Overall Process: High Significance

This Report: Low Significance

39. This report is part of a process to arrive at a decision that is of **Medium** significance in accordance with Council's Significance and Engagement Policy.
40. A decision to approve the draft Financial Strategy is part of the process Council undertakes every three years to develop and finalise a Financial Strategy for the next ten year period. The same process requirements are being adhered to for the development of the Three Year Plan.
41. The draft Strategy **attached** to this report is not final and will be brought back to Council for adoption following consultation, and any subsequent amendment.
42. Following adoption Council may amend the Financial Strategy and related financial policies at any time provided it follows a process consistent with consultation requirements outlined in the Act (notably s.82).

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

43. No specific engagement with tangata whenua was undertaken as part of developing the draft Financial Strategy.
44. Under section 81 of the Act, Council is required to establish and maintain processes to provide opportunities for Māori to contribute to decision-making processes, consider how we will foster their capacity to contribute and provide relevant information to them. To fulfil this requirement specific iwi/hapū engagement will be undertaken as part of formal consultation, as well as provision of information to the public inclusive of Māori communities in multiple formats as required under Local Government Official Information and Meetings Act (LGOIMA).

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

45. Subject to Council approval, the draft 2021–2031 Financial Strategy will be included in the 3YP consultation document as supporting information, so that the community can present their views on issues, opportunities, key directions and limits proposed.

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

46. The Financial Strategy recognises the significance of climate change, particularly in relation to the impacts of severe weather events. Central government funding pools will be assessed as these opportunities arise to ensure we offset the cost of any unplanned climate related activity where possible.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

47. We have a general requirement to manage financial matters prudently, and in a manner that promotes the current and future interests of the community. We must consider the balanced budget requirement under the Local Government Act where its forecast operating revenue does not match its forecast operating expenses.
48. Draft estimates were provided to Council on 25 January 2024 for approval to include this key material in our consultation document, and draft 2024-2027 3YP, including the draft Financial Strategy. They have not been attached to this report but were included for consideration as part of Report **24-3**.

Legal

Requirement to have a Financial Strategy

49. Under section 101A of the LGA all local authorities must, as part of their long term plan, prepare and adopt a Financial Strategy for all years covered by the long term plan. The same applies for this Three Year Plan process, which has been enabled by an Order in Council through the Severe Weather Emergency Legislation Act 2023.
50. Section 101A also identifies what a Financial Strategy must include, directing a large portion of the strategy's content. Some minor amendments to these requirements have been allowed for through the SWERL Act 2023 and have been outlined in the strategy itself.

Requirement to Consult on the draft Financial Strategy

51. Part 6, section 93C, 3 (b) iii of the Local Government Act (LGA) 2002 identifies that a full draft of local authorities Financial Strategy must be included in the consultation document provided to the community during special consultation on the long term plan. This also applies to the Three Year Plan process.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

52. A Financial Strategy is entwined with policies and plans across Council. For instance, when considering the significance of a decision or matter, staff must consider if there are implications for our Financial Strategy. This is provided in each report to elected members.
53. It affects the business we undertake. The Strategy must align closely with our Infrastructure Strategy. The Strategy is either an enabler or constrainer of an activity.
54. Through the directions and limits proposed in this draft Strategy and priorities refined by elected members through workshops, staff have refined operational and capital budgets and levels of service.
55. This aims to keep rates affordable, deliver critical activities and infrastructure and raise debt to appropriate levels while increasing alternative revenue to put in place building blocks that address climate change, growth, biodiversity, community facilities and added planning and policy requirements.
56. Council must also prepare several funding and financial policies (e.g. the Revenue and Financing Policy) and ensure its approach meets regulatory standards and benchmarks. These sit under the aegis of our Financial Strategy.

RISKS - NGĀ TŪRARU

57. There are several risks that are part of considering the draft Strategy. These consist of potential changes to our financial context:
 - a) Interest rates risks.
 - b) The ability to replenish reserves.
 - c) The ability to respond to changes in our circumstance.
58. Any upward movement of interest rates could impact the ability to achieve the set limits of rates revenue increases as set out in the draft Strategy.
59. Further changes are likely to occur during the term of this 3YP. The extent of those changes are unknown - be it from central government changes to legislation, adding extra pressure and urgency to undertake implementation of policy, economic impacts or the repercussions of local emergency events, including the potential for even more severe weather events.
60. Some of these risks are mitigated by our insurance policies, which cover some costs for emergency events such as fire and earthquakes.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
14 March 2024	Adoption of 2024-2027 Draft Consultation Document	(Including all supporting documentation that has not already been signed off e.g. activity summaries)
20 March to 19 April 2024	Formal consultation period	
15 – 16 May 2024	Public hearings	
30 May 2024	Deliberations	
27 June 2024	Adoption of the 2024-2027 Three Year Plan	(Including all supporting documentation e.g. financial and infrastructure strategies, policies, etc.)

ATTACHMENTS - NGĀ TĀPIRITANGA

1. 2024-2027 Draft Financial Strategy [24-50.1 - 33 pages]



Rautaki Ahumoni

Financial Strategy

Balancing the need to:

- meet the costs of recovery following Cyclone Gabrielle
- maintaining core services
- protect our environment and assets while planning for our future

in a financially sustainable way.



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Ki te tirohanga

At a glance

Over the next three years of our 2024-2027 Three Year Plan (3YP) our focus will be on repairing the damage after Cyclone Gabrielle, maintaining core services, the maintenance of our assets, and incrementally improving our resilience.

Cyclone Gabrielle hit when our critical infrastructure was already in a fragile state, following on from seven severe weather events since 2021. We are now facing nearly \$1.1 billion worth of recovery costs, mostly relating to our roading network.

Our focus for the next three years is to deliver:

- Resilient and healthy waters
- Safe and healthy people
- Building back our damaged roading network in a staged approach
- Effective regulatory functions

By 2027, progress will have been made toward rebuilding our roading network; however, we won't have completed all the work we need to do. The unrepaired cyclone damage will leave us vulnerable to worsening conditions with every future adverse weather event. Our budgets do not allow for addressing all the potholes on our roads; to do so, rates would need to increase by another 16%, and we know that is unaffordable.

We will have completed a strategic review of our extensive 1800km roading network to determine where we need to build resilience, where we will need to retreat and where levels of service will need adjustment. This may mean we will need to revert from sealed to unsealed roads in some areas.

Rising business costs, including interest costs, depreciation and inflation have made it impossible to avoid rates increases. The loss of a dividend from our Council Controlled Trading Organisation has also significantly reduced our ability to hold rates. In addition to this, significant recovery costs are putting further strain on our financial resources. Our rates-setting approach prioritises the most appropriate options to address the present and future needs of Tairāwhiti. Rates increases over the 3 years are set to a maximum threshold of 11.4%.

The Strategy recognises that these rates increases will disproportionately affect ratepayers facing hardship, as our district has the highest level of deprivation compared to any other district in New Zealand. Rather than implementing a blanket reduction in rates, we have increased provisions for rates remissions and will work directly with those in our community who are facing hardship.

In doing this, we hope to balance supporting the needs of those in our current community who are facing hardship without significantly burdening future generations.

To fund the planned \$430 million capital programme, where over 90% relates to infrastructure and recovery reinstatement, our debt is forecast to increase to \$232 million (2021 Long Term Plan \$150 million). This represents 157% of our revenue, and under our new debt cap of 175% (debt to revenue).



Purpose

Our Financial Strategy outlines our overall approach to managing our finances and provides guidance when we make spending decisions.

Our Financial Strategy (the Strategy) sets our overall financial goal posts for the 2024-2027 Three Year Plan (3YP), including sources of revenue to fund capital and operational costs, and the impacts of our decisions on rates, debt, levels of service and investments.

This Strategy also guides Council's future funding decisions and, along with the Infrastructure Strategy, informs the capital and operational spending for the 3YP.

The 2024-2027 Three Year Plan has been developed with a "Recovery" no frills budget, aimed at maintaining core services while being future focused and giving effect to our strategic priorities.

How to use this Strategy

The Financial Strategy is organised into the following parts:

- A. Introduction | Our context
- B. Key Issues
- C. Our Plan and Focus
- D. Our Strategy
- E. Other significant financial matters and the financial Levers
- F. Strategic Links

A. Introduction | Our context

Our Tairāwhiti

The Tairāwhiti region covers a land area of 8,265 square kilometres, making up 3% of New Zealand's total land area, and around 270 kilometres of coastline.

We have a residential population of 52,100¹ or 1% of New Zealand's population. Gisborne has a low ratio of population to land area and 75% live in Gisborne city. Other smaller settlements include Tolaga Bay (1.7%), Ruatoria (1.6%), Te Karaka (1.1%) and Tokomaru Bay (1%).

The district has the highest level of deprivation when compared to any other district in New Zealand. There is a disparity between low income and high income distribution when compared to the national average.²

Gisborne District Council serves a widely dispersed population in a large district. We have around 22,300 properties in our rating base, which is relatively small to fund the significant amount of infrastructure we have. This includes our large roading network which is made up of 1,800 kilometres of roads.

The fragility of our roads due to the region's topography and geology means sustaining and maintaining our roading network without significant investment is challenging.

¹ Stats NZ 25 October 2022. Subnational population estimates <https://www.stats.govt.nz/information-releases/subnational-population-estimates-at-30-June-2022-provisional/>

² Matawai Taiao Environmental Scan for Gisborne District Council (June 2023). https://www.gdc.govt.nz/_data/assets/pdf_file/0030/67179/2023-Environmental-Scan.pdf



The relatively young geology of our region, along with overlapping sandstone, mudstone, conglomerate and basalt, means that we can expect continual movement for many, many generations to come.

Our topography and geology also means that large portions of our region are highly susceptible to erosion. Soft rock soil erosion is on a scale and severity that is greater in Tairāwhiti than any other region of New Zealand. It is a significant resource management issue. Landslide mapping in March 2022 identified around 2,700 landslides in Anaura Bay and Tokomaru Bay catchments.

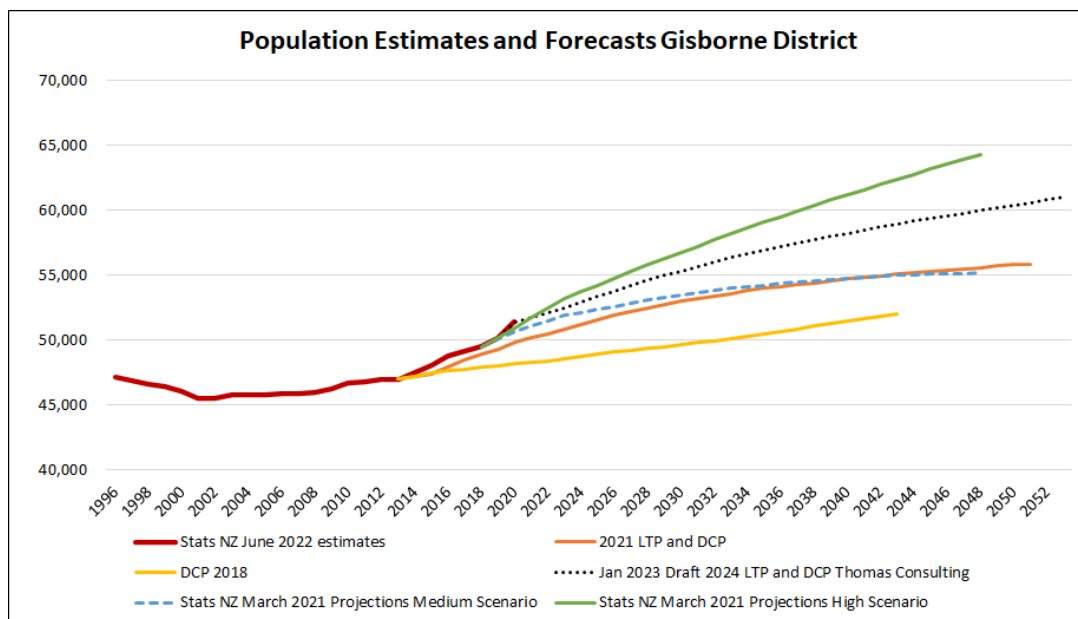
The underlying makeup of our region makes it extremely challenging to build and maintain our infrastructure.

Growth

Tairāwhiti's residential population is forecast to grow over the next 10 years to 56,350.

Over the next three-years, growth is assumed to be slower, concentrated within the Gisborne Urban area. Growth is expected in a more compact urban form, through a mix of infill development and a "building up rather than out"³ approach.

We plan to invest in our reticulated network services and future design will be focused on reducing strain on the current network. Where we need to invest in growth infrastructure, we will use development contributions to fund the work.



Three Year view

Due to some changes in legislation enacted following the severe weather events, the content in this Strategy is different from our strategies in previous years. The Severe Weather Emergency Recovery Legislation Act, passed in 2023, aims to aid affected Councils and communities in their recovery efforts. Specifically, it allows for changes to laws governing long-term planning processes, including financial and infrastructure strategies, through secondary legislation known as Orders in Council.

³ Matawai Taiao Environmental Scan for Gisborne District Council (June 2023). Page 17.
https://www.gdc.govt.nz/_data/assets/pdf_file/0030/67179/2023-Environmental-Scan.pdf



The above legislative changes have enabled Council to adopt a different approach to developing this Financial Strategy, placing a stronger emphasis on addressing critical infrastructure needs in the immediate future. Instead of planning for an extended period, which would be challenging due to funding uncertainties and the unpredictable effects of future growth and environmental changes, we're focusing this strategy solely on the next 3 years. This allows for more efficient financial management in the short term while remaining adaptable to the future wants and needs of our community.

However, while we have focused on our plan for the next three years, we have forecast debt beyond and taken a longer term view out to 2033/34. This is so we can keep in mind what we need to do in the future to build resilience, while being mindful of the level of debt we are likely to be facing at the end of the next 3 years.

B. Key Issues

As we enter the next three years, our circumstances are significantly different from where we thought we would be when we were planning the 2021-2031 Long Term Plan (LTP).

Rising Costs

Since the adoption of the 2021-2031 LTP, inflation has more than doubled. Rising interest rates and depreciation are also higher than what we allowed for in our previous plan.

Against this backdrop, we also have commitments from what was initiated during the LTP. In the first three years of the 2021-2031 LTP, we entered Council's peak period of infrastructure investment where the second phase of our Wastewater Treatment Plant was completed. The accumulative costs of phase one and two amounted to around \$80 million, constituting a significant portion of our external debt obligation.

Rising interest rates and inflation have impacted on our ability to keep rates within our previous Financial Strategy rates increase cap. In the 2023/24 Annual Plan, we recognised that interest rates and the costs for repairing infrastructure exceeded our Financial Strategy rates increase limit of 6.5%. We held to what we committed within the previous Financial Strategy, even though our costs required rates increases of at least 2-3% over and above our Financial Strategy limits.

We achieved this by not raising rates to cover the full costs of Three Waters depreciation and using some of our reserves to smooth the impacts. However, the combination of these higher costs and significantly, the impact of not receiving a dividend for three years from our Council Controlled Trading Organisation, means we can no longer hold the rising costs.

Increased frequency of Extreme weather Events and Devastation

Since 2021, Tairāwhiti has faced nine extreme weather events and has been operating in a state of recovery since June 2021, when Tokomaru Bay experienced extensive flooding, which devastated properties, schools, marae and urupā, and severely impacted our network of roads and state highways, with parts of the community remaining cut off for days.

Since then, the region and many of the same small rural communities have suffered a further eight extreme weather events, causing millions of dollars in damage to public infrastructure.

The most significant event occurred on 13 February 2023, when Cyclone Gabrielle made landfall causing widespread flooding and devastation. A State of National Emergency was declared on 14 February 2023, and for our region the declaration wasn't lifted until a month later.



The aftermath of the Cyclone resulted in significant and far-reaching damage which even exceeded the impacts of Cyclone Bola in 1988, which had been described as “one of the most damaging cyclones to hit New Zealand”.

Tairāwhiti experienced substantial widespread damage to infrastructure, resulting in power, and mobile networks being completely lost for several days. The roading network suffered extensive damage with many bridges destroyed or significantly damaged, landslides and collapsed roads causing the district to remain isolated for long periods.

The damage to Council's infrastructure was extensive across the following areas:

Water Supply

The main water supply and treatment plant at Waingake suffered extensive damage, with several substantial breaks in our water line due to the pile up of slips and woody debris. Our broken water mains were reinstated after 6 weeks. During this period, water to the city was limited with level 4 water restrictions remaining in place for over 7 weeks. The Waiapoa Water Treatment Plant which was built as a back up after Cyclone Bola, became the main water source while the repairs on the Waingake supply were undertaken.

Roads and other infrastructure

Our roading network in particular suffered significant damage, with over 3000 faults registered on our local roads, along with over 200 major dropouts, 8 destroyed bridges and a further 54 bridges were significantly damaged. We still have a number of roads closed, including the Tiniroto Road and the Tiniroto Bluffs.

Other infrastructure damage included 111 structures, including wastewater pipes, stop banks, retaining walls, reserves and other community assets.

Large Woody Debris

During Cyclone Gabrielle unprecedented volumes of woody debris were mobilised in waterways, causing widespread damage to both natural and built environments.

The large woody debris (LWD) blocks river channels, damaged and destroyed bridges and exacerbated flooding. During the events, with significant mobilisation of the LWD, the multi-span bridges within our district were found to exacerbate upstream flooding effects, increasing the risk of damage or critical failure.

It is estimated that around 1.8 million tonnes of woody debris are within our water catchments and are likely to cost over \$150m to remove. We have funding from Central Government of around \$53 million to address this issue.

To date 178,000 tonnes of LWB has been removed from high risk areas. These high risk areas include those protecting our critical infrastructure (bridges, water pipelines and roads).

Future of Severely Affected Land (FOSAL)

On 1 May 2023, the Crown announced an intention to provide a package of compensation to council's affected by Cyclone Gabrielle and the January severe weather events. These are collectively referred to as North Island Weather Events. The package was to assist recovery and future resilience. It included a direction to classify affected land based on several categories of risk.

The categorisation of affected land informs the approach when dealing with risk, known as an overall package called the Future of Severely Affected Land (FOSAL).



FOSAL category 3 properties are identified as residential properties which are deemed to be high risk due to an intolerable risk to life and where it is not possible to reduce the risk.

The Government Support package – an all or nothing deal – included:

- 50:50 sharing between the Crown and Council of the cost of purchasing Category 3 properties (or relocation grant) up \$30 million in total.
- Crown funding of \$64 million (or 90% of the total costs) for flood protection projects that will help enhance the resilience of the region and mitigate loss of life and property in the future.
- A concessionary loan from the Crown of \$30 million for 10 years at nil interest.
- Crown funding of \$125 million for regional transport projects.

Capacity Challenges

The increased workload required to address the damage caused by Cyclone Gabrielle will not only impact on Councils budgets and financial ability to meet the costs, but will also place additional demands on contractors, who maybe limited by their capacity to deliver more work. Not only do we have to repair and restore what has been damaged, but there is also a need to ensure what we do contributes to making our region more resilient in the future.

Over the next three years, we have matched the capacity to do the work against the financial ability to meet our needs. However, our 3YP acknowledges it does not address all of our issues.

The total damage to our roading network has been assessed as requiring between \$465 to 725 million. The Support Package from Central Government is \$125 million, with an additional \$85 million for initial emergency response costs. This leaves us with a significant shortfall, where we will be needing to work in partnership with Central Government to address our damaged roading network. Alternatively, our recovery will take much longer, with reinstatement works focused on the greatest risks and the highest priorities in terms of people's safety.

We also face significant vulnerability with our water supply. Planning for alternative solutions to make our water supply infrastructure resilient in the future will require significant investment. However, for the next few years, the 3YP will focus on reinstating and incrementally improving what we have.

C. Our Plan and Focus

The focus for the next three years is to deliver critical activities and provide a strong foundation and building blocks for our region's future. In doing so, we aim to strike a balance between our recovery needs and ensuring the maintenance of and restoration of our assets, all the while considering what is affordable and financially sustainable for ourselves and our community.

Council's strategic priorities include resilient waters, building resilient transport, and enabling effective regulatory functions. It is recognised that we are not going to achieve all of our goals within the next three years, but it will be the first phase in rebuilding our foundations.

We plan to live within our means and have set our budgets on a no-frills basis, focusing on what we can and must do.

Our focus for the next three years can be summarised through the following five main themes:

Oranga Wai – Healthy Water

Resilient and healthy waters

- Improving waterways with accelerated renewals in wastewater and stormwater infrastructure
- Plans that protect our waterways
- More resilient water supply infrastructure enabling quicker response time in case of future adverse weather events
- Increased resources for silt, drainage management and woody debris removal.

Oranga Tāngata – Healthy People

Safe and healthy people

- Accelerating the Waipoa River Control Scheme, alongside additional infrastructure investment for new schemes protecting our communities from future flooding
- Completing the voluntary residential property buyouts for FOSAL category 3 properties
- Township improvements for the wellbeing of our people.

Oranga Whenua – Healthy Land

Building back our damaged roading network

- Rebuilding the network back over the next 3-5 years. This includes \$125m of Crown funds for damaged/destroyed bridges, Tiniroto Road, and major dropouts to connect our communities.

Effective regulatory functions

- Increasing resources for statutory obligations and protection of our environment.

Sustainable and resilient waste management

- Delivering a new resource recovery centre, improving kerbside collections to separate our waste, and improving our landfill management to cope with receiving waste. In doing so, we will reduce greenhouse gas emissions and at the same time it will increase our resilience, making us more prepared to deal with possible future events where our region may be cut off from the rest of the country.



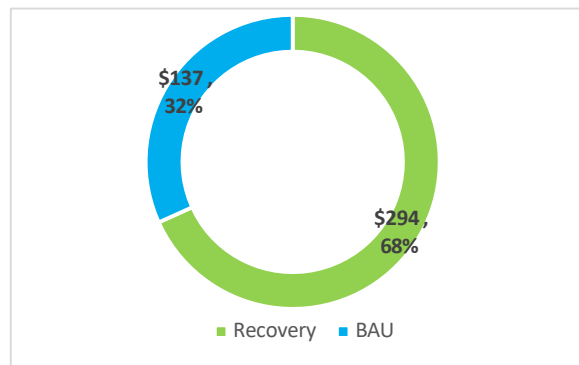
Recovery

Councils overall capital investment programme for the three years is \$430 million, which is significantly higher than what we predicted in the last LTP (\$115m).

The majority of increased investment relates to recovery projects. This includes:

- Roading (\$191m)
- New flood protection works (\$64m)
- FOSAL Category 3 Property buyouts (\$30m)
- Three waters – increased resilience focus work including backup for water supply (\$18m)

Total Capital projects (\$m) 2024-2027



Renewing Core infrastructure

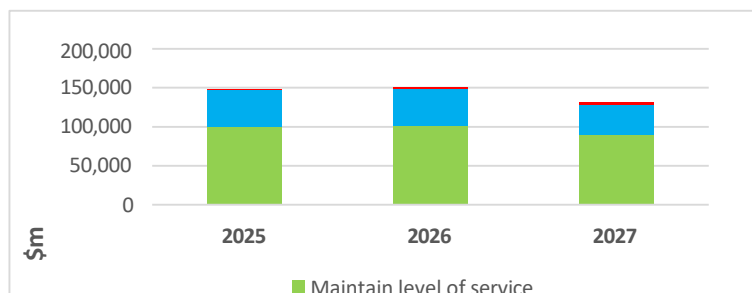
Council's is responsible for \$2.6 billion worth of assets (30 June 2023), with majority being infrastructure assets (\$2.2 billion).

These assets have a finite period in which they will operate effectively. Once their useful life has been reached, the asset usually needs to be replaced or renewed. For the next three years, we expect to continue investing in the renewal of assets based on their expected useful life. We have been continuously investing in gaining a better understanding of the condition of our assets, making sure that critical assets are replaced based on their performance.

Over the next three years we are making up lost ground with our renewal programme, as well as reinstating significantly impaired roads that were damaged in Cyclone Gabrielle. Roading rate of renewal is over 250% and our Four Waters is 122%.

Beyond the life of this plan, there will still be considerable investment needed, particularly for bridges, roads, pipes treatment plants and community asset renewals. We will need to plan well ahead and incorporate future proofing resilience outcomes for our infrastructure network.

Capital Investment Program 2025-2027



Regulatory role and Protecting our environment

Our region has changed due to increased development, population growth and the changing demands of natural resources. Tairāwhiti Resource Management Plan (TRMP) provides a strategic view and direction to protect what is important. It has a community driven vision to address future challenges such as urban growth and development (Tairāwhiti Future Development Strategy), regional freshwater management and catchment plans.

Improving the quality of our freshwater

Council will continue to focus on improving freshwater in our region. Our new freshwater management plans mirror the National Policy for a region wide approach. To implement our revised direction, we will also be reviewing our freshwater plans to improve water resources within our seven catchment areas. This will include new freshwater targets and allocation limits.

Overall Council will continue to work with community groups, agencies, and iwi and hapū on a number of freshwater projects including:

- Freshwater Improvement Fund
 - Focusing on riparian planting, wetland restoration, removal of fish passage barriers, enhancing fish spanning and reducing erosion in our urban and peri-urban waterways.
- Freshwater Farm Plan – Regional Pilot
 - Tairāwhiti has been selected as one of three regions to test the freshwater farm planning process with a small selection of farms. The pilot will inform better planning practices in the future.
- Integrated Catchment Management Plan (ICMP)
 - Under the Tairāwhiti Resource Management Plan (TRMP), the ICMP will be completed alongside freshwater planning by 2025.

D. Our Strategy

Key Principles

This Strategy strikes a balance between providing:

- the strategic needs (reinstating and future proofing our damaged infrastructure assets, while protecting our assets, mitigating our risks and managing future growth)
- the communities strategic wants (speed of recovery, the changes and improvements we need to make to our services, facilities, services, assets and future vision)

and by prudently managing Councils finances in a sustainable way.

Our 3YP identifies the challenges that our region faces, including the affordability of Council services and the sustainability of our regional economy. While all activities that are planned to move Tairāwhiti forward will have a financial component, the Financial Strategy focuses on our overall approach.

Council wants to be able to protect our environment and assets while also planning for the future. Our focus in this Strategy is on meeting our obligations, looking after our critical infrastructure, maintaining or lowering our levels of service, in a way that is affordable to our community.

However, we know that because of the huge recovery bill we are facing, we won't be able to do everything we had planned in the previous 2021-2034 LTP.

To achieve what we need to do over the next three years, while being financially sustainable and prudent, the Strategy sets out six inter-linked key strategic principles which have been woven into our Plan.

Keep rates as affordable as practicable

Keep rates as affordable as practicable while recognising the need to fund critical activities and infrastructure, and keep the region functioning well.



Focus on critical activities and infrastructure

Focus on critical activities and infrastructure which meet the community's needs and respond to climate change during the three year plan period and beyond.



Manage debt prudently

Increase maximum debt levels still within prudent levels, to smooth the cost of delivering key infrastructure projects over the period of the three year plan, in line with our financial policies.



Increase alternative revenue streams

Increase and optimise the use of alternative revenue streams through partnerships, targeted contributions and investment income.



Ensure beneficiaries of services pay the costs

Ensure users and those who benefit from Council activities and infrastructure pay for them. This includes mechanisms such as user levies, targeted rates and development contributions.



Grow and enable our rating base

Grow the rating base through economic activity without the need to trigger additional costly capital works projects or grow Council's infrastructure footprint without care.



RATES INCREASE CAP



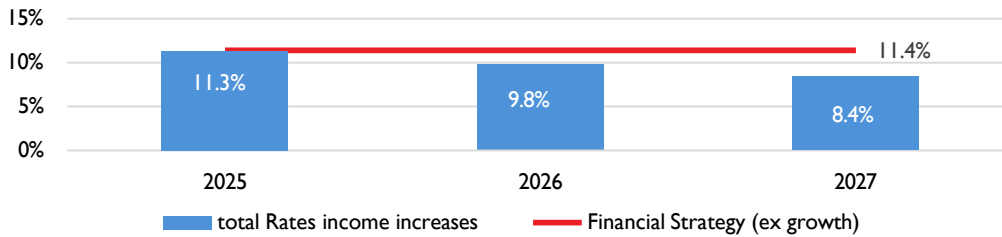
Average Rates increase to existing ratepayers will be not exceed 11.4%

After making budget decisions based on our requirements for the draft Three Year Plan and capping debt, we have settled our rates limits. The way we set our rates has been considered so that it represents the most appropriate rates options to address the present and future needs of Tairāwhiti.

Rates increases to existing ratepayers are proposed to be under 11.4%. This comprises of a 7.9% increase to do our normal business and 3.5% for addressing our recovery needs. The average rates increases are set at the lowest level possible to manage our day to day core services, while also responding to our significant recovery issues.

The draft budgets are forecast to be under the recovery maximum limit in Years 2 and 3. This gives us some flexibility if we decide to do more in recovery, want to repay our debt faster or be able to respond in the face of future uncertainty around severe weather events and their impacts.

Forecast total rates revenue 2024-2027

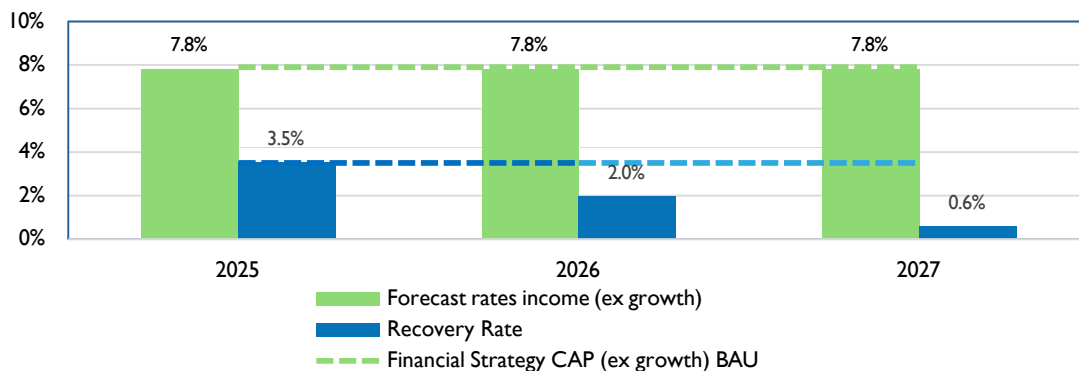


Two Sub limits

The total rates increases are based on two sub-limits, the rates cap on doing everyday business and a new recovery rate. The recovery rate focuses on expenditure relating to the costs arising from Cyclone Gabrielle.

The new recovery rates have been introduced for year 2024/25 onwards. These new rates are to fund and aid our regions recovery. It includes the costs for the FOSAL Category 3 Voluntary Property buyouts, Category 2 increased Flood projection across our district, increased response for sediment removal in our drains and wood debris removal in our water ways.

Forecast total rates revenue 2024-2027



Affordability

Council carefully considers affordability issues when setting rates levels. Keeping rates as low as practicable is a priority, but it has to 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 know the community wants to maintain our current levels of service and enhance or improve the levels that we currently provide in some areas, however, we have to balance this with doing legislatively required work (such as performing our regulatory functions and meeting statutory compliance) and looking after our assets along with what we can afford.

Critical infrastructure repairs and essential planning have been prioritised for this plan. Other capital projects, unless externally funded, will be delayed or deferred to prevent massive spikes in expenditure.



We have spread the majority of recovery response costs across the district opting for an approach that spreads the costs rather than applying a rate based on capital value. This acknowledges that the costs and benefits (after the benefits of impacted property owners are considered) are district wide and the difficulty in easily differentiating 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.

For the majority of ratepayers the recovery rate represents an additional \$82 in 2024/25.

While the uniform charge is most appropriate for the next three years, it has an unintentional 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 who are still facing financial hardship due to the lasting impacts of the severe weather events. In order to further address the issue of affordability, which we know affects everyone differently, we have increased our provisions for rates remissions to directly address those that are facing hardship.

NET DEBT CAP



Over the next three years (2024-2027), Council plans to increase its net debt cap from the 2021-2031 maximum of \$150 million to \$232 million. This is being done to help fund our significant recovery costs. The breakdown of the significant new loans are under "Other Financial Matters". The forecast increase in interest costs from higher debt is managed within the new rates increase cap.

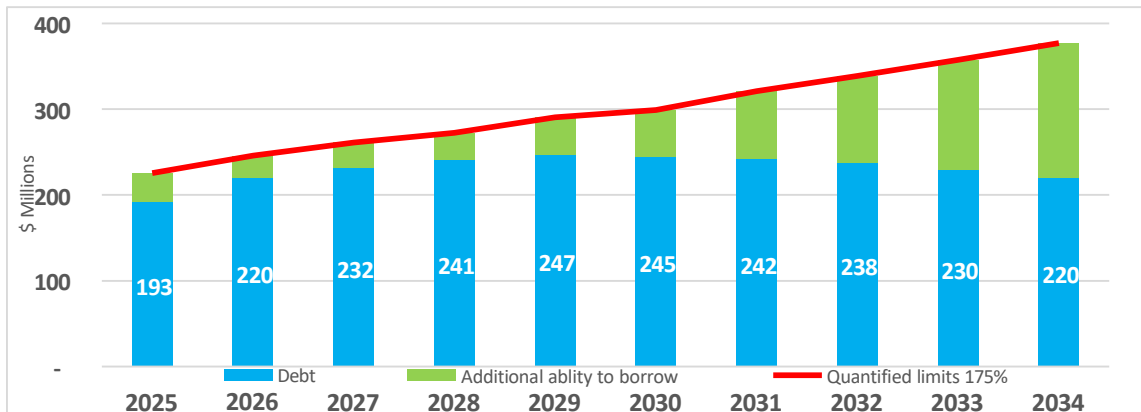
Debt has been forecast out for 10 years, beyond the three-year plan requirement in order to understand what our financial position will be like beyond 2027. It assumes that the Three Water Services will still be within Council's control throughout this ten year period, in order to show the all costs of services our community is facing.

Debt over the next ten years is forecast to peak in 2028/29 at \$247 million, reducing to \$220 million by 2034. From years 2028 to 2029 we have forecast debt to rise slightly, coinciding with the recovery works which will still need to be completed. This includes work on our roading network and flood protection.

The debt from years 4 onwards assumes that a large portion of our roading costs will fit within the Waka Kotahi higher subsidised emergency assistance. It assumes also that our need for faster Three waters renewals will continue over the rest of the period. It assumes that the projects that were included in the last LTP, will still remain.

However, the debt doesn't include provision for growth beyond what was forecasted, and it doesn't include new costs for an alternative Water supply site. Until our investigation and modelling is completed within the next three years, we will not be able to accurately forecast what this may cost. At the very least, the planning and any construction needed for a significant increase infrastructure investment, would take many years to complete.

Forecast Net Debt levels 2024-2034



Unplanned Events

Our new debt cap leaves some borrowing headroom to respond to emergencies should that be required. For the 3YP, we forecast debt to revenue percentage to be its highest of 157% in 2025/26.

We also have the ability to enter into prior approval arrangements with our external borrower to allow us to extend our debt cap in the short term. An extension on debt limits would coincide with Central Government's \$30 million concessionary loan for our FOSAL funding package. The loan is for ten years at zero interest and would allow time for Council to become credit rated.

Council is currently non-rated and we have the ability to borrow up to 175% of debt to income. Being credit rated, our ability to borrow rises to 280%. While we can borrow more, it doesn't mean that we necessarily should, as this would raise our debt to its upper limits. We also have to take into consideration the ability to pay and service our debt in such situation.

Council has a number of other prudential limits for monitoring debt which are set out in the Liability Policy and Treasury Policy. Council debt must remain within these policies limits (refer to table below), thus ensuring overall debt is within prudent levels.

Treasury Policy Limits

Ratio	Treasury Limit	2024/25	2025/26	2026/27
		Year 1	Year 2	Year 3
Net External Debt* / Total Revenue *Net external debt is financial liabilities less financial assets (excluding trade and other receivables) and less lease/debt arising from CCTO arrangements	<175%	150%	157%	155%
Net Interest / Total Revenue	<10%	5%	5%	5%
Net Interest / Annual Rates Income	<15%	8%	9%	9%
Liquidity	>110%	128%	124%	123%
Net debt per capita (based on 2027 projected population for 3YP modelling). This is based on a \$232m debt	<\$4,500	\$3,520	\$3,950	\$4,090
Net external debt per rateable unit (Rateable units of 22,787 forecast 2027, projected from 2022/23 rateable units with 0.5% pa growth). This is based on a \$232m limit.	<\$10,250	\$8,510	\$9,680	\$10,140

Insurance

Collectively with other councils in the Bay of Plenty region, we have an insurance programme through the Bay of Plenty Local Authority Shared Services Ltd (BOPLASS). This programme will fund some operational costs (e.g. business interruption) and capital costs where a claimable event occurs.

Insurance cover for material assets is separated into above ground assets (buildings, equipment, motor vehicles) and below ground assets (Infrastructure – water, wastewater, flood protection).

All councils in the BOPLASS group have material damage for below ground infrastructure assets, using a maximum probable loss approach rather than the reinstatement value for all our above ground assets. Maximum probable loss is the anticipated value of the biggest monetary loss that might result from an event, whether natural or otherwise. The LASS model is a sustainable and costs effective approach to securing insurance cover.



Managing Levels of Service



Levels of service are what we have agreed to deliver to the community. They are separately defined for each activity, where the service is described from the customers perspective. For this 3YP, most activities show that we plan on maintaining our commitments to service levels identified in the 2021-2031 Long Term Plan.

Due to our constraints from both rates increases and debt, and our physical capacity to deliver our recovery plan, there is little scope for us to significantly increase levels of service targets over the next three years. We have therefore focused on recovery infrastructure reinstatement, either meeting existing levels of service or lowering levels of service when it not affordable and meeting changes arising from statutory requirements.











Our no-frills budget focuses on maintaining our levels of service for our core activities, our waters, our roads and our regulatory functions.

The following table summarises changes to the levels of service per activity and identified whether the activity is a business as usual, recovery, or future-ready activity.



Activity	Type of change	Response Graphic
Water Supply	Improve Compliance with NZ's Drinking Water Standards, investing in UV Treatment	
	Improve capacity and resilience around our reservoirs	
	Planning, modelling for alternative water supply sites	
	Increase back up of replacement pipes for immediate reinstatement while water source is vulnerable to debris and further rain events	
Wastewater	Reduce incidences of wastewater overflows into our waterways	
	Accelerate renewals of aging infrastructure	



Activity	Type of change	Response Graphic
Stormwater	Reduce incidences of wastewater overflows into our waterways	
	Maintain the levels of service for stormwater overflows on private properties	
Rivers	Increase sediment build up and drainage maintenance	
	Modelling effects and impacts of drainage network to determine optimum and effective maintenance programme.	
Flood Control	Accelerated and extension of the Waipaoa River Flood Control Increase Te Karaka Flood Control Scheme	
	Modelling, feasibility and design for optimal flood protection options across Tairāwhiti Increase - Protection of residential properties within our rural communities (Category 2)	
	Increase Flood Protection of residential properties within city (Category 2)	
Roading Network	Levels of service will be lower on the roading network as we work to repair our cyclone damage roads	
	Staged reinstatement of cyclone damage network over 1-4/5 years	
	Planning, modelling for the next 30 years designing for resilient, safe and affordable network	
Woody Debris	Increase removal of woody debris from waterways, beaches	
Waste Management and Minimisation	Improving household kerbside collection for food and garden waste	
	Invest in organic waste processing and resource recovery infrastructure	
	Planning for alternative landfill sites, for disposal of organic and/ or waste	



Activity	Type of change	Response Graphic
Reserves Community Facilities	Rationalising public conveniences and play spaces. Making sure the right asset is in the right place for resilience	
	Cemeteries - new site away from high ground water tables, providing also for future capacity.	
	Renewals on aging community property infrastructure	
	Riparian and Coastal Reserve areas: enhancing natural buffers through native planting.	
	Reinstating cyclone damage walkway connections and erosion prone reserve areas	
City centre Kiwa Pools	Renewing aging community facilities, footpaths	
	Completion of Outdoor pool	
Environmental Management	Housing supply – updating the Tairāwhiti Regional Management Plan (TRMP) to enable better housing outcomes	
	Mapping the most extreme erosion-prone land at a scale that can support better landuse management decisions	
	Updating the TRMP to address the impact of sedimentation on waterways from land use and give effect to Te Mana o te Wai	
	Regulatory functions – adopting a risk-based approach to compliance monitoring & enforcement Improving our environmental monitoring network to fill gaps in our knowledge base	



INVESTMENTS & PARTNERING



Investments

Council's main investment vehicle is its 100% owned Council Controlled Trading Organisation (CCTO) Gisborne Holdings Limited (GHL). GHL manages Council's commercial operations and distributions flow directly to Council to help offset rates and provide for capital works. The primary focus of commercial operations is to operate profitably and to provide a non-rate income stream to Council.

Council's investment strategy with GHL, as the main investment vehicle, has both shareholder focused goals aimed at increasing the return from commercial operations assets, increasing the income stream to Council over the life of the 3YP and beyond, and increasing economic value for the community.

Leading into the 3YP, GHL reforecast their dividends to Council and halted dividends from 2022/23 until Year 2 (2025/26) of the 3YP. The impact of not receiving a dividend when Council is also facing higher costs from both recovery and rising costs from inflation, depreciation and interest, is significant.

In order to smooth the impacts of losing around \$6m of revenue, we have raised a loan which we anticipate will be paid for by future dividends and/or any restructures.

GHL's Investment strategy will be critical to our overall non-rates income, and it will determine how quickly the loan will be repaid.

GHL's investment strategy and the outcome of this will be reviewed by Council at the Group level. The overarching aim is that services of the Council Group will be delivered by the best vehicle and in the most cost effective and efficient way possible, while achieving sustainable and economic returns for our community.

Partnering and Fostering Connectivity

Council needs to form and maintain enduring funding partnerships with central government, particularly as we start rebuilding and recovering over the next 3 years, as we know we can't afford to do everything on our own.

As we enter this 3YP, we acknowledge that we have approved funding of just under \$200m. However, we are facing a bill ranging from \$465 million to \$725 million to restore our roads to their previous condition and to future-proof the network. As a result, it is likely that the levels of service for our roading network will change as we navigate the \$725 million investment programme.

Our roading network serves as a lifeline for both our communities and our economic development as without it, our region is completely isolated. Effective partnership with New Zealand Transport Agency is crucial, as the costs for enhancing resilience and reinstating our roading network far surpass what our community can afford to bear.



The challenges that we are facing, especially in light of our recovery, are too large for any one Council to address. Greater connectivity is needed with central government. In its draft report, the Review into the Future of Local Government emphasizes the importance of “mutually reinforcing relationship that harnesses the strengths of both local and central government”^{4,5} with a strong focus on agreed outcomes and properties.

Fostering connectivity will require us to have a linkage between us and government, that allows us to break down silos between agencies, enabling us to work together to respond to the complex needs of our region.

Partnering and creating this connectivity with Central Government especially over the next three years will be critical to regions recovery.

Three Waters

The Three Waters Review led to the recent establishment of Taumata Arowai, the new water regulator for Aotearoa, resulting in a strengthened regulatory environment for three waters services. [Taumata Arowai](#) places a strong focus on the safety of New Zealand's drinking water and, as of 15 November 2021, assumed the role of Aotearoa's drinking water regulator. From 2024, it will also oversee wastewater and stormwater networks, becoming the three waters regulator for Aotearoa.

Following the change in Government after the 2023 elections, repealing the Water Services Entities Act emerged as one of the priorities outlined in the 100 day plan by the National, ACT and NZ First Government. On 14 December 2023, the new Government announced a new direction for water services called 'Local Water Done Well'.

At the time of drafting this strategy, the exact details of new rules or structures the Government might implement remain uncertain. However, Council expects to retain ownership and responsibility for the operations of drinking water, wastewater and stormwater for the next three years. Beyond that, there is no certainty regarding the direction of Central Governments in this space.

It is likely that there will be opportunities for partnering with neighbouring Councils to establish “shared services” agreements, enabling the realisation of scale benefits and the provision of more affordable water service solutions.

WHERE WILL WE BE IN 2027?

Council will have resettled its foundations and established the building blocks for our regions future.

Future Planning

Our research, modelling and future proofing for our region will have been completed. Our roading network strategic review will inform where we need to build resilience, what levels of service we can afford to deliver and maintain for our 1800km network and the time it will take for us to build resilience into our network.

⁴ [https://www.dia.govt.nz/diawebsite.nsf/Files/Future-for-Local-Government/\\$file/Te-Arotake_Final-report.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Future-for-Local-Government/$file/Te-Arotake_Final-report.pdf)

⁵ [https://www.dia.govt.nz/diawebsite.nsf/Files/Future-for-Local-Government/\\$file/Draft-report-October-2022.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Future-for-Local-Government/$file/Draft-report-October-2022.pdf), page 18



Alternative water supply research and modelling will also have been completed to inform where future investment should be, taking into account security of water from adverse weather events while also considering potential climate change impacts on lower rainfall areas.

Investigation and modelling of Flood protection across our district will inform where we will build flood protection and map any unintended consequences of flooding from where there are not any protections in place. We will have a better understanding of where to complete more drainage maintenance and sediment removal works.

Building back

Progress will have been made in rebuilding our roading network following the cyclone damage, however we won't have addressed all of it. The reconstruction of the Tinoroto Bluffs is likely to take another year, and approximately 40-60% of the 62 bridges that were either demolished or damaged will have been repaired or replaced, with the pace of replacement dependent on contractor capacity and funding from New Zealand Transport Agency for their share of the local roads.

We anticipate that nearly \$350 million worth of works will have been reinstated on our roading network by this time. However, the network will not yet have fully recovered to its pre-cyclone state, as an additional \$110 million to \$400 million of works are still projected to be completed beyond the current 3YP.

Despite the progress we anticipate we will make, challenges such as pot-holes due to soft geology and the likelihood of increasing rain events will continue along with fiscal constraints. The remaining cyclone damage will leave us vulnerable to worsening conditions during future adverse weather events. Nonetheless, the majority of the network and the communities it serves will be largely reconnected by this time, representing a significant step towards full recovery.

Maintaining

Our wastewater infrastructure will overflow much less frequently and the water quality in our rivers and streams will incrementally improve.

Water supply will have drinking water that is delivering high quality, and we will be better to respond to the impacts future adverse weather events.

We would have cleaned up of damaged paths, erosion prone areas on our reserves, enabling public access again.

We will have renewed and revitalised our tired City Business area. We will have completed rationalising our extensive network of public conveniences and play spaces, making sure we have the right asset in the right place for resilience. We will have reinstated our cyclone damage walkway connects, erosion prone reserves and enhanced our natural buffers around riparian and coastal reserve areas.

Better

We would have completed 65km on Waipaoa Flood protection works, Te Karaka Flood protection works and will have started construction of new protection works in the city and rural areas.

We will have established a new Regional Recovery Centre, facilitating enhanced sorting and disposal of our waste streams. This initiative aims to reduce the overall waste volumes going to the landfill. Additionally, we will have implemented changes to our kerbside collections to include the collection of food and garden organic waste. We would have also identified options and finalised future plans for optimising waste processing within and across the district. This strategic approach ensures that we are not solely reliant on transporting all waste out of the district but have the capability to treat it locally.

With the help of external grant funding, we will have completed the second stage of our Kiwa Pools, outdoor area, enhancing our community recreational facilities.

However, despite these things which we hope to have achieved, we will still have a number of hurdles to face.

Rates affordability will remain a significant challenge, alongside the ongoing maintenance of our roading network and associated repair costs. How we deliver our services and incorporate resilience into our infrastructure will not only influence future costs but will also impact the effectiveness and sustainability of the services we provide.

We will still need to address the long term issue of our water vulnerability and we will need to start planning for alternative sources in alternative locations.

Addressing these challenges and ensuring the resilience of our infrastructure will be crucial for the enduring success of our region.

Other Financial Matters and Significant Assumptions

E. Our financial levers

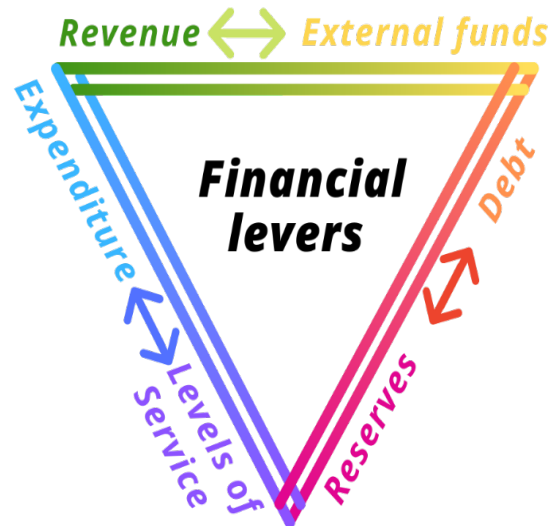
This Strategy aims to provide a balance between rates affordability, keeping council borrowings low, and delivering the activities and services our community expect in a fiscally responsible way.

We have three main financial levers to balance the work Council provides to community:

- the amount we spend
- how much debt we take on
- how much revenue we receive

The triangle represents the relationship between the three levers.

Changing one lever, such as increasing costs (expenditure) by providing new services will mean we need to either collect more revenue or use our reserves/debt to fund it. Conversely not investing in a capital project, will either reduce the need for more revenue or reduce the need to raise more debt.



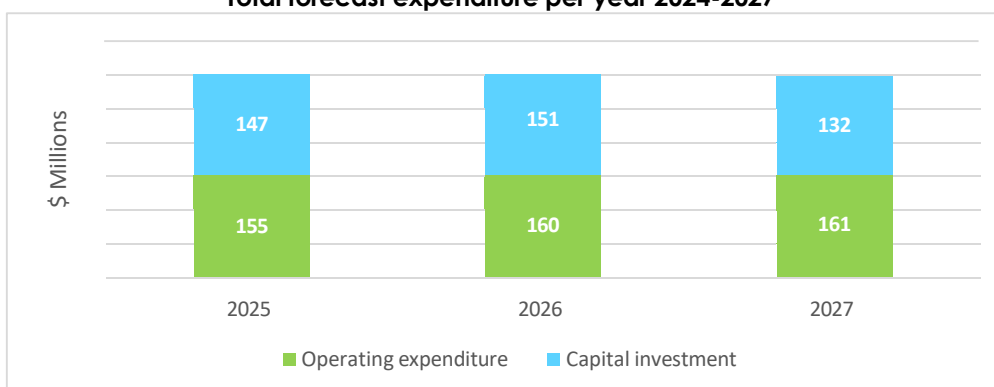
Total Expenditure

Total expenditure for Council is what we spend on operational costs capital costs.

Expenditure is heavily dependent on the levels of service (how much we do) and the services and assets Council provides to the community. If Council does more – either because it must comply with new standards or because the community would like to see more – then costs will increase. Conversely, if Council reduces levels of service – either due to it no longer being needed or because it is no longer affordable or a priority to provide it to the level we did before, then costs associated with that service will decrease.

This graph shows our forecast expenditure over the life of this three year period, split between capital and operational spend.

Total forecast expenditure per year 2024-2027



Historically Council spends three times more on operational costs than it does on capital investment projects. But for this 3YP, capital investment exceeds our operational spend.

This is due to our significant recovery costs amounting to nearly \$300m:

- Roading network reinstatement \$191m,
- new flood project schemes \$65m and
- FOSAL Category 3 voluntary Property buyouts \$30m.

Operating Costs

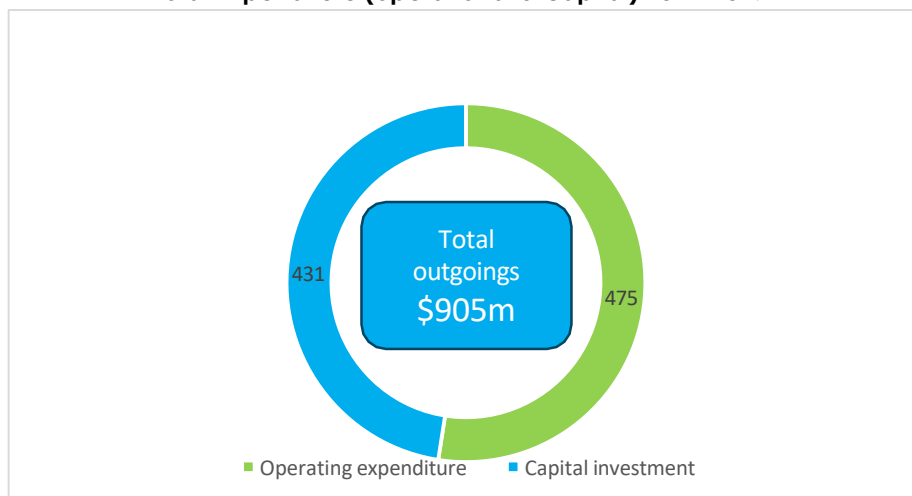
Operating costs include maintaining core activities, depreciation (wear and tear costs of our assets), employee costs and interest costs. Interest costs for this 3YP, has increased significantly driven by the capital programme but also higher interest rates.

Council will review how our services are currently delivered, both in how they can be provided (either through partnership with Council, by other providers) and through reviewing the efficiency and effectiveness of our own activities.

In the future, our water service activities (including water supply, wastewater and stormwater) could be provided by a larger water provider outside of Council. This depends on the outcome of the Government's Three Waters reform programme. This creates an added level of complexity for Council, where the future of this asset is uncertain.

The Strategy has kept a forecast budget for our water infrastructure, to ensure we have available to us what is needed for the renewal and operation of the assets regardless of this potential uncertainty.

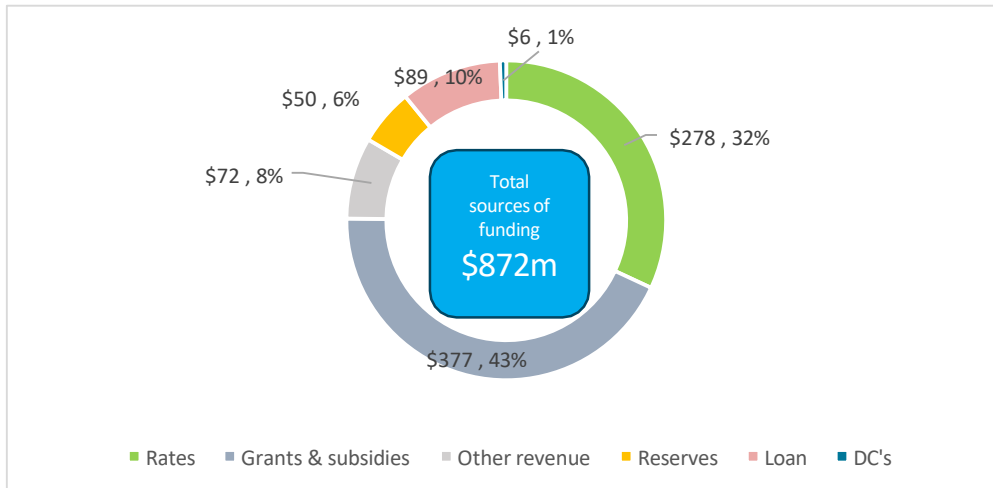
Total Expenditure (operational & capital) 2024-2027



Revenue

Total funding forecast for 2024-2027 Three Year Plan is \$872 million. Rates make up 32% with the rest coming from grants (43%), other revenue including user fees (8%), reserves (6%) loans (10%) and development contributions (1%).

Total funding (operational & capital) 2024-2027



Debt, Interest and Reserves

Debt and reserves have an indirect relationship, as reserves reduce Council's overall need for external borrowing. Council only borrows for what is needed to meet cashflow requirements. We monitor the planning and the progress of our projects and only borrow what is required to fund them, and only when that funding is needed.

In order to minimise the amount of external borrowing, we lend internally between different reserves. By doing this, we minimise Council's overall interest costs. Reducing debt or increasing the amount of reserves can be done by:

- Reducing capital expenditure; or
- Increasing revenue (through rates or external sources).

New Debt Drivers

Activity	Description	Total Net Amount 3YP
Recovery		
FOSAL Category 3 residential property buyouts	Council 50% share of \$30m	\$15 m
FOSAL Category 2 Flood Protection works	Total \$70m with Council contributing 10% share. Years 1-5+ for full delivery of works across our district.	\$5.4m
Roading Reinstatement	\$105m recovery reinstatement	\$12.6m
Land Stability projects	Reinstatement of trails and paths after damage caused by cyclone	\$1.5m
Landfill, waste minimisation and transfer stations	Improving disposal options, heightened issues during the cyclones where waste disposal could not be transported out of our region.	\$8.5m
Resilience - Water supply	Focusing on responding quickly - including additional backups - plus resilience for our water supply access and reservoirs	\$6.1m
		\$49m
Other		
Operational Debt from nil dividends	Three years of nil dividends from our CCTO	\$6m
Increased renewals Wastewater and Stormwater	Accelerating renewals aging infrastructure and private stormwater issues, to improve water overflows	\$3.5m
Central Business District	Renewals for the CBD, and reinstatement of trails and paths after damage caused by cyclone	\$2.5m
Kiwa Pools - outdoor areas	Conditional requirement of external funds, after phase 1 of Kiwa Pools indoor complex (\$46m). Assumes \$3.5m of additional external funding for the total \$6.5m project.	\$3m
		\$15m

Interest Rate Risk

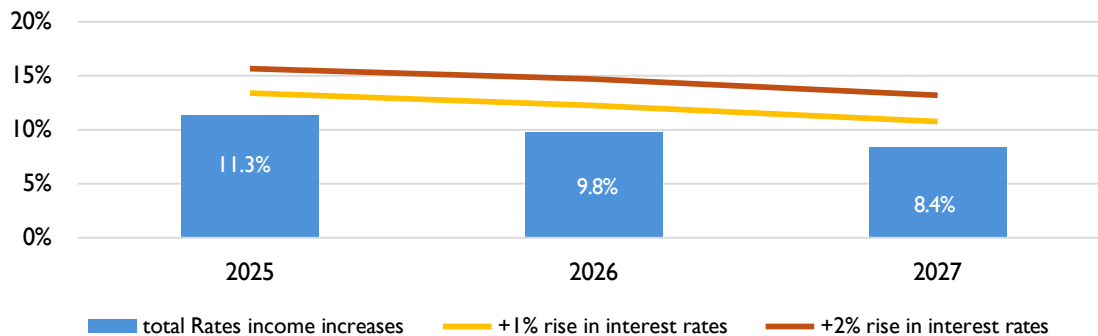
Internal borrowing is projected to be 4.7% over the next 3 years. As part of FOSAL Category 3 Voluntary Property buyouts, Central Government provided a concessionary loan of \$30 million with zero interest for a period of 10 years. After the concessionary loan, the forecast for external interest is expected to be 3.9%.

However, there remains a risk associated with interest rates increases above what we had anticipated, which could lead to a significant increase in rate revenue.

The graph below shows the impact of interest rate changes on forecast rates revenue. An increase of 1% would result in additional costs of \$1.5m (year 1) to \$2.2m (year 3).



Effect of rising interest rates on 2024-2027 rates revenue increases



We manage most interest rate risk through our Treasury Policy by converting the uncertainty of floating interest rates into fixed rate borrowing through forward swap agreements, interest rate swaps and interest rate options. We also mitigate interest rate increases by reviewing our capital expenditure and prioritising during the life of the Plan.

Depreciation Reserves

There are three types of capital expenditure:

- **Maintenance** – renewal of existing assets once they reach the end of life e.g. existing roads
- **Increase levels of Service** – new projects that improves the level of service. For instance, the Category 2 Flood Projection projects, where new flood protections will be constructed where previously there were none.
- **Growth** - Capital investments for new projects that are stimulated by growth and new needs e.g. the Waipaoa River Flood Control Climate Change Resilience project

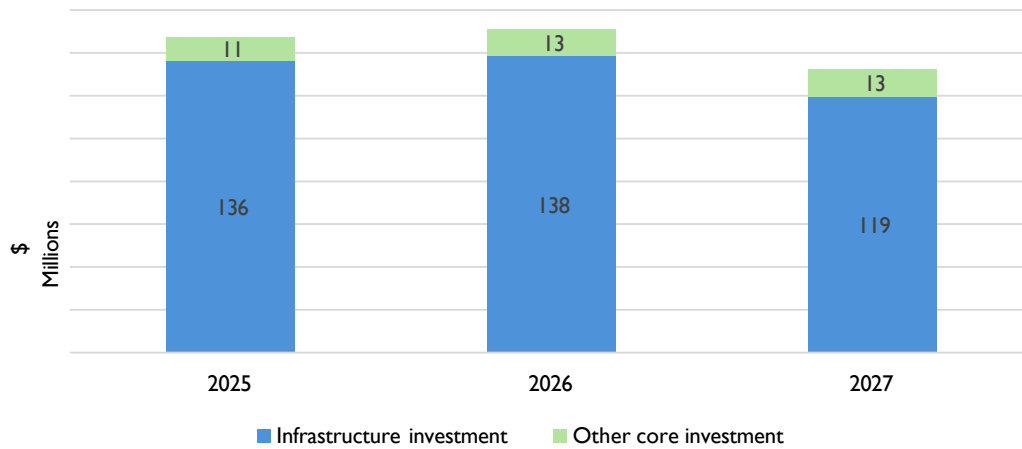
Assets need to be maintained to maximise their useful lives and need to be replaced to avoid asset failure. Provided assets are renewed when needed, they will continue to meet levels of service. In addition, critical assets such as Water Supply and Wastewater are replaced before they reach failure. As new infrastructure is built, Council starts to collect rates for depreciation. This goes towards future funding for the renewal of that infrastructure.

During the 3YP, Council's capital programme is set to increase to \$431m.

⁶ When Council builds new infrastructure from scratch due to growth this is funded through loans and development contributions

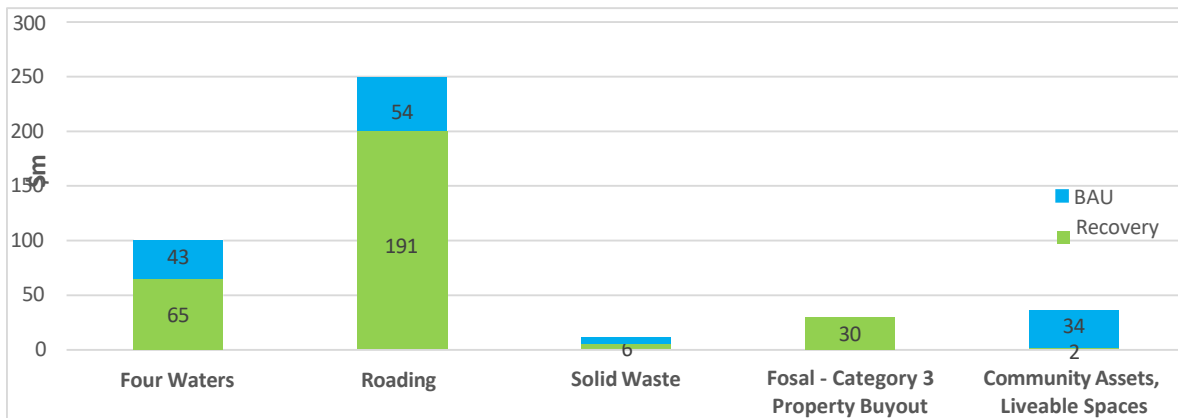


Forecast Capital Investment



In our 2021-2031 LTP, the total capital program for Years 2025-2027 was \$109m. The significant uplift in our capital program for the 3YP is our recovery reinstatement costs.

Capital Projects - Recovery versus BAU



Capital renewals versus Depreciation

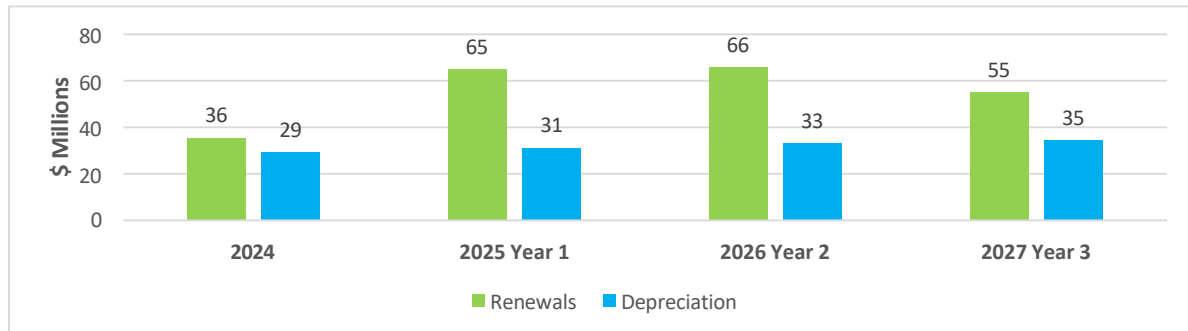
For 3YP, we are doing some renewals at a faster rate than depreciation. The accelerated renewals are mostly within wastewater, flood protection and roading activities.

Years 1-3	Average
Overall	189%
Four waters	122%
Roothing	261%
Community/Open spaces	111%
Other	112%



Some areas of renewals are different to others, based on their condition, the remaining useful life, prioritisation of critical assets first, and balancing affordability. Affordability takes into account that we cannot do everything at the same accelerated rate for the course of the 3YP and that we need to prioritise renewing our critical assets first.

Relationship between renewals and depreciation 2024-2027



Balancing Reserves over time

Depreciation reserves are used to fund the capital renewals programme as well as principal loan repayments. Current reserves are at \$43.3 million. By the end of the 2026/24, reserves \$31.8m. Each year of the Plan, capital renewals and principal repayments for new infrastructure are more than the inflows from depreciation.

Council is unable to simultaneously complete capital works and replenish its financial reserves. This would require a further increase in rates revenue, more than what we have allowed for and would have a negative impact on affordability for rate payers.

Overtime, Council will position itself so that funding for each activity is sufficient to fund debt repayments and to complete renewal work in the Asset Management Plans (AMP's). Forecasting beyond 2026/27, Council will slowly build back its reserves from 2029/30.

Balancing Affordability against the increased costs of depreciation for new projects

In some cases, Council will not fund depreciation on certain assets. This includes situations where:

- The assets may not be replaced at the end of their useful life
- The portion of roading assets which will be funded from externally
- Where the portion of the asset has been funded in advance by capital rates
- Where the asset has been fully grant funded (e.g. Olympic Pool)

Also in the short term, there is a strategy to phase the fully funding of depreciation new projects when there is an issue of affordability. Both the Wastewater Treatment Plant Disinfection project and the pool redevelopment were completed around the same time.

In order to reduce the impacts on rates and therefore affordability, depreciation is funded to the extent of meeting the principal repayments. By the end of 2033/34, depreciation for both the Wastewater and the pool redevelopment project will be fully funded.



Balancing the Budget

Council sets its operating income at a level sufficient to meet each year's operating expenditure. This ensures that there is adequate funding to provide continued services throughout the Plan period.

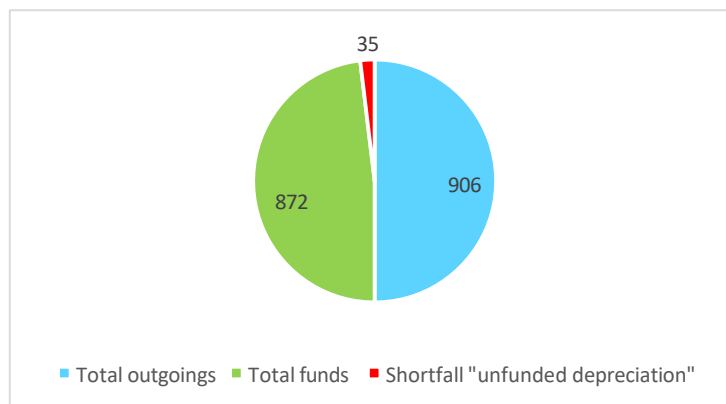
However, there are some costs or services that Council provides where this approach may not be practical or prudent, as not all of Council's depreciation costs are funded. Included in this is the funding provided by Waka Kotahi for a significant portion of the subsidised roading network, for which Council does not rate this portion of depreciation.

Likewise, it is deemed imprudent to raise rates as they occur to cover the steep planning costs associated with freshwater planning and the Tairāwhiti Resource Management Plan. Instead, the approach has been to raise a loan over the lifespan of two plans, smoothing the impacts on ratepayers.

Throughout the 3YP, Council total sources of funds (rates, loans, grants, dividends and fees and charges) amount to \$872 million, slightly below our forecast total outgoings (operational costs and capital projects). The "shortfall" arises from not raising rates to cover all depreciation costs.

It is assumed that a set proportion of the Land Transport roading capital expenditure will continue to be funded through Waka Kotahi financial subsidies. Given this, it is considered appropriate to only collect rates revenue on the proportion of roading depreciation funded from Council's local share, resulting in a shortfall against our balanced budget.

Balanced Budget 2024-2027



D. Strategic Links

This Strategy provides top down direction for – and is implemented through – a variety of policies, plans and actions taken by Council as outlined below:

Financial policies and their role:

Revenue and Financing Policy	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 particularly ratepayers who benefit from the activity or service.
Development Contributions Policy	This policy identifies growth-related infrastructure work as well as the charges that expect to be recovered from developers to support that work.
Investment Policy	Our Investment Policy looks at Council's mix of investments, management of risk where investment is concerned and our procedures for managing and reporting on investments.
Liability Management Policy	This policy covers debt repayment, credit exposure and provides policies for interest rate exposure and liquidity. It implements the judgements that our revenue and financing policy makes about intergenerational equity.
Remission Postponement and Penalty Policies	Remission policies are primarily used to address any inequities as a result of setting of the rates and provide assistance to those who are affected more than others.





Title: 24-36 Tairāwhiti Climate Adaptation Planning Project: Community Case Studies Research Report

Section: Sustainable Futures

Prepared by: Joanna Noble – Director Sustainable Futures

Meeting Date: Wednesday 28 February 2024

Legal: No

Financial: No

Significance: **Low**

Report to SUSTAINABLE TAIRĀWHITI/TOITŪ TAIRĀWHITI Committee for information

PURPOSE - TE TAKE

The purpose of this report is to provide an update on the Deliberative Democracy for Climate Adaptation project that Council has supported.

SUMMARY - HE WHAKARĀPOPOTOTANGA

The **attached** report by Te Weu Charitable Trust summarises the results of community-led research in three Tairāwhiti communities over the past six months: Matakaoa, Muriwai and the disabled community in Gisborne City. Representatives from Te Weu Charitable Trust will attend to present the key findings of the report. Representatives of Koi Tū – The Centre for Informed Futures at the University of Auckland will also be present to share insights on deliberative democracy with Council and to answer any questions about deliberative processes in the current context.

The 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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

- 1. Notes the contents of this report.**

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: deliberative democracy, climate change

BACKGROUND - HE WHAKAMĀRAMA

1. The last report for this applied research project was provided in May 2023 (23-102) with a presentation by representatives of the project team. The project focuses on how communities within the region can be supported to lead their own climate change adaptation and transition planning as well as contribute to ongoing Tairāwhiti regional climate resilience planning.
2. At the May 2023 presentation, project team members explained that the project plan needed to pivot given the impacts from extreme weather events, particularly Cyclone Gabrielle, on residents' capacity to participate in project activities.
3. A working group of Council staff and Te Weu personnel subsequently agreed a project plan in two phases. The first was a series of community case studies using locally based researchers to investigate how selected communities were recovering from the cyclone in early 2023 and adapting to such events becoming more frequent and severe. That research is intended to provide input to a randomly selected deliberative 'Citizen Assembly' process to be implemented this year.
4. Citizen Assemblies and other deliberative processes are increasing in popularity worldwide because of the robustness the processes offer, they can also reduce the politicisation of critical and controversial issues if politicians have passed the decision-making back to a randomly selected group of citizens who are not interested in popularity or re-election, just in making the best recommendations based on the best evidence. Kōi Tū – The Centre for Informed Futures at the University of Auckland have been developing expertise in deliberative processes in Aotearoa New Zealand and will be present to share some insights with Council and answer any questions about deliberative processes in the current context.
5. The first phase of the project is now complete, and the **attached** report provides a summary of findings from resident-led research in three local communities that focused on local preparedness for extreme weather,

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

6. The three case study communities were selected based on criteria including demographic diversity, geographic spread, extent of cyclone impacts, state of community climate awareness and where post-cyclone Council/stakeholder interventions were already concentrated.
7. Muriwai (Ngāi Tāmanuhiri) and Matakaoa) are small rural communities located at either end of the region. The Gisborne city disabled population is an urban based community of shared interest and need.

8. The **attached** report outlines the methodology used and research findings. The findings have been distilled into five key messages:
- a. Organised groups exist in many communities who care deeply about their community and have the skills and expertise to build climate resiliency. They can serve as conduits/activators for any concerted effort to promote and facilitate community-led adaptation planning.
 - b. Communities aren't always aware of or well-informed about the 'powerful interests' who might help or hinder their adaptation efforts. More awareness raising and community conversations are needed to identify who these people and organisations are and how to engage with them.
 - c. Established communication processes and relationships with Council have been disrupted by recent weather-related emergencies. Some communities have been hammered repeatedly and lack regular up-to-date information and appropriate resources for rebuilding and adapting. These issues need rectifying urgently.
 - d. Cyclone Gabrielle and subsequent events have made people realise perhaps they haven't taken environmental threats as seriously as they should have. Awareness needs to be followed up with concerted community-wide discussions and demonstrations of successful community-led adaptation planning.
 - e. Communities are not 'basket cases' despite recent extreme weather events or what some stakeholder representatives might think. Even special needs groups like the Disabled Community have been relatively self-sufficient and can become even more so with appropriate information and resourcing.
9. The findings will inform the deliberative democracy process, which is the next phase of the project.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

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: **High** Significance

This Report: **Low** Significance

The effects on individuals or specific communities

Overall Process: High Significance

This Report: Low Significance

The level or history of public interest in the matter or issue

Overall Process: High Significance

This Report: Medium Significance

10. This report does not require a decision from Council, and as such is of Low significance, but is part of a process to arrive at a decision that may be of Medium to High significance in accordance with the Council's Significance and Engagement Policy

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

11. Mana Whenua groups in Matakaoa and Muriwai led the community research in their respective communities and other mana whenua groups and organisations will have the opportunity to present as experts in the Citizen Assembly process.
12. The project team is also considering an initial round of two Citizen Assemblies, one randomly selected from the General Roll and the other made of people randomly selected from the Māori Roll, both assemblies would hear the same evidence, deliberate on it independently and come up with their own recommendations and then come together to see if consensus on recommendations can be reached before reporting back to Council.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

13. Community engagement is an integral part of this project. The report provides valuable insights for Council to consider responding to as part of its future community engagement approaches.
14. The introduction of a Citizen Assembly is a major milestone in support of enhanced deliberative decision-making in Tairāwhiti.

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

15. The project supports Council's role in working with and supporting communities to achieve informed and effective climate change adaptation.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

16. There are no financial implications, this project has been approved within current budgets. Funding has been provided by the Department of Internal Affairs via the "Better Off package".

Legal

17. There are no legal implications.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

18. At the May 2023 meeting, Council agreed to recognise and provide for the recommendations that come from the Citizen Assembly (CA) process in progressing future regional adaptation and transition planning and actions. This commitment should provide all stakeholders: CA members, experts presenting to the CA, Council and residents/ratepayers, with confidence that the process is a worthwhile and will be based on robust deliberation of the best evidence available. It also means Council will need to stick to this commitment, even if the outcome is unexpected.

19. This project is consistent with Council's policies and plans, particularly with the community outcomes of:

- A driven and enabled community
- Resilient communities; and
- We take sustainability seriously

RISKS - NGĀ TŪRARU

20. There are no major risks associated with these matters.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
13-16 February 2024	Phase 1 report presented back to participating communities and region and made publicly available.	
27 February 2024	Deliberative Democracy workshop (Gisborne District Council staff, Te Weu and Koi Tu).	
28 February 2024	Phase 1 report to Council for information (this report).	
March 2024	Council staff report back on proposed Council response to phase 1 report.	
March/April 2024	Te Weu, with support from Koi Tu (and the Exchange Cafe), to lead wider community awareness raising regarding the benefits of Citizens Assemblies.	
March 2024	Te Weu and Gisborne District Council Working Group to agree on initial focus of Citizen Assembly.	
July – November 2024	Region's first Citizen Assembly established.	

ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Te Weu Climate Adaptation Community Profiles Report - Jan 2024 [24-36.1 - 42 pages]

January 2024

Community Case Studies Research Report

Tairāwhiti Climate Adaptation
Planning Project

Te Weu



Preface / Kupu Whakataki

Extreme weather events have become more frequent with climate change. The East Coast has been particularly hard hit in recent years. In early 2023 the Gisborne District Council commissioned Te Weu Charitable Trust to investigate ways communities could be supported to do their own adaptation planning in conjunction with development of a regional adaptation plan. Te Weu undertook a literature review confirming the importance of residents being actively engaged in the planning process if it is to be effective in achieving desired outcomes.¹ The review noted that deliberative democracy approaches (such as citizen assemblies) have been particularly useful tools for promoting flax-roots participation in addressing civic issues and informing local government policymaking.

A working group of Council staff and Te Weu personnel subsequently agreed a project plan in two phases. The first was a series of community case studies using locally based researchers to investigate how selected communities were recovering from the cyclone in early 2023 and adapting to such events becoming more frequent and severe. That research is intended to provide input to a randomly selected deliberative 'Citizen Assembly' process to be designed and implemented in 2024. The assembly (or assemblies) will consider a wide range of evidence and how the Council in collaboration with private and public sector stakeholders could facilitate and support communities to develop their own adaptation plans as well as contribute to the development of regional adaptation plans.

The following report is a combined effort by the research team. The team would like to express its appreciation to the staff working group and to the Council for supporting the project and agreeing to give effect to key recommendations from the deliberative process in future climate adaptation and transition planning and projects.

The Research Team / Te Tīma Rangahau

¹ The literature review and discussion paper by Te Weu was titled *A Deliberative Democracy Approach to Tairāwhiti Climate Adaptation Planning*. <https://teweu.nz/>

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Executive Summary / Whakarāpopototanga

The Project

- Extreme weather events and sea-level rise are expected to affect the Tairāwhiti region more often with increasing impacts in the future. The Gisborne District Council has developed a [Roadmap 2050](#) for responding to climate change and wishes to know how they can support community-led adaptation.
- Te Weu Charitable Trust was commissioned to undertake a two-stage project, starting with a series of community case studies culminating in this report. One or more 'citizen assemblies' will then assess the findings and make recommendations to Council.

The Communities

- Three case study communities were selected based on criteria including demographic diversity, geographic spread, extent of cyclone impacts, state of community climate awareness and where post-cyclone Council/stakeholder interventions were already concentrated ([Appendix B](#)).
- Muriwai (Ngāi Tāmanuhiri) and Matakaoa are small rural communities located at either end of the region. The Gisborne city disabled population is an urban based community of shared interest and need.

Methodology

- Official statistics were either too broad geographically or too outdated to permit stratified sampling (see [Appendix C](#)). Instead, a personal networking process was adopted to create a pool of potential informants from which interviewees were selected.
- Community interviews focused on six key questions ([Appendix E](#)). Researchers transcribed each interview, coded (labelled with phrases) the most frequent responses and then met as a team to convert the coded phrases into statements articulating the main points made by interviewees ([Appendix H](#)).

Main research findings

- What works in promoting and sustaining participation in adaptation planning and action?
 - (a) Recognise and utilise existing skills so people have a sense they're really contributing.
 - (b) Use personal networks and social media to spread the word about climate change and the importance of preparing for future impacts.
 - (c) Adaptation planning and action is more likely to be well-supported when a committed local group takes the initiative.
- What are the barriers to individuals, families and groups participating in community adaptation planning and action?

- (a) People in economically disadvantaged communities or with disabilities frequently lack the time, resources or support to participate in organised community planning.
 - (b) Communities often lack the necessary people skills and resources to undertake their own planning without external support.
 - (c) People give little credence to adaptation planning unless they see community ideas being responded to positively by authorities.
 - (d) Cultural norms, suspicion about the climate science and/or mistrust of government can be barriers to involvement in planning and action.
- What different approaches to community organising and planning suit groups with unique perspectives and needs?
 - (a) Community-based planning can be more effective when it builds on what households and whanau are already doing to adapt.
 - (b) For some communities, a multi-faceted approach to raising climate change awareness works better than a narrowly focused campaign.
 - (c) Groups like the Disabled Community or extended whanau require diverse outreach methods and online technology to be able to access information and participate actively in planning.
- How can the Council and other stakeholders improve support and coordination so communities can access necessary information, skills and resources when they need them?
 - (a) Outside stakeholders need to trust that communities know their local situation best and can, with appropriate upskilling and resources, lead their own planning process.
 - (b) Regular structured engagement opportunities are needed between Council and communities to progress climate adaptation, not just occasional 'consultations'.
 - (c) There needs to be an agreed process, improved information sharing and better cooperation between the Council and other stakeholders around community-led adaptation as part of developing a regional adaptation plan.
- How do communities get assistance in identifying and engaging with the powerful corporate and individual interests that can influence their adaptation plans?
 - (a) Leaders could help identify such interests by networking and initiating community conversations, which has the potential to strengthen relationships, raise citizen awareness, and consolidate community power.
 - (b) Where their interests are aligned, communities may achieve better outcomes by establishing mutually beneficial relationships with powerful stakeholders and acknowledging their contributions in responding to climate change.
 - (c) Communities can seek assistance from academics with relevant research interests, community activists and communities with previous planning experience on how best to identify and engage with influential interests.

- How do communities get central and local government to recognise the importance of supporting citizen deliberation exercises and community-led adaptation planning?
 - (a) Communities should do their own homework, find out what other communities have done, and acquire the basics of community-led adaptation planning and action ('Don't wait for the state').
 - (b) Council and stakeholders need to do more than pay lip service to communities knowing and caring about their local situation. Community leaders should publicise and spread the word to all levels of Council about successful adaptation planning exercises and opportunities.
 - (c) Effective local/regional climate adaptation planning is more likely to result from Council and communities establishing a partnership based on equal and transparent terms, with communities receiving adequate resourcing.

Key Messages

- Organised groups exist in many communities who care deeply about their community and have the skills and expertise to build climate resiliency. They can serve as conduits/activators for any concerted effort to promote and facilitate community-led adaptation planning.
- Communities aren't always aware of or well-informed about the 'powerful interests' who might help or hinder their adaptation efforts. More awareness raising and community conversations are needed to identify who these people and organisations are and how to engage with them.
- Established communication processes and relationships with Council have been disrupted by recent weather-related emergencies. Some communities have been hammered repeatedly and lack regular up-to-date information and appropriate resources for rebuilding and adapting. These issues need rectifying urgently.
- Cyclone Gabrielle and subsequent events have made people realise perhaps they haven't taken environmental threats as seriously as they should have. Awareness needs to be followed up with concerted community-wide discussions and demonstrations of successful community-led adaptation planning.
- Communities are not 'basket cases' despite recent extreme weather events or what some stakeholder representatives might think. Even special needs groups like the Disabled Community have been relatively self-sufficient and can become even more so with appropriate information and resourcing.

Conclusion

The findings will be presented as evidence to the deliberative democracy process which is the next stage of the project. These community studies confirm New Zealand and overseas research about the value of a community-led, deliberative approach to building climate resilient communities and contributing to more effective government climate policies and action.

Mihi

Whiringa wairua, he muka tangata. Whiria mai i tawhiti nui, whiria mai i tawhiti pamaomao.

Tangihia o tatau mate o te wa ratau ma kua ngaro i te tirohanga kanohi, moe mai ra i roto i nga ringa manaaki o te Runga Rawa ki reira okioki ai.

Otira ki a tatau nga waihotanga o ratau, kei te mihi, kei te mihi, kei te mihi.

Ki nga maunga whakahii, nga puke korero, nga wai kaukau o tena pa, o tena hapu, o tena iwi horapa i te Tairāwhiti, ā, tena ra tatau katoa.

Introduction / He Kōrero Timatanga

Cyclone Gabrielle was just the latest in what scientists anticipate will be more frequent extreme weather events that will affect Tairāwhiti in future. People and government organisations came together after the cyclone and made extraordinary efforts to recover from the devastation. Unfortunately, the cleanup and rebuilding process has been prolonged by further rain events. Parents report their kids are scared of the rain. People are becoming tired, anxious and irritable. Most try to carry on as before, but lives and work are regularly disrupted. Small business, farming, and horticultural production are affected. Disadvantaged groups are disproportionately impacted.²

Naturally, people ask when things are going to get back to normal. The reality is that there's no going back to the way things were. Climate change will continue to impact our lives. We're going to have to adapt and do things differently in future. Under the Labour Government's National Adaptation Plan, government agencies were expected to coordinate their efforts and work with local authorities to "ensure communities have the information and support they need to prepare for the impacts of climate change we cannot avoid." Irrespective of the change of government, the need is still there. But is that coordination and planning taking place? Is appropriate, timely support getting to communities and mana whenua so they can do their own adaptation planning as well as contribute to regional planning?

The Review Panel on the Future for Local Government observed in their 2023 report that active community participation is a feature of robust democracy. They noted that local council engagement and consultation processes in Aotearoa/New Zealand are often reduced to compliance exercises "rather than deeper engagement and collaboration. People need the opportunity to fully participate in decision-making on policies and issues that affect their futures and future generations." The Panel recommended local councils invest in democratic innovations such as 'deliberative democracy' exercises to promote citizen-led planning and policy processes.

² Macinnins-Ng, Cate et al, 2023. 'Climate change impacts on Aotearoa New Zealand: a horizon scan approach.' Special issue: New Zealand and Antarctica in a changing climate. Published online 19 October.
<https://doi.org/10.1080/03036758.2023.2267016>

Overseas research and New Zealand community development experience supports this recommendation. Community-based, community-led adaptation to climate change is a social as well as a public planning process. It's about building community capacity. That means doing more than just providing services and distributing resources to meet basic emergency needs. It means supporting neighbourhoods and rural communities to develop their own plan for rebuilding infrastructure, services, housing and livelihoods appropriate to the new realities climate change is presenting.

The Gisborne District Council, like other local authorities, has a mandate to assist in recovery from disasters, develop regional adaptation plans and help build more climate resilient communities. In accordance with that mandate, the Council began work in 2020 on a climate change response framework and in 2022 released a regional action plan called Roadmap 2050. The Roadmap foreshadowed initiatives the Council, in cooperation with key stakeholders and communities, would lead to mitigate regional emissions, adapt to climate impacts and transition to a more sustainable economy. Many of those initiatives are now underway, like establishment of a Regional Coordination Centre (RCC), whose staff are available to help communities who would like to lead their own community planning.

To learn more about how communities are thinking about adapting to climate impacts, the impediments they are facing and the role that the Council and other stakeholders could play to assist them, Te Weu Trust was commissioned to undertake a study of communities and a 'citizen assembly exercise' to make recommendations to the Council.

The following report covers the first phase of the project – an investigation of three case study communities from around the Tairāwhiti region. The report begins with an overview of the project design, followed by brief profiles of each community. The report then sets out the main findings from field interviews in each community in response to six key questions. After a brief comparison of the findings between the three communities, the report ends by highlighting several important messages from the study for the citizen assembly and Council.

Project Overview / Te Tirohanga Whānui

Purpose

The overall purpose of the project is two-fold:

- a) To document and garner lessons from several case studies around how communities are recovering from Cyclone Gabrielle and what they are doing to plan how they will adapt and transition to a more resilient, survivable future; and
- b) To organise and trial a deliberative Tairāwhiti ‘citizen assembly’ to consider expert advice and case study feedback on how Gisborne District Council (GDC) in collaboration with private and public sector stakeholders can best facilitate and support communities to develop their own adaptation plans and contribute to the development of regional adaptation plans.

Design

The project was designed in two phases. This first phase involved a team of researchers engaging with and documenting the experiences of selected communities from June to November 2023. Particular attention was paid to whether and how communities were able to engender participation, sustain leaders, develop a planning and implementation process suitable to them, secure enough resourcing not just for cyclone recovery but for building capacity for planning, and whether they were able to work with outside stakeholders to receive timely advice and assistance.

The research process employed interviews with randomly selected individuals in each community, supplemented by events records and participant observation notes by each researcher. The interviews were semi-structured and focused on six key questions (see [Appendix E](#)):

1. What are the main barriers to individuals, households/whanau and groups (marae, land blocks, catchment communities, companies) participating in adaptation planning and implementation?
2. What works and what doesn't in promoting greater participation and sustaining leaders in adaptation planning and action?
3. What different approaches to community organising and ‘planning’ suit different groups with their unique perspectives and needs?
4. How can government agencies, local council, regional development authorities, sector organisations, iwi entities and businesses improve coordination and communication so communities can get access to the information, skills and resources they need when they need them?
5. Where do communities get information and assistance in identifying and dealing with the powerful interests that influence their adaptation planning and intended outcomes?

6. What successes have community advocates had in convincing organisations with influence and public policy decision-making powers to encourage citizen participation and support community-led solutions for effective adaptation?

Out of a list of potential case study communities, three were selected using criteria set out in [Appendix B](#). The communities were Muriwai/Ngāi Tāmanuhiri to the south of Gisborne, Matakaoa in the far north, and the Gisborne Disabled Community, an urban community of shared need and interest. Each case study community was at a slightly different point in their journey of recovering from Cyclone Hale, Cyclone Gabrielle and other weather events and considering how they could adapt to future climate impacts. The research project was about observing, engaging with citizens, and gleaning lessons from each community’s experience so these could be shared with other communities and inform the Council’s climate adaptation planning.

Official statistics provide only a broad context for estimating each community’s population profile (see [Appendix C](#)). The data for the disabled population nationally and locally is a decade old and does not provide the full range of standard demographic variables that the census does. The data relevant to Muriwai and Matakaoa pertain to the ‘statistical area’ in which they are located. They could only be used as approximate guides to the population profiles of the two villages and their surrounds. For these reasons it was decided not to attempt stratified sampling. Instead, a personal networking approach was used to create a pool of potential informants from which interviewees could be selected, using available statistical data as a rough guide.

Following fieldwork in the three communities, researchers met as a team to review the coding of responses from their interviews to identify the most frequently mentioned responses to each of the six questions. These were converted into interpretive phrases and eventually synthesised into statements that summarised the important points interviewees were making ([Appendices F](#) and [G](#)).

Findings from the case studies are intended to be shared with the communities themselves as well as providing input to a deliberative democracy regional citizen assembly planned for 2024. After the citizen assembly, the research findings from the case studies will be available to communities across Tairāwhiti (see [Figure 1](#)):

Figure 1

Community Adaptation Planning Case Studies

Research, analysis and reporting process

	Case 1	Case 2	Case 3	
Question 1	→			Tairāwhiti region Learnings for GDC and the whole
Question 2	→			
Question 3	→			
Question 4	→			
Question 5	→			
Question 6	→			
Learnings for each community to use				

Community Profiles / Ngā Whakamaramatanga ā Kaenga

The following community profiles were prepared by local research teams as an introduction to their community including how the community has responded to recent extreme weather events.

Muriwai/Ngāi Tāmanuhiri

Exposure to climate impacts

Muriwai is a beautiful coastal village 20 km from Gisborne which encompasses Muriwai Marae and approximately 85 homes, highly exposed to the impacts of severe weather events, rising sea level, increased frequency and severity of storms, earthquakes resulting in tsunami and coastal erosion. Tawatapu settlement sits in the foothills of Wharerata Forest to the south of Turanga which encompasses Rangiwaho Marae and approximately 12 homes.

Muriwai Marae was relocated many years ago from its position at Te Whero Whero due to the rising water levels and the ever-changing environment where the river meets the sea. Locals remember the Tsunami in the 1960 's, where the water came up to, and evacuating from Kura up surrounding hills for safety.

Muriwai and Tawatapu settlements are vulnerable to climate change. Muriwai village is below sea level. Indigenous peoples are highly vulnerable to the impacts of climate change. They are also key to the global response due to centuries of knowledge and tikanga in caring for Papatūānuku. Indigenous peoples' rights must be part of all future climate change and emergency response action, policy and law. Whanau and hāpori are at the sharp end of social statistics, and addressing inequities must be part of climate change resilience measures. Iwi, hapū and Māori organisations are exercising their self-determination and leadership – for the benefit of all in the community. Such leadership warrants recognition and support. The subtle and not so subtle weather pattern changes, flora and fauna impacts and landscape adjustments have been noticed by uri for some time. We have and will continue to adjust our sails. Ngāi Tāmanuhiri want to be front and centre of its emergency response and climate change mitigation measures. There are disproportionate impacts of climate change and disasters on Ngāi Tāmanuhiri, and local people are best placed to make decisions on this.

Te Tairāwhiti has experienced seven severe weather events in the past 24 months and continues to have regular weather warnings. Severe Tropical Cyclone Gabrielle devastated Te Tairāwhiti in February 2023. It was the deadliest cyclone and weather event overall to hit New Zealand, surpassing Cyclone Bola in 1988. The Gisborne District was hit hard, with power, all forms of communication and eftpas out for multiple days. All transport routes in and out of Tairāwhiti were severed. The damage is significant and devastating, worsened by the forestry debris which has impacted local infrastructure, waterways, food sources and taonga spaces. The response of marae-based communities in many ways defined our national response to Cyclone Gabrielle. Manaakitanga, respect and care for others, was placed above all else. Driven by immediate needs, Māori have provided determined leadership for a Papatūānuku-driven approach to our environment. Reflecting on the performance of Government and emergency services in Gisborne, we can identify the areas for improvement and ensure the best outcomes for Muriwai/Tawatapu residents for future weather

events. Extensive consultation is vital to informing the emergency planning. Multiple community hui have occurred following Cyclone Gabrielle, led by Tāmanuhiri Tutu Poroporo Trust and our local hapū leads Haumarū Roopu.

Community response - Positive Developments

After the cyclone, the community had no communications or access to cash because EFTPOS was down. Eventually some people got access to Starlink. There has been at least one meeting to discuss cyclone recovery progress and next steps. Recently a community fun day was held on the beach and local leaders managed to add themes about adapting to climate change. Recently Tāmanuhiri Tūtū Poroporo Trust have purchased land outside of Category 3 areas as a safe evacuation location, plans are underway to resource this sufficiently to accommodate the local community in the event of an emergency.

There still is a certain amount of disconnect between residents and central and local government entities. Tāmanuhiri Haumarū Roopu was established during the Covid 19 pandemic. The aim was to bridge the gap between Government priorities with the aspirations of whānau, hapū and iwi in Te Muriwai and Tawatapu. The aspirations of the group of volunteers were to:

- Construct an individual household whānau response framework.
- Build a productive, resilient, sustainable and inclusive community.
- Improve the wellbeing of Te Muriwai community members.
- Foster leadership and mana restoration within our people.

The years of experience, trust and relationships the Haumarū Roopu have established have been essential to informing this resilience & emergency planning. Haumarū Roopu approach is that community / whānau are the fundamental foundation of Māori society. This is the basis for how they engage, how our strengths are viewed and how success is shared. It's about community / whānau leading their own aspirations. Wai to Muriwai provides some water resilience for the community through town supply filtration. Emergency support agencies are assisting to keep this kaupapa at the forefront of our residents' minds by providing some resources (ECCT, Red Cross, Mahaki and Civil Defence).

Matakaoa

Background

Matakaoa is a small coastal community comprising of Waikura Valley (222km north of Gisborne) at the western end, East Cape Road (190km north of Gisborne) at the eastern end and the largest settlement Te Araroa (170 km north of Gisborne). It has a combined population of around 1800.

The community is extremely isolated from central services, the impacts of climate change are likely to be very different in Matakaoa compared to other communities – for example access to services are very restricted due to roading infrastructure and the travel distance and time involved.

Matakaoa traditionally referred to a large peninsula in our region, which rests on the eastern fin of Te Ika a Māui (the North Island of Aotearoa New Zealand) however from the early 1900s it came into use to refer to the townships from Whāngaparāoa in the west, across to Whāngaokena (East Cape Island) and down to Whakaangi. We still hold functional and familial relationships to Whāngaparāoa. Our population can swell to over 5000 during the summer with inter-regional and international tourists who all come to enjoy our beautiful beaches, New Zealand's oldest and largest Pohutukawa tree, the historic lighthouse at East Cape, the region's wild, remote countryside. The area's population is approximately 95 percent Māori and there are some 16 hapū within our boundaries.

Matakaoa has a long, proud history of resilience. In the days of our ancestors, it was a site of abundance, holding many healing springs, wetlands and gardens, and was the nest of leadership for our region - a sovereign nation that was self-sustaining and self-determining. Early explorers noted that the ancestors of our region were strong, healthy, and immaculate in presentation. With the arrival of colonization came numerous pandemics. While these impacted on our ancestors heavily, we also created our own responses to these challenges to protect our community. This included setting up checkpoints to stop the entry of diseases and donating land and marae for the establishment of hospitals.

Exposure and impacts of recent severe weather events

The community has been impacted heavily by recent climate events. Frequent heavy rain and flooding have cut communications, and the main road has been cut repeatedly. This has impacted the local businesses and the whole community by preventing people from getting to work, children getting to school, and caused difficulties getting to the doctor. In one case a local kuia who was seriously unwell and the ambulance was unable to get to her house because the bridge crossing the river through town was damaged and closed. She eventually was flown out by helicopter.

Some households have been seriously affected financially. With not being able to get to work and having no income for long periods of time, they've had to draw upon their limited savings. Some whanau don't feel safe driving state highway 35 to Gisborne. They fear damage to their vehicles due to all the potholes and damaged roads that could add extra costs which they can't afford.

Riverbank erosion along the Awatere River in Whakaangi was a common theme in our interviews. Over the past few years, the river has done a lot of damage to the riverbanks, It has got worse over the past six years as weather events have increased in frequency and severity. At least six farms and residential properties in the catchment have lost parts of their land in the last six years. Interviewees said there's been no support, resources or finance from local or central government agencies to help this situation.

Community Response – Positive developments

Most residents feel the community response to the cyclone had been positive. Locals in the community and local community organisations Manaaki Matakaoa and Te Puna Manaaki a

Ruataupare have been able to respond straight away to helping households and businesses to cope with the impacts. The local Four Square agreed to allow credit as internet services were down and EPTPOS wasn't working .

The general feeling in the community seems to be that the response from the Council and other agencies had been average at best. People felt they could have done better in providing more resources and financial assistance sooner. Most residents who have been interviewed were concerned about the possibility of similar such events in the future but were uncertain about whether and how to do adaptation planning including community emergency preparedness and developing a resilience strategy.

Matakaoa community is becoming increasingly vulnerable to the devastating impacts of natural disaster and climate change events. As we have experienced, current emergency response mechanisms by GDC and Civil Defence show a lack readiness and cohesion, hindering effective coordination and the timely deployment of resources and aid.

Gisborne City Disabled Community

Background

There are an estimated 8600 disabled people living in Gisborne city, meaning that some 25 percent of the population have some form of disability. Of this population, around 65 percent are Māori.

People in the Disabled Community prefer the social or the independent living model which regards disability as a neutral difference between people and acknowledges that people with disabilities can live happy and healthy lives. In 2011, members of the Disabled Community developed the Enabling Good Lives (EGL) approach, that gives a foundation and framework for positive change, shifting power and authority back to disabled people and their families, to increase choice and control in their lives.

Enabling Good Lives is guided by a series of principles based on respect towards disabled people and their families, culminating in trusting disabled people and their families to be decision-makers in their own lives and to govern the resources used for their support.

Tairāwhiti Community Voice is a regional voice for support agencies. It is a network of agencies who collectively address needs of our community. TCV provides a collective voice that influences social, political and economic systems for benefit of communities served.

There are currently 30 members of TCV who for example include Barnardos Gisborne to Alzheimer's Tairāwhiti. These agencies are currently supporting all those who were interviewed in this research project.

Despite the cyclone and the following floods affecting our Disabled Community, our community members were supported extensively by agencies including the Police and church groups amalgamating together to support families. Church groups accessed homeware (e.g. washing

machines and fridges to give to families) and CCS Disability Support purchased generators to support families.

The community received support from many volunteers. In one instance, a total stranger travelled all the way from Auckland to help. This person was in Gisborne for a week and was able to support a family to pull down mud-soaked walls to pulling up mud-soaked floors. Such kindness and support were overwhelming!

Community Comparisons / Ngā Whakaritenga ā Kaenga

This section briefly describes the three communities and compares the interviewee samples from each against available population data (see Appendices [C](#) and [D](#))

Muriwai and Matakaoa are small rural communities of about the same population located at either end of the region. The Gisborne disabled population (approximately 12,800) is an urban 'community' based on shared interest and need. Cyclone Gabrielle and subsequent weather events caused wind damage, minor flooding, and some land erosion around Muriwai. Matakaoa has experienced wind damage, significant flooding (long periods waiting for the whenua to dry, damage to fences and stock getting loose), erosion of agricultural land, and destruction of transport infrastructure resulting in disruption of local businesses, food supply and services. Rural roading and bridges are taking longer to repair. Urban Gisborne was affected by severe flooding particularly on the flats, along the main rivers and low-lying housing areas. Health and social services important to the Disabled Community were disrupted. Damage to main transport routes impacted businesses and caused food shortages. All three communities were affected by power and communications outages for extended periods.

Although the interview process was not based on stratified random sampling for reasons discussed earlier, a comparison of interviewees with the population profiles of the areas in which each community is located is useful for suggesting where findings might be weighted toward certain perspectives or viewpoints (e.g., older people versus younger generations).

Age

The median age of the statistical areas in which each of the rural communities are located was a little over 40 years. For the Disabled Community the national figure was close to 50 years; 35 percent of disabled people are over 65 years old. There is no current data specifically for Gisborne.

Comparing the interview samples, the median age of Muriwai interviewees was 53 and the median age of Matakaoa interviewees was 54.5, so both samples are weighted toward older respondents. The median age of the Gisborne Disabled Community sample was 64.5. which similarly means the interview sample leans toward older respondents.

Gender

For the Te Arai statistical area in which Muriwai is located, 51 percent of the population are and males and 49 percent females. For the East Cape statistical area where Matakaoa is located, 53 percent are males and 43 percent females. Again, there is no Gisborne-specific data but we do know from the 2013 national survey that approximately 47 percent of disabled people are males and 53 percent females.

Comparing the interview samples, 45 percent of Muriwai respondents were male and 55 percent female so the interview sample was weighted slightly more toward females. For Matakaoa, 59 percent of respondents were male and 41 percent female, so the sample tended to be more male

than the area population. And for the Disabled Community sample, 40 percent were male and 60 percent female. This is a similar weighting to the national disabled population profile. During analysis of the interview findings, the team observed that younger females and middle-aged men seemed less interested in being interviewed when the purpose of the interview was explained to them.

Ethnicity

The national census allows people to list more than one ethnic background, which means the totals add up to more than 100 percent. In the last census, 54 percent of the Te Arai statistical area in which Muriwai is located identified as European/Pakeha, 58 percent Māori and 4 percent other. For the East Cape statistical area where Matakaoa is located, 23 percent identified as European/Pakeha while 92 percent identified as Māori and 6 percent other. Of the Gisborne Disabled Community, 29 percent are estimated to be European/Pakeha, 65 percent Māori and 6 percent other.

Comparing the interview samples, all were heavily weighted toward Māori respondents. 100 percent of the Muriwai sample were Māori. For Matakaoa, one person (6%) was European and the rest Māori. And for the Disabled Community the opposite was the case: 90 percent were European/Pakeha and 10 percent (one person) Māori. Since nearly 50 percent of the population of Tairāwhiti are Māori and small communities like Muriwai and Matakaoa tend to be heavily Māori, it is not inappropriate that most of the interviews in these communities were with Māori. The disability sample is light on Māori representation since an estimated 65 percent of the Gisborne Disabled Community are Māori.

Research Findings / Ngā Kitenga

The following findings are based on analysis of informant responses across all three case study communities, employing the coding and synthesis technique described earlier (see [Appendix H](#)). The group discussion around how to articulate each key point was augmented by researcher examples from their interviews and observations about people's reactions to significant local events related to climate change. Each of the main findings includes a list of supplemental findings and examples. These were points that were mentioned less frequently but still considered valuable since they raised slightly different issues or solutions.

1) *What works in promoting and sustaining participation in adaptation planning and action?*

Main findings

- a) For sustained involvement in community-led planning, it's important to recognise and build on existing skills so people have a sense that they are contributing meaningfully to helping achieve the community's priority outcomes.

Interviewee: "I think we've actually got those skills in our community... if we did a stocktake of the skills in our community, I think we would all be blown away by just how bloody switched on we are here. We've got farm workers who know the land really well. We've got pakehe who have, you know, tuned the whenua."

- b) Community leaders wanting to encourage participation in adaption planning should and often do utilise social networks to spread the word about the need to prepare for future impacts. A strongly connected community can provide the basis for collaboration with outside stakeholders because the extent of commitment is evident, and they can trust in local matauranga.

Interviewee: "It's talking amongst ourselves, belonging in the community to things like the Haumaru group, our church groups and things like that."

- c) Well-supported adaptation planning and action is more likely to occur when a committed local group takes the initiative; but supports and resources need to be put in place to sustain community leaders throughout the process.

Interviewee: "They need to feed into someone like [community organisation] who have gone through the questions, identified key issues, and then those are the key issues you take to those resource departments and government and other agencies."

Supplemental findings

- Build local capacity so smaller communities, whanau and special needs groups don't have to wait for or rely on outsiders to organise their adaptation planning.
- Extreme weather events catalyse collective action and raise awareness of climate change, but community leaders need strategies for getting people to think longer-term around how to cope with future impacts (e.g., starting individual conversations, holding informal or activity-based meetings, appearing on talk-back radio shows or writing opinion pieces for the local newspaper).

Interviewee: "Real life scenarios wake people up."

- People who are sceptical about climate change need to be presented with the opportunity to talk about the frequency of extreme weather events and how that relates to changes they have experienced in their daily lives (e.g., changes in kaimoana availability or behaviour, trends in veggie gardens or the local environment).

Interviewee: "We only have two seasons now."

- For people to get involved in community discussions about climate change adaptation, they need access to easily understood information from trustworthy sources about how extreme events are related to climate change, how they are and will be affected, and what they can do to prepare (i.e., not just the occasional Council newsletter or media piece).
- Some communities are already taking practical steps (e.g., arrangements for communication in an emergency, cash key drawcards, go bags, community gardens).

Example: In preparation for future disasters, Ngāi Tāmanuhiri has arranged for a container full of emergency supplies to be located in a safe zone for the Muriwai community. The Haumarū Roopu organised an emergency planning hui at Tāmanuhiri marae to discuss whanau plans, identify safe zones, and agree on evacuation procedures in case of a tsunami or extreme weather event.

2) *What are the barriers to individuals, families and groups participating in community adaptation planning and action?*

Main findings

- a) The increasing cost of living is a concern for everyone. People in economically disadvantaged communities or people with disabilities are more likely to lack the time, resources and/or

support to involve themselves in community planning and action. They have other pressing priorities just to survive.

Interviewee: "Until you actually get assistance in your own backyard it's pretty hard to start worrying about what everyone else needs too."

Interviewee: "Priority for people is just to put food on the table, pay the bills, pay the power, make sure you have enough to provide your children".

- b) Some communities lack the skills and resources to undertake their own planning and are not helped by intermittent communications or piecemeal advice from Council.

Interviewee: "I don't think they [community] do know. All we know in this community is the Council. All we know is civil defence."

Interviewee: "I do my planning on what I know. If I don't know there's a group out there that can assist in something or that can give me some informational resources, then I'm not going to use them because I don't know. You don't know what you don't know."

- c) People will give little credence to adaptation planning unless they see evidence that authorities respond positively to community ideas and priorities and the final plan addresses their basic needs and concerns. This reluctance is sometimes misinterpreted as complacency.

Interviewee: "We've already discussed this issue, but they haven't come back with a solution. It's like they're coming out here to tick their box."

Interviewee: "I feel like people just aren't interested in talking in circles. There needs to be a result from the information that's been garnered."

- d) Cultural norms and beliefs, or lack of understanding of climate science can be barriers to planning and action when engaging with the Council and outside agencies. People feel whakamaa or hōhā when the planning process doesn't recognise and cater for the expression of alternative perspectives.

Interviewee: "If you talk about climate change, it becomes like almost political. And people say, oh, what's this stuff? You know, that it's just a conspiracy."

Supplemental findings

- People don't always trust the Council. Council representations are perceived as having ulterior motives or withholding key information.

Interviewee: "I don't really, and people don't trust council, unfortunately, in villages. They don't trust councils because the Council does one thing, but they often have ulterior motives."

- Feedback from respondents is that the Council does not communicate well and is unfriendly to disabled people. There are still difficulties accessing many public buildings and carparks.

3) *What different approaches to community organising and planning suit groups with unique perspectives and needs?*

Main findings

- a) Community-based planning can be more relevant and effective when it builds on the efforts that households and extended whanau are already making to prepare for future climate impacts.
- b) Community leaders could consider a multi-faceted approach to promoting climate change awareness and planning participation by organising different types of formal and informal 'planning' activities or piggybacking off existing local events to highlight concerns over climate change.

Interviewee: "With the church, the weekly events, even rallying up with the school, the local school. Just to keep that topic being pushed from multiple angles."

Example: The Muriwai/Tāmanuhiri community organised a post-cyclone festival on the beach called Nuku Ki Tai which focused on water safety training but included weather and climate awareness.

- c) Unlike localities, groups based on shared interests and needs such as the Disabled Community or kin-based groups like whanau require geographically dispersed outreach methods and online technology to share information and allow more people engage in adaptation planning.

Example: Most disabled individuals cannot rely on community organising or planning because of major health issues. They must have an emergency bag ready when needed.

Supplemental findings

- Many members of the public have clear expectations of face-to-face contact with Council during and immediately after an emergency, with appropriate follow-up to ensure they have the resources they need to recover and plan.
- Older people are often resistant to change and harder to engage. It's important for organisers of adaptation planning to reach out to youth and get them involved (e.g., via schools and youth groups). Their concerns and perspectives are crucial for developing appropriate adaptation plans for communities and for the Tairāwhiti region as a whole.
- To appeal to a range of ages and interests in the community, organisers should utilise a wider range of communication methods, from traditional (flyers, notice board) to digital (iwi Facebook pages, Instagram, TikTok).

4) *How can the Council and other stakeholders improve support and coordination so communities can access necessary information, skills and resources when they need them?*

Main findings

- a) Effective adaptation planning requires Council and other stakeholders to trust that communities know their local situation well and, with upskilling where necessary and appropriate resources, can lead their own planning process.

Interviewee: "I think if you want to promote something around here, I think you really need to know the people and the circumstances. And that's when I think it should go back to the iwi because they know their people quite well and they know what their needs are."

- b) The pandemic and extreme weather events have disrupted the pattern of communications and occasional kanohi ki te kanohi meetings that existed between Council, communities and iwi. Many groups and small communities feel left out. More regular proactive engagement opportunities are needed between Council, stakeholders and communities. The Council needs to maintain good relationships to ensure that when an emergency occurs the connections are already there.

Interviewee: "The cyclone's not here anymore, it's not raining, and like I said, when we're all good, we just don't hear from them anymore."

Interviewee: "All the damage from Gabrielle [recovery] could have been organised better. It took over 6 months to get a hui with Council. We are only a small community and are always forgotten about. They should have kept regular contact with us."

Interviewee: "There's a huge problem with erosion here in [community]. This is getting worst and people living close to it are worried. There needs to be clear communication and more hui about it, even door knocking and radio advertising."

- c) Lack of coordination due to silo working among agencies and Council has resulted in wasted time and resources for many communities. There needs to be an agreed process, improved information sharing and better cooperation between the Council and other stakeholders around community-led adaptation as part of developing a regional plan.

Interviewee: "Sometimes the Council comes up to consult with community, and sometimes some of their consultation processes are doubling up... And then people get disheartened, and that's why whenever someone says they're coming out, the numbers that participate in those hui have dropped because people are not getting the answers they need. They feel like they're doubling up on information, or the stuff you give them isn't being actioned."

Interviewee: "Not much we can do about climate change when there is little support or resources. Bring back the old catchment board. Was 50 years ago and our roads were in a better condition than now."

Supplemental findings

- Communities need more readily available, concise information for their recovery and adaptation planning from one or two points of contact so they don't have to waste time engaging with multiple sources or searching the internet for assistance.
- Council and other stakeholders need to review how they work together, share information and communicate with communities and groups. Communities need to know the time and input their representatives provide is valued and made use of.

5) *How do communities get assistance in identifying and engaging with the powerful interests that can influence their adaptation plans?*

Main findings

- a) In planning how to respond to climate change, citizens often overlook outside interests that could influence their adaptation outcomes positively or negatively. Leaders could identify these interests by initiating strategic conversations among their personal networks about where the community is heading. Such community networking has the potential to strengthen relationships, raise citizen awareness and consolidate community power.
- b) Communities need to determine whether the interests of powerful individuals or organisations are aligned with their own aspirations or not. Where they do align, communities

are likely to achieve better outcomes by establishing mutually beneficial relationships with these stakeholders and acknowledging their contributions.

Interviewee: "So it's a two-way thing. We feed what we need, they need to feed in what they can provide in the case of a disaster."

- c) Communities can seek assistance from academics with relevant research interests, community activists and communities who have had similar experiences to their own. For example, academics can provide research evidence and help organise local 'citizen science' projects to support adaptation planning.

Interviewee: "I don't think they do know [other sources of help]. All we know in this community is the Council. All we know is civil defence."

Supplemental findings

- Communities are often unaware of how government agencies, not just the Council, can help with planning and resourcing because they're not widely known by flax roots organisers or easily contactable.

Interviewee: "I do my planning on what I know. If I don't know there's a group out there that can assist in something or that can give me some informational resources, then I'm not going to use them because I don't know. You don't know what you don't know."

- Education is needed around how to go about identifying who the powerful interests are in a given locality and their possible influence on or contribution to planning.

Interviewee: "Educate us. I don't know how outside interests can affect us. I don't even know where to get resources from."

6) *How do communities get central and local government to recognise the importance of supporting citizen deliberation exercises and community-led adaptation planning?*

Main findings

- a) Communities should do their own homework, find out what other communities have done, and acquire basic understanding of community-led adaptation planning that incorporates their own values and outcomes. (I.e., "Don't wait for the state".)

- b) Council and stakeholders need to do more than just pay lip service to communities knowing their local situation best. Community leaders could publicise and report to Council on community discussions and successful adaptation planning exercises as practical examples of how community-led efforts work best.

Interviewee: "I reckon get the iwi involved. They know their people the best, and I reckon give them the funds they need to actually get programmes running."

Interviewee: "They need to feed into someone like the [community organisation] who have gone through the questions, identified key issues, and then those are the key issues you take to those resource departments and government and other agencies."

- c) Effective local and regional climate adaptation plans are more likely to result from Council and communities establishing a partnership on equal and transparent terms. But communities need to receive adequate resourcing. There are already examples of communities withholding working with outside stakeholders because the proposed arrangements didn't meet their expectations regarding partnership.

Interviewee: "As long as it's completely transparent and the iwi have a plan".

Supplemental findings

- More frequent Council presence at community meetings and adaptation planning sessions would improve Council visibility and better acquaint Council representatives with the value of local, community-driven responses to climate change. Communities remember bad experiences. The Council needs to maintain good relationships to ensure that when an emergency occurs, the connections are already there.
- The Council needs to review which personnel engage with communities around adaptation and transition planning and ensure they are dealing with the appropriate contacts in the community, not just the 'usual suspects.' Council should also consider establishing a Climate Project Manager dedicated to adaptation planning, if it hasn't already done so.

Interviewee: "There needs to be more funding opportunities available for people, from Council and government agencies and better advertising [of where to get help]."

Messages for the Citizens Assembly and Council / Nga Karere

Climate adaptation and transition are interdependent and ongoing processes. The message from the climate science is clear. We are going to have to keep on adapting our infrastructure, production and behaviour until hopefully sufficient mitigation action has taken place for the global economy to reach net zero emissions and climate warming slows. Communities, iwi and interest groups need to be an integral part of adaptation planning and action if humanity is to survive.

After reflecting on their interviews and observations of activities in the three communities, the research team identified several overall messages for the Citizen Assembly and Council regarding how Council and other stakeholders can encourage and support community-led adaptation.

1. There are already organised groups in many communities who care deeply about their community and have the skills and expertise to build resiliency. These entities can serve as conduits/activators for any concerted effort to promote community-led adaptation planning.
2. Communities aren't always well-informed about the powerful interests who could help or hinder their adaptation efforts. Awareness raising and community-wide discussion are needed to identify who these influential people and organisations are and determine whether their values and priorities coincide with the community's. In the process the community's own sense of identity and participation can be strengthened.³
3. Crucial communication processes and personal relationships with Council have been disrupted by recent weather-related emergencies. Some communities have been hammered repeatedly and need up-to-date information and resources. Their situation needs rectifying urgently.
4. People's eyes are opening to climate change because of Cyclone Gabrielle and other events. Growing numbers are realising they haven't taken the environmental challenges as seriously as they should have.
5. Communities are not 'basket cases' despite recent extreme weather events. Even special needs groups such as the Disabled Community have been relatively self-sufficient and can become even stronger with appropriate information and resourcing. Health issues don't define oneself. Most are fiercely independent and prefer not to be dependent on anyone.

³ C.f., Saul Alinsky, 1969. *Reveille for Radicals*. Vintage Books, New York.

Conclusion / He Kōrero Whakakapi

The effects of climate change on the Tairāwhiti region will be expected to intensify in coming years. The Gisborne District Council has a vital role to play in raising awareness and, along with key stakeholders, developing plans to reduce emissions, adapt and transition to a more sustainable regional economy and society. The Council created a Roadmap 2050 to guide this work and has undertaken several initiatives to implement its own climate response.

Cyclone Gabrielle reinforced the importance of communities being consulted and involved in the recovery and adaptation process. But there's more to citizens responding to climate change than simply being consulted. This research suggests that communities are becoming more aware of climate change, not just immediate weather events, and beginning to think about how they can prepare for a different kind of future. But some citizens are concerned they are not getting the regular, coordinated information and timely support they need to rebuild and plan adaptation.

Looking beyond Gabrielle, these community studies confirm New Zealand and overseas research about the value of local authorities helping facilitate a community-led, deliberative approach to building climate resilient communities. In turn, these communities can contribute to more effective public and private sector climate planning and action. For without action – cutting emissions and transitioning to a new way of doing things – the future doesn't look very bright.

“The world cannot adapt its way out of the climate crisis, and counting on adaptation to limit damage is no substitute for urgently cutting greenhouse gases.”

- Professor Katherine Hayhoe, Climate Scientist

Appendices

Appendix A - The Project Team



From left: Harley Dibble, Candice Gate, Te Rina Timutimu, Tarquin Stone, Kyle Ngarangione Smith, Phil Reid, Terrence Loomis.

Not pictured: Sheena Luke, Manu Caddie, Erica Rutherford.

Appendix B - Criteria for community case study selection

1. Geographic area or rohe in relation to the kinds of impacts expected (spread).
2. Recent experience of significant climate change-related impacts (recovery focus).
3. Rural community weighting with forestry/agriculture sector involvement, but if possible, include urban area (population balance, access to major resources and support).
4. Communities, rohe or catchments prioritised for Gisborne District Council and government agency interventions (coordination and collaboration challenges).
5. Range between communities where planning and/or adaptation efforts are already underway and communities less organised.
6. Capable researcher(s) familiar with the community are available and based in the area.
7. Feasibility considerations in light of constraints on project resources (personnel, budget).

Appendix C - Community profile statistics

These data provide only a partial picture of each community but were useful as a guide for researchers when they selected people to interview.

Variable		Muriwai & Ngai Tāmanuhiri (Te Arai statistical area)	Matakaoa/ Te Araroa (East Cape statistical area)	Disability Comm/ Gisborne City
Population		1128 Muriwai pop	1389 Te Araroa pop (170)	District 49,300 Est 12,800 disabled in the district (26.1%) Pop of Gisborne City 34,500. Est 8600 have a disability (24.9% of city total pop'l'n)
Age	Median age	40.8	39.8	50 (estimate from 2013 national survey)
	Under 15 yrs (%)	19.9 m 21.1 f	27.3 m 24.3 f	
	15-29 yrs (%)	19.4 m 13.0 f	15.9 m 14.7 f	
	30-64 yrs (%)	44.5 m 49.7 f	43.3 m 44.0 f	
	65 and over (%)	15.7 m 16.2 f	13.9 m 16.5 f	
Gender identity	Male	573 (50.8%)	735 (52.9%)	4155 (48.1%)
	Female	555 (49.2%)	654 (47.1%)	4475 (51.9%)
	Other	NA	NA	
Marital status	Married	46.2%	32.3%	
	Never married	34.2%	47.2%	
	Separated, divorced	12.4%	9.6%	
	Other	7.1%	10.5%	
Ethnicity (counting all ethnic backgrounds reported by respondents)	European/pakeha	54.3%	22.7%	2630 (minus Pacifica, Asian, other)
	Māori	59.3%	91.6%	52% of Gisborne City are Māori (17,940). National Māori disability rate is 32%. Est 5740 of city disabled are Māori (65% of City disabled)
	Pacific	2.1%	2.2%	5% of City pop (1725); 550 are disabled

Variable		Muriwai & Ngai Tāmanuhiri (Te Arai statistical area)	Matakaoa/ Te Araroa (East Cape statistical area)	Disability Comm/ Gisborne City
	Asian	0.3%	2.8%	3.5% of City pop (1205); 385 are disabled
	Other	1.8%	1.3%	1.3% of total (450); 145 are disabled
Iwi/hapu affiliation(s)		Ngāi Tāmanuhiri	16 hapū including: Te Whanau a Tāpaeururangi, Te Whānau a Te Aotaki, Te Whānau a Tūwhakairiora, Te Whānau a Kahu, Te Whanau a Te Aopare, Te Whānau a Hinerupe, Te Whanau a Te Aotaihi, Te Whānau a Tarahauiti, Te Whānau a Hunaara	
Occupational status	Full-time employ	53.4%	28.9%	
	Part-time employ	16.1%	16.6%	
	Unemployed (over 15yrs old)	5.4%	10.2%	
	Not in workforce	24.5%	44.6%	
Income	Median income	\$30,300	\$18,500	City median income \$24,400 total Est median for disabled comm ____?
Educational attainment	No qualification	23.2%	31.8%	
	Level 1-3 Certif	35.8%	36.4%	
	Level 4-6 Certif	23.9%	19.8%	
	Tertiary	10.9%	6.8%	
	Post-grad	5.5%	4.5%	
Dwelling tenure	Owned or partly owned	52.6%	40.9%	
	Not owned, not a trust	40.6%	42.9%	
	Family trust	9.8%	16.9%	

Appendix D – Interviewee profiles by community (gender, age, ethnicity, employment)

Muriwai Interviewees	Gender	Age	Ethnicity	Employment Status
1	Male	70	Māori	Retired
2	Male	47	Māori	Employed
3	Female	31	Māori	Employed
4	Female	37	Māori	Employed
5	Male	35	Māori	Employed
6	Female	63	Māori	Employed
7	Female	60	Māori	Employed
8	Female	50	Māori	Employed
9	Male	55	Māori	Employed
10	Male	32	Māori	Employed
11	Female	34	Māori	Employed
12	Female	61	Māori	Employed
13	Male	42	Māori	Employed
14	Male	68	Māori	Retired
15	Female	78	Māori	Retired
16	Male	43	Māori	Employed
17	Female	42	Māori	Employed
18	Male	44	Māori	Employed
19	Female	62	Māori	Employed
20	Female	28	Māori	Employed

Matakaoa Interviewees	Gender	Age	Ethnicity	Employment Status
1	Male	75	Māori	Retired
2	Female	34	Māori	Employed
3	Female	42	Māori	Retired
4	Male	48	Māori	Employed
5	Female	35	Māori	Employed
6	Male	65	Māori	Employed
7	Female	64	Māori	Employed
8	Male	52	Māori	Business Owner
9	Female	50	Māori	Employed
10	Male	52	Māori	Employed
11	Male	69	Māori	Employed
12	Male	79	Māori	Retired
13	Male	52	Māori	Employed
14	Female	46	Māori	Employed
15	Male	49	Māori	Beneficiary
16	Female	40	Māori	Employed
17	Male	60	Pakeha	Business Owner

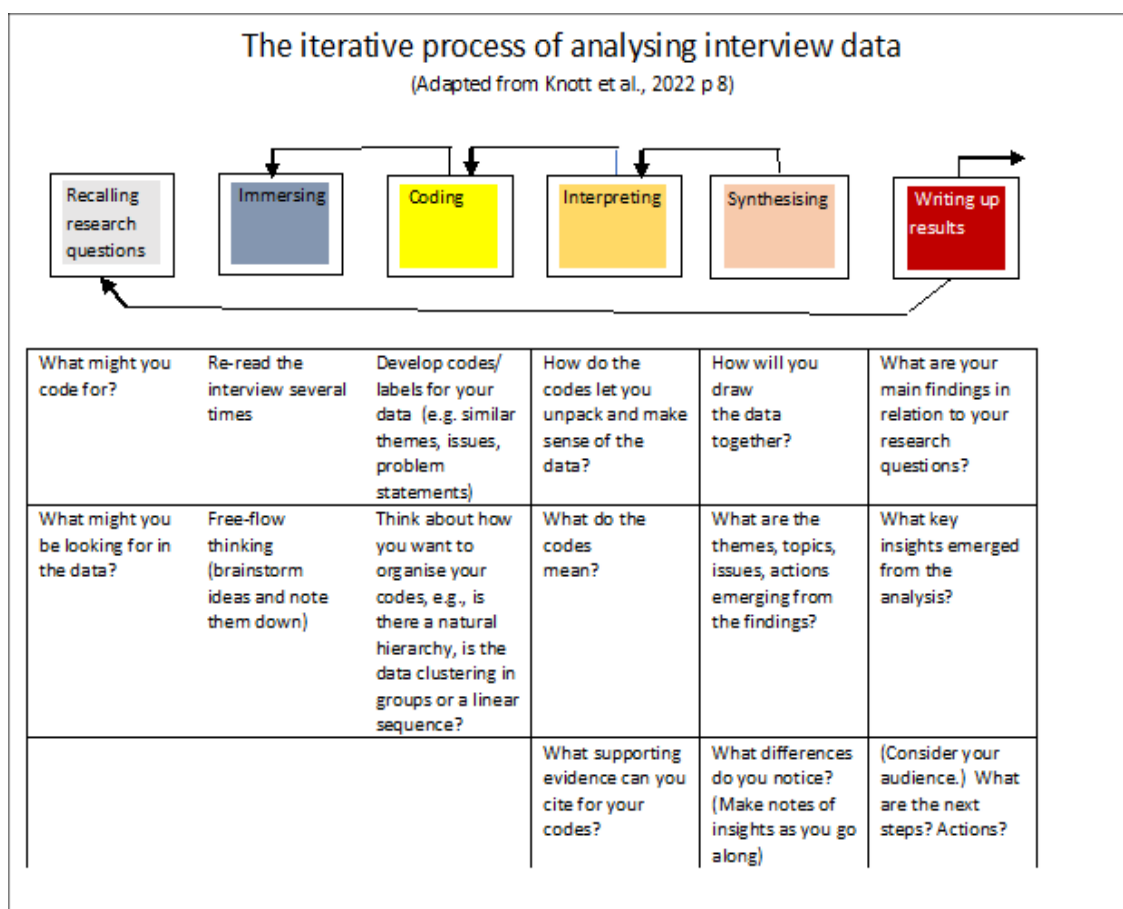
Gisborne Disabled Community interviewees	Gender	Age	Ethnicity	Employment Status
1	Male	81	European	Pensioner
2	Female	48	European	Unemployed
3	Female	62	European	Unemployed
4	Female	50	European	Employed
5	Male	50	European	Employed
6	Female	60	Samoan	Unemployed
7	Male	60	European	Sickness beneficiary
8	Female	58	Māori	Sickness beneficiary
9	Male	65	European	Sickness beneficiary
10	Female	70	European	Pensioner

Appendix E - Interview guide: key questions and supplementary prompts

Key questions	Conversation prompts
Information about the interviewee	<p>The interview is confidential, but we need to know a bit of information about you for research purposes.</p> <p>(NOTE: Researcher, please request person's name, age, gender preference, , occupation, and ethnicity).</p>
What works in promoting and sustaining participation in adaption planning and implementation?	<p>Have people been talking about climate change more since Cyclone Gabrielle? Have they spoken about preparing or adapting to future climate impacts?</p> <p>What's worked in getting people together to think about recovery and adapting to climate change? What kind of communication challenges have there been in getting information out and raising people's awareness? Has keeping people involved and keeping the momentum going been an issue? If so, what's been done to keep people involved?</p> <p>Do you think community leaders have picked up on the need to plan for adaptation? If they have, are they getting the support they need? Is organising and coordinating adaptation planning just too time demanding from some? Where has support for them come from?</p> <p>What activities are you aware of that the Gisborne District Council, government agencies or other organisations have undertaken to inform people about climate change and the need to plan for future impacts? What do you think their effect has been in the community?</p>
What are the barriers to individuals, whanau and groups participating in community and Council adaptation planning?	<p>Do you think people have other concerns that take priority over getting involved in collective adaptation planning and action? What might these other priorities be?</p> <p>What role do you think people's financial circumstances, educational background, social networks or access to communications technology play in whether they participate? What evidence do you see of that? (examples)</p> <p>Is there much history of the community planning or working together? Are there any long-standing conflicts or friction between community members that could put them off working together?</p> <p>What do you know about the Council's climate change planning or projects? Where would people go for information? Have you heard of the Council's Roadmap 2050? Have you had an opportunity to be involved or provide input to Council's recovery and adaptation planning>?</p>
What alternative approaches to community planning are appropriate for groups with unique perspectives and/or needs? (e.g. see Mertins-Kirkwood et al, 2023. <i>Don't Wait for the State</i>)	<p>What approach have you and/or others taken to getting people discussing and planning for climate adaptation? Who has done most of the organising? How exactly have you gone about it?</p> <p>Every community is different. Are there different groups or perspectives about climate change that have had to be taken into account in your meetings or planning? How have these been catered for?</p> <p>Have outside individuals or organisations offered advice and/or training so you could lead <i>your own planning</i>?</p>
How can communities obtain the information, skills and resources they need for recovery and adaptation planning when they need them.	<p>Thinking about Cyclone recovery and climate adaptation planning, has your community had access to the information, skills, resources our outside help you needed when you needed them? (e.g., future climate impacts-NIWA; funding for planning; experienced facilitation)</p> <p>Have the Council or government agencies offered to help organise and/or facilitate your recovery and adaptation planning? What has been the</p>

	<p>community's experience working with these organisations? Have you been able to decide what's important to your community in your planning?</p> <p>Have outside organisations offered programmes, experts or asked for meetings you felt the community didn't really need or that overlapped with what the community was already doing? What do you think the problem is?</p>
<p>How can communities recognise and engage with the powerful interests that influence their adaptation plans?</p>	<p>As part of your community discussions and/or planning around climate adaptation, has the issue come up of what influence outside interests like government, sector groups, corporations or runanga have on your recovery and planning efforts?</p> <p>Do you think this is an important issue to consider in the community's planning? Why or why not? (e.g., equity, fairness, te Tiriti)</p> <p>Have you spoken with or had assistance from people who might help identify and engage with these influential interests? (e.g., academics, community activists, other communities with similar issues to yours)</p> <p>Have they suggested tools you could use to map and profile these individuals, groups or organisations? (e.g. Net-Map)</p>
<p>How do communities get central and local government to embrace and support citizen participation and community-led adaptation planning?</p>	<p>What experience have you or your community had in being consulted about central or Council climate change plans? Could you give a couple of examples? What did you think of the process involved?</p> <p>Are you familiar with the idea of community-led or by Māori/for Māori planning? Have you or others in the community made presentations directly to the Council on an issue?</p> <p>What discussions if any have you/the community had with the Council or other agencies about adapting to climate change? Are they moving fast enough to address your situation and needs?</p> <p>Have you sought to have more of a role in your own recovery and adaptation planning? What has been the result?</p> <p>What do you think the Council, in cooperation with other sectors, could do to support your community planning efforts?</p>

Appendix F - Analysis process and methodology



Researchers were asked to transcribe each interview manually or were given the option of using software like Rev, Sonix or Express Scribe. The next step was to identify and code responses to each of the six key research questions. Codes took the form of brief phrases summarising points, issues, themes, problems, or solutions mentioned by each respondent. The Muriwai team developed a template for keeping track of codes and counting how often they were mentioned by respondents. Use of the matrix was discussed in a team zoom meeting so the other teams could be comfortable with how to use it. Research teams were encouraged to use this code matrix to identify the 4-5 most important responses to each question. Frequency of response was taken as an indicator of importance of the code phrase. Because of the small sample sizes from each community and time constraints, the frequency of responses from each community index were not included in the report.

Teams recorded their most important code phrases in a chart called Analysis Tool 3 (below). The researchers then met kanohi ki te kanohi at the end of the fieldwork and combined codes across all three communities into the most important interpretive phrases in response to the six key research questions. These were then synthesised into statements summarising what interviewees from the three communities were telling us in response to the key questions for communicating to the Citizen Assembly and Council.

Appendix G - Team interpretation and synthesis of interview findings

Analysis steps:

1. Based on coding of their transcripts, researchers were asked to list up to five of the most frequently used codes that summarised points, themes, issues, problems mentioned by their interviewees.
2. Analysis Tool 3 (see [Appendix H below](#)) was then used by the research team during the analysis workshop to identify the most important (i.e., frequently used) coded responses to each of the key questions across all three communities.
3. These codes were converted into interpretative code phrases and then synthesised into explanatory statements of the main findings.

Appendix H - Analysis Tool 3: Team interpretation & synthesis summary of interview findings (discussion notes)

Key questions	Muriwai/Ngai Tāmanuhiri key coded findings	Matakaoa key coded findings	Gisborne Disabled Community key coded findings	Interpretation – Important themes and issues from interviews across the case study communities (discussion notes)	Synthesis of findings & examples (Final)
<p>What works in promoting and sustaining participation in adaption planning and action?</p> <p>How do we get community speaking/planning for climate change/weather events?</p>	<ul style="list-style-type: none"> Utilizing social networks (school, church, clubs etc.) to push the topic from multiple sides. Reactive Climate awareness – increased awareness after events Activity based meetings – quiz night (topics include climate change), “food brings people together”, family friendly etc. Local groups leading and supporting planning (Haumarū group pushing response plans, church workshops) Focus on tangible/observable impacts – change in kaimoana, fruit and veggie gardens. Having clear goals to work towards – include progress on goals at meetings for a sense of progress 	<ul style="list-style-type: none"> Invest in a few people – they sort/share info oppose to someone not living here. Informative information sharing Build a capacity not to have to rely on others Community working together Clusters area talk about preparing, planning what it looks like 	<ul style="list-style-type: none"> Communication accessibility Information accessibility 	<ul style="list-style-type: none"> Utilising personal networks (including Kura panui) Utilising local group to take the lead. Building community cohesiveness and capacity Proactive communication and effective info sharing Building on event-based awareness to create sustained engagement. Supporting community leaders to strategize Council meeting with the runanga Upskilling people (linked to info accessibility) Community-led workshops Offer of practical resources (communications, cash key drawcards, go-bags) Building on personal needs/ interests and values (impact of climate change on kai moana) It took ‘the crisis’ of the cyclone to get people involved. 	<p>For equitable and sustained input, recognising and building on existing individual and community skills to deliver success outcomes as deemed by the community.</p> <p>Utilising and enhancing personal networks and to promote collaboration and trust in local matauranga.</p> <p>Utilising a local group to take the lead and putting in place supports and resources to sustain community leaders.</p>
<p>What are the barriers to individuals, families and groups participating in community adaptation planning and action?</p>	<ul style="list-style-type: none"> Complacency – awareness peters off over time (distance from crisis) Prioritisation of daily lives, immediate concerns take precedence: family, 	<ul style="list-style-type: none"> Connectivity, financial, resources council understanding the community knows best as they live here day in day out. Recognising the importance of 	<ul style="list-style-type: none"> Communication GDC non-friendly to disabled with access to buildings and carparks Previous council management inadequate 	<ul style="list-style-type: none"> People’s sense of complacency (someone else’s responsibility, extreme weather not associated with climate change) Lack of knowledge about how to plan and resources to plan (communication from Council etc.) 	<p>People in economically disadvantaged communities or with disabilities often lack time, resources and/or support to involve themselves in community planning and action over time.</p> <p>People give little credence to community adaptation planning unless they see evidence that community action is responded to positively by authorities and addresses their basic needs and concerns.</p>

Key questions	Muriwai/Ngai Tāmanuhiri key coded findings	Matakaoa key coded findings	Gisborne Disabled Community key coded findings	Interpretation – Important themes and issues from interviews across the case study communities (discussion notes)	Synthesis of findings & examples (Final)
What holds our people back from participation in community/council Planning?	<p>health and well-being, making ends meet.</p> <ul style="list-style-type: none"> • “Climate change” terminology – seen as political, a conspiracy, met with scepticism and other connotations. • Mistrust towards Government – people don’t trust council, perceived as having ulterior motives or with holding key information. • Unaware of how to gain resources and aid from external influences 	<p>community voice and skills set already in the communities.</p> <ul style="list-style-type: none"> • Feeling like they have been listen to, allowing everyone to speak • Coming together to see how we can support each other and decide what we want • Access to information • Financially unable to 		<ul style="list-style-type: none"> - Personal priorities addressing cost of living challenge (financial constraints) - Resistance to climate change – ignorance and ideology - Reactive planning – past failings of outside agencies - Complacency - Lack of awareness - Financial constraints - Digital literacy - Tensions within communities or interpersonal issues; divisions - Reactive planning – past failings of outside agencies - Leaving to existing mandated organisations - Resilience planning versus being stuck in recovery (resolving people’s immediate problems) 	<p>People’s cultural norms and beliefs, or understanding of climate science, are a barrier to planning and action when it involves GDC other outside agencies (peoples’ voice doesn’t matter - Whakamaa or Hoha reactions)</p>
<p>What are the unique groups in your community? What are the planning needs to cater for them?</p> <p>What different approaches to community organising and ‘planning’ suit groups with unique perspectives and needs? (e.g. see Mertins-Kirkwood et al, 2023. <i>Don’t Wait for the State</i>)</p>	<ul style="list-style-type: none"> • Local groups leading planning – Haumaru group meetings, church workshops. • Addressing community’s unique needs – coastal concerns, rising sea level, fire risk, water safety • Activity based events – inclusive, fun, family orientated - “a positive approach. Making it a time for community to come together... as well as planning a realistic targeted approach” • Youth involvement – getting youths perspective, crucial for 	<ul style="list-style-type: none"> • Open discussion – hui hui hui • Working with the community, community helping community seem to work • Community understanding this is happening and we will be getting more weather events, more land slips, getting worse it’s not going to change • Financially unable to 	<ul style="list-style-type: none"> • Group programmes informative • Zoom meetings invaluable • Disabled Community is a unique Group. 	<ul style="list-style-type: none"> - Different approach: Household based planning (individual responsibility) contributing to community-based planning - Disabled Community is a unique group but is a dispersed group required dispersed outreach in planning - Different approach: Utilising existing, or organising new events about something else to increase engagement and connection around adaption planning - Different modes / channels for information sharing and feedback (new technology, door knocking for oldies) 	<p>Household based planning (individual responsibility and needs) integrated with community-based planning.</p> <p>A multi-faceted approach to engagement and planning, building on existing and new events with diverse purposes to increase awareness and awareness of adaptation planning.</p> <p>Disabled Community is a unique group but is a dispersed group required dispersed outreach in planning.</p> <p>(dispersed interest of whanau-based groups versus locality based).</p>

Key questions	Muriwai/Ngai Tāmanuhiri key coded findings	Matakaoo key coded findings	Gisborne Disabled Community key coded findings	Interpretation – Important themes and issues from interviews across the case study communities (discussion notes)	Synthesis of findings & examples (Final)
	<p>the future, teach water awareness and weather patterns.</p> <ul style="list-style-type: none"> Utilising various communication methods – traditional (flyers, notice board) and digital (iwi pages fb, Instagram etc) 	<ul style="list-style-type: none"> People will get involved if it affects them personally Older people are stuck in their ways, getting our younger generation to help make change 			
<p>How can the Council and other stakeholders improve support and coordination so communities can access necessary information, skills and resources when they need them?</p>	<ul style="list-style-type: none"> Utilize community skill sets and resources – Members of the community who are “movers & shakers”, have skill sets, involved with GDC. Accessible information – simple concise information readily available Having a point of contact in GDC Limited awareness of how to gain resources, skills and information. 		<ul style="list-style-type: none"> Reliability Time management Information sharing Value community organisations 	<ul style="list-style-type: none"> Effective adaptative planning requires Council (and others) trusting in communities knowing the local situation and being able to lead the planning process Regular community engagement and communications / meetings between Council, stakeholders and communities e.g. GDC visibility, presence at meeting and relevant updates Overcome operating in siloes (e.g. improved info sharing within GDC and with external agencies) Council and other stakeholders time management and coordination of meetings and initiatives (inter-agency coordination) Be aware of community and family circumstances including time demands Relationship building – consistency of agency contacts and engagement Support/resources for community led planning and priorities Improving resources for engagement 	<p>Effective adaptative planning requires Council (and others) trusting in communities knowing the local situation and being able to lead the planning process.</p> <p>Regular community engagement and appropriate modes of communication between Council, stakeholders and communities (e.g. GDC visibility, presence at meeting and relevant updates).</p> <p>In order to overcome silo working and wasted time and resources, improved collaboration and info sharing between GDC and other stakeholders around community adaptation.</p> <p>Tika / integrity needs to be woven in.</p>

Key questions	Muriwai/Ngai Tāmanuhiri key coded findings	Matakaoa key coded findings	Gisborne Disabled Community key coded findings	Interpretation – Important themes and issues from interviews across the case study communities (discussion notes)	Synthesis of findings & examples (Final)
How do communities get assistance in identifying and engaging with the powerful interests that can influence their adaptation plans?	<ul style="list-style-type: none"> • Unaware of how external entities outside of GDC can help with planning. • Using collective community influence • Education around who powerful interests are and possible influence on planning. 	<ul style="list-style-type: none"> • Have a local, a local present someone that seen in the community • Targeting individuals within the community • Resources, Being self-reliant, skills • Having generators on stand-by for business 		<ul style="list-style-type: none"> - Using collective community information, influence and networks - Building positive relationships with powerful interests and thanking them for their support (adversary to partnerships / relationships) - Assistance from academics, community activists and other similar communities. 	<p>Utilising collective community information networks and influence to consolidate community power and identify outside powerful interests</p> <p>Building mutually beneficial relationships with powerful interests aligned with community aspirations and acknowledging their support (adversary to partnerships / relationships).</p> <p>Assistance from academics, community activists and other similar communities</p>
How do communities get central and local government to recognise the importance of supporting citizen deliberation exercises and community-led adaptation planning?	<ul style="list-style-type: none"> • Improved GDC visibility – desire for council presence at community meetings • Establish points of contact in community – key figures in the community to liaison with GDC • Desire for information and updates on initiatives • Build trust between community and GDC. • Climate “Project Manager” dedicated to adaptation planning 	<ul style="list-style-type: none"> • If you’re not living here in this space your experience is going to be different • Informing younger generation, the older generation are stuck in their ways • Local mobilisation and the tools 	<ul style="list-style-type: none"> • Resourcing • Communication • Interactive with community Care 	<ul style="list-style-type: none"> - GDC (and other stakeholders) responding to community desires for information and updates - Council and stakeholders need to recognise that communities know and care about their local situation - Providing practical examples and evidence of how and when community-led works best - Building meaningful (and sustainable) partnerships on equal and transparent terms (withholding participation is a current issue) - Proactive communications: provide feedback on central and local government initiatives - frustration with ‘once and done’ involvement/engagement 	<p>Building meaningful (and sustainable) partnership working between communities and council on equal and transparent terms with adequate resourcing (...refusing participation that fails to meet these terms.</p> <p>Council and stakeholders need to recognise that communities know and care about their local situation. Acknowledging practical examples and evidence of how and when community-led works best.</p> <p>Communities can research and build an evidence base and utilise their own values to pursue their own community led adaptive planning and action (“don’t wait for the state”).</p>

Title: 24-13 Seabed Survey of Tūranganui-a-Kiwa/Poverty Bay
Section: Sustainable Futures
Prepared by: Paul Murphy - Environmental Science Technical Lead
Meeting Date: Wednesday 28 February 2024

Legal: No

Financial: No

Significance: **Low**

Report to SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee for information

PURPOSE - TE TAKE

The purpose of this report is to provide Council with an overview of the recent seabed survey of Tūranganui-a-Kiwa/Poverty Bay in October and November 2023 and to introduce a presentation to councillors at the meeting.

SUMMARY – HE WHAKARĀPOPOTOTANGA

Toitū Te Whenua Land Information New Zealand (LINZ) is the government agency responsible for providing navigational products and services that support safe shipping. The information underpinning these products is captured through hydrographic surveys that map the seafloor.

The recent seabed survey of Tūranganui-a-Kiwa/Poverty Bay in October and November 2023 focused on data needed to update navigational charts.

However, hydrographic surveys also gather information that can help with marine habitat management, aquaculture developments and other marine related research.

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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. **Notes the contents of this report.**

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: seabed survey, Turanganui a kiwa, poverty bay seabed survey, land information nz, toitu te whenua, hydrographic surveys

BACKGROUND - HE WHAKAMĀRAMA

1. Toitū Te Whenua Land Information New Zealand (LINZ) is the government agency responsible for providing navigational products and services that support safe shipping. The information underpinning these products is captured through hydrographic surveys that map the sea floor.
2. The recent seabed survey of Tūranganui-a-Kiwa/Poverty Bay in October and November 2023 focused on data needed to update navigational charts.
3. The recent survey of the Gisborne area uncovered the hull and deck structure of the Star of Canada, which ran aground off Kaiti Beach on 23 June 1912, and the wreck of a barge used to dredge Napier and Gisborne harbours in the 1930s.
4. Advances in technology mean that each time we resurvey an area we uncover details that were previously unknown. In this case, the last survey was done in the 1950s by the Navy and the echo sounding technology used this time has given us far greater coverage of the seafloor than ever before. While the local community is aware of these wrecks, they have never been charted.
5. The 7280-ton steamer Star of Canada first voyaged to New Zealand in 1910. For the next two years it regularly travelled from Australia and New Zealand to England, carrying chilled and frozen meat and other produce.
6. On 23 June 1912, a southerly squall blew the vessel onto Kaiti Beach where it struck rocks and began taking in water. Despite attempts by the local tug, Hipi, the Star of Canada grounded just off the rocky shoreline. No lives were lost but after days of effort, the vessel itself was abandoned.
7. The second wreck is the remains of the dredge Korua, which are off Young Nick's Head. The dredge was scuttled in 1940 when it was no longer of use.
8. In conjunction to the Tūranganui-a-Kiwa/Poverty Bay survey area the Te Tapuwae o Rongokako marine reserve was also surveyed.
9. Data captured in the Gisborne hydrographic survey, including details of the two wrecks, will be used to update nautical charts of the area and help to make navigation safer.
10. Data from the survey will be published on the [LINZ Data Service](#) website and updated nautical charts will be available from the free [NZ Electronic Navigational Chart Service](#). Updated nautical charts/products will become available sometime during the 2023/2024 financial year. Any significant dangers to navigation will be added to nautical charts/products via the Notice to Mariners process.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

11. The presentation by Toitū Te Whenua Land Information New Zealand (LINZ) covers the objectives behind the seabed survey of Tūranganui-a-Kiwa/Poverty Bay and the added value that comes with high resolution surveys of this nature. Examples of added value include; habitat mapping, seafloor slope/roughness/influence of sediment deposition, water column data and potential identification of freshwater springs/seeps.

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: Low Significance

This Report: Low 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: Low Significance

This Report: Low Significance

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

TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

13. LINZ actively engaged local iwi before the survey commenced. The following iwi were engaged initially via email and then met with individually to discuss the survey, what is involved in the survey and what outcomes could be expected from the survey.

- Rongowhakaata
- Ngāti Porou
- Ngāi Tāmanuhiri
- Te Aitanga ā Māhaki

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

14. Toitū Te Whenua Land Information New Zealand (LINZ) held a community open day in partnership with Gisborne District Council on 7 November 2023 at Gisborne District Council which was an opportunity to discuss the survey and provide an update on the survey findings. Both Gisborne Boys High School and Whāngārā school also attended the open day.

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

15. This report and survey do not impact on climate change.

16. However, they provide a useful reference point for future seabed surveys.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

17. This report does not impact on Council's financial strategy.

Legal

18. There are no legal implications associated with this report.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

19. There are no policy and planning implications associated with this report.

RISKS - NGĀ TŪRARU

20. There are no risks associated with this report.



Title: 24-31 Progress Update - Ministerial Inquiry into Land Use, Forestry Plan Change, Forestry Consent Conditions

Section: Strategic Planning

Prepared by: Ariel Yann le Chew - Policy Planner

Meeting Date: Wednesday 28 February 2024

Legal: No

Financial: No

Significance: **High**

Report to SUSTAINABLE TAIRAWHITI /TOITŪ TAIRĀWHITI Committee for information

PURPOSE - TE TAKE

The purpose of this report is to provide a progress update on actions being progressed that are relevant to the recommendations made as a result of the Ministerial Inquiry into Land Use.

SUMMARY – HE WHAKARĀPOPOTOTANGA

A Ministerial Inquiry into Land Use (MILU) was launched on 23 February 2023 to investigate past and current land-use practices and the impact of woody debris on our communities and the environment.

The Inquiry panel's report final report ('Outrage to Optimism') outlined numerous recommendations, many of which reflected work already being undertaken by Council.

The previous Government set out a two-phase response to the report:

- **Phase 1 – Reducing risk** as much as possible in Wairoa and Tairāwhiti with immediate and near-term actions.
- **Phase 2 – Strengthening resilience** to future severe weather events and supporting the transition to more sustainable, lower risk, land uses and practices at a district and national scale through longer term actions.

Council has been progressing several areas of work relevant to phase 1:

- Progressing woody debris removal throughout the region.
- Providing information to Ministerial Advisors Michael Campbell (Resource Management Advisory) and Rachel Reese (Relationships).
- Council's policy team is working on two plan change workstreams that focus on better management of forestry harvest on risky land, improved mapping of the region's worst eroding land, and wider landuse management to minimise the impacts of erosion on waterways.
- Council review of all forestry consent conditions, including consideration of the National Environmental Standard for Commercial Forestry (NES-CF).
- Ongoing work of the Forestry Team on compliance monitoring and enforcement.

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 Sustainable Tairāwhiti /Toitū Tairāwhiti Committee:

1. Notes the contents of this report.

Authorised by:

Joanna Noble - Director Sustainable Futures

Keywords: Ministerial Inquiry into Land Use, MILU, Forestry Plan Change, Forestry consent, TRMP

BACKGROUND - HE WHAKAMĀRAMA

Background and Timeline to the Outrage to Optimism Report

1. A Ministerial Inquiry into Land Use (MILU) was launched on 23 February 2023 to investigate past and current land-use practices and the impact of woody debris including forestry slash and sediment on communities, livestock, buildings, and the environment. The two-month inquiry was in response to the impacts of severe weather events, including Cyclone Hale and Gabrielle in Wairoa and Tairāwhiti.
2. The Ministerial Inquiry was also in response to an environmental petition presented to Council (see [Report 23-24](#)) on 26 January 2023.
3. The MILU panel was appointed in late February. Eight large community hui and approximately 50 smaller hui with local organisations were held across Wairoa and Tairāwhiti. A [consultation on the inquiry](#) opened 13 March received 313 public submissions by the 6 April closing date.
4. The final report 'Outrage to Optimism' was first published on 12 May 2023, with an [updated version](#) released 17 May to correct recommendation numbering errors and internal references to the recommendations only. There are 49 recommendations in the report, many of which referred to the work of Council, but largely ignored the significant body of work already underway.
5. Government announced a [two-phase response](#) to the report:
 - **Phase 1 – Reducing risk** as much as possible in Wairoa and Tairāwhiti with immediate and near-term actions.
 - **Phase 2 – Strengthening resilience** to future severe weather events and supporting the transition to more sustainable, lower risk, land uses and practices at a district and national scale through longer term actions.
6. Phase 1 consists of four key actions to reduce risk:
 - **Action 1 – Effective, sufficient clean-up of woody debris** to manage the risks it presents. This includes reaching a shared view of the size of the remaining problem, how action should be prioritised, and how it should be paid for.
 - **Action 2 – Appointing a statutory Resource Management advisor** to work with Gisborne District Council and the Minister for the Environment to strengthen resource management functions and decision-making.
 - **Action 3 – Appointing a Facilitator** to work with Gisborne District Council to build and strengthen partnerships that includes the forestry industry, landowners and Māori interests to support an integrated approach to recovery and future resilience.
 - **Action 4 – Reducing risks of new woody debris flows and sedimentation.** This includes working with Gisborne District Council on options to speed up a review of existing resource consents, provide national guidance on forestry slash risk, and complete changes under the National Environmental Standards for Plantation Forestry (NES-PF) (now National Environmental Standards for Commercial Forestry, NES-CF, see [Report 23-290](#)).

7. The following progress updates are part of Phase 1.

Effective, Sufficient Clean-up of Woody Debris

8. The woody debris clean-up is a function of Council's Recovery programme. [Report 24-5](#) to the Civil Defence and Emergency Management committee on 14 February 2024 provided an update on progress. Additional funding of \$18m has recently been announced by central government.

Ministerial Appointees

9. On 4 September 2023, Michael Campbell was appointed Resource Management Act (RMA) Advisor and Rachel Reese as a Facilitator. The Ministry for the Environment (MfE) and the Ministry for Primary Industries (MPI) are providing support to both appointees as they build on the work done by the MILU. The Terms of Reference for both positions are available on MfE [website](#). Both end in June 2024.

10. Both appointees have worked with various Council teams over the past four months to understand the roles and responsibilities of each team in recovery and future-proofing efforts. However, little has been provided by way of support to strengthen resource management functions and decision-making.

11. The appointees have also had multiple engagements with the forestry sector, iwi, and community representatives, in some ways repeating the approach already undertaken by the MILU team.

Reducing Risks of New Woody Debris Flows and Sedimentation

Forestry Plan Change

12. Council has formed a policy team to address erosion issues arising from rural land use activities including forestry. The team proposes two plan change workstreams:

- Workstream 1 – Forestry harvest plan change.
- Workstream 2 – Land Overlay mapping and wider Tairāwhiti Resource Management Plan (TRMP) forestry and farming provisions.

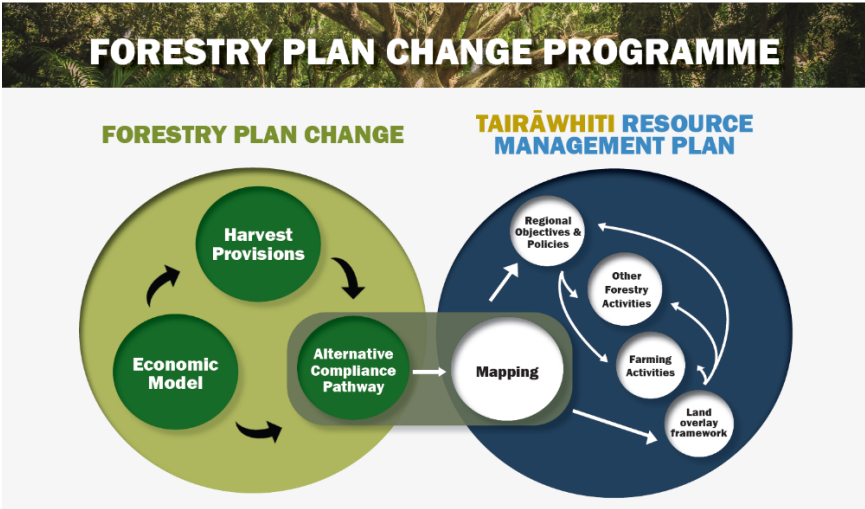


Figure 1: Infographic showing how components of both workstream are interlinked.

13. Workstream 1 (forestry harvest plan change) focuses on the better management of forestry harvest on risky land – considered to be that land identified as orange (high erosion susceptibility classification) and red (very high erosion susceptibility classification) in Tairāwhiti. This plan change will focus on reducing the risk of land failure and significant debris flow events occurring. There are three components to this work:

- **Changes to the TRMP:** The new policies and rules will introduce restrictions on the area of clearfell harvest undertaken during a rolling 5-year time period by coupe size and catchment area, and further restrictions on cable hauling across waterbodies where the harvested wood is hauled through the riparian area or bed of the waterbody.
- **Development of an alternative compliance pathway – Catchment Forestry Plans:** The Ūawa catchment has been proposed as the pilot catchment to test a catchment-based approach across the forestry lifecycle. While the Plan Change acts as an industry baseline, the Catchment Forestry Plan will serve as guidance integrating best-practice management tailored to a specific catchment's issues, pressures, and threats. The Catchment Forestry Plan template from the pilot will then be applied to other catchments in Tairāwhiti.
- **Economic modelling and analysis of plan change options:** The four-wellbeings model will assess the current state of the industry and the likely impacts from the Plan Change will start from previous work undertaken for the Pamoā Forest analysis, and work on other forestry-related investments. A structured and statistically robust survey of Tairāwhiti communities will also be undertaken to establish the willingness-to-pay baseline to be used in populating the social, cultural, and environmental values for the wellbeing elements of the economic model.

14. Workstream 2 (land overlay mapping and wider TRMP provisions) focuses on managing erosion risk across other areas of forestry and farming practices. There are two components to this work:

- **Review of Land Overlay mapping:** Land Overlay 3A currently represents ~50,000 ha of the region's worst of the worst eroding land use capability classes. The 1:50,000 scale mapping which the Erosion Susceptibility Classification (ESC) is mapped is considered too coarse to accurately manage land uses according to the class of erosion risk.

Council is currently working on mapping the most extreme erosion-prone land across the region at a finer scale that can support better landuse management decisions. This mapping layer is referred to as Land Overlay 3B. This layer will be based on finer-grain data generated from LiDAR, gully erosion mapping, erosion susceptibility modelling and morphometric connectivity modelling¹⁹.

Identification of Land Overlay 3B at a finer scale will provide a much clearer picture of where our worst eroding land is. This land will be deemed unsuitable for clearfell harvest forestry regimes or farming and form the basis of new rules that support its transition to long term vegetation cover. Land Overlay 3B will be first applied to the Ūawa catchment as part of the Catchment Forestry Plan development as outlined in workstream 1.

¹⁹ Morphometric connectivity refers to how likely sediment will be transported into waterways.

- **Wider review of the TRMP:** Other matters identified as issues to be addressed around forestry will be passed through into the wider TRMP review and be incorporated into this work programme. Council's Regional Policy Statement (RPS) and freshwater plans (regional and catchment-level) are currently being reviewed as part of the first phase of the TRMP review. Council will look to develop RPS content to provide high level direction for and fully integrated into the regional and district planning. The impact of sedimentation on waterways from land use will be addressed in the Regional Freshwater Plan (for regional scale) and catchment plans (for catchment specific provisions).

15. **Progress made:**

- Commitment from Eastland Wood Council in September 2023 to develop Catchment Forestry Plans, starting with Ūawa Catchment.
- Follow up invitation to iwi and Eastland Wood Council November 2023 to signal intent to work on Catchment Forestry Plans.
- Engagement of Landcare Research to develop morphometric connectivity model.

16. **Next steps:**

- Community hui in Tolaga Bay in March to socialise the Catchment Forestry Plan (and freshwater planning).
- Convene working group for the Ūawa Catchment Forestry Plan.
- Completion of draft Land Overlay 3B layer in March.
- Development of economic model following input of Land Overlay 3B layer.

Forestry consent conditions

17. Council has initiated a review of all forestry conditions to achieve fit for purpose forestry consent conditions. The intended outcome is conditions that can be applied operationally, which collectively help to achieve the desired environmental outcomes and promote slash reduction, whilst ensuring that local conditions align with the National Environmental Standards requirements.

18. **Progress made:**

- A draft set of conditions were prepared by an internal Gisborne District Council Technical Advisory Group and legally reviewed by Cooney Lees Morgan.
- The Forestry Industry and Eastland Wood Council were informed of the review at a joint meeting held on the 5th of December 2023. A second joint meeting, which was independently facilitated was hosted by the forestry industry in January, where a process of workshop collaboration and engagement was agreed.
- Forest site visit(s) and forestry consent condition workshops begin 12-14 February 2024.

19. **Next steps:**

- The consents team will finalise the new conditions and roll them out through the consenting process.

Compliance Monitoring and Enforcement

20. The Forestry Team is continuing to undertake proactive monitoring site visits within forests, and there are ongoing discussions with forestry companies regarding current and future forestry operations, to continue to grow forest industry understanding, and to help develop working relationships.
21. The Forestry Team was also part of the recent workshops facilitated by the Consents Team for new standard consent conditions.
22. In terms of enforcement action, two abatement notices have been issued relating to some forests requiring immediate action and two enforcement order applications have been filed at Court.

DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

Implications of new government

23. The 2023 election resulted in the Coalition Government, consisting of the National Party, ACT, and New Zealand First. On 29 November 2023 Prime Minister Christopher Luxon unveiled the Coalition Government's 100-day plan, which revolves around three focus areas: economy, law and order, and public services.
24. As part of the 100-day plan, the Coalition Government passed the Bill²⁰ to repeal of the Natural and Built Environment Act (NBEA) and the Spatial Planning Act (SPA), which were intended to replace the Resource Management Act (RMA).
25. The new Government announced their intention to begin work on a replacing the National Policy Statement for Freshwater Management (NPS-FM) 2020 and amending the RMA to change how councils apply Te Mana o te Wai to individual consent applications in the meantime. At the time of writing this report, there is no indication if there will be further changes to the NES-CF.
26. Council staff will update this Committee should the Government decide to make further amendments to the NES-CF. Work undertaken in the recovery and plan changes will continue as scheduled until told otherwise.

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

²⁰ <https://environment.govt.nz/what-government-is-doing/areas-of-work/rma/changes-to-resource-management/>

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: Medium 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: High Significance

This Report: High Significance

27. 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

28. There are 228,000 ha of whenua Māori in Tairāwhiti, which are predominantly Land Use Classification 6, 7 and 8. According to the StatsNZ, the capital investment in forestry on Māori farms and lands in Tairāwhiti have increased by about 46% as of 2018. There are additional and different barriers to economic development of whenua Māori compared to land in private ownership.
29. The complexity of land use decision-making for Māori was imposed by Te Ture Whenua Māori Act 1993. The Act can pose significant barriers to Māori trying to use their land for economic benefit. As well as imposing considerable bureaucracy, achieving the levels of support to be able to raise capital is often a slow drawn-out process that can result in sub-optimal access to capital to enable business plans to be prepared and executed.
30. Given the historic inequities experienced by tangata whenua in our region, Council is committed to rectify through engaging meaningfully with tangata whenua and Tairāwhiti Whenua Collective throughout the forestry plan change.

COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

31. Through submissions made on the [online petition](#) and the development of the Outrage to Optimism report, our communities have made it clear that Council needs to review its land use rules, especially on land highly susceptible to erosion. Council has responded by undertaking a forestry plan change as outlined above.
32. Council is committed to continue engaging with our communities and key stakeholders on both recovery efforts and forestry plan change. The forestry policy team will coordinate with other Council teams to ensure we reduce consultation fatigue by maximising engagement efforts.

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

33. Tairāwhiti is very susceptible to erosion due to the region's geology, slope, heavy rainfall, and previous removal of forest cover. 25% of the North Island's most severely eroding land is found in the region, and 71% of the region is classified as steep hill country. Through the review of land overlay mapping in workstream 2 of the forestry plan change, the classification of Land Overlay 3B will reflect a more accurate percentage of land unsuitable for any other land use except to be transitioned into permanent vegetation cover.
34. Erosion is being exacerbated by some land use practices, natural hazards, and climate change. Climate change is expected to intensify the impacts of many natural hazards and it will have far-reaching economic, environmental, and social implications for our region.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

35. The forestry plan change is currently accommodated in the TRMP programme budget funded through the **2021 – 2031 Long Term Plan**.

Legal

36. There are no legal implications associated with the information in this report.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

37. Reviewing the current regulatory framework for land use activities and establishing a recovery programme align with the recently adopted Strategic Framework for the **2024 – 2027 Three Year Plan** (see [Report 23-314](#)). Of relevance are:
- **We will prioritise resilient waters** – includes flood control and drainage, clean and clear waters, water security, while also recognising the relationship between catchment planning, TRMP, and addressing wood debris with urgency.
 - **We will enable effective regulatory functions.**
38. The land use planning review and the recovery programme also align with the longer term community outcomes identified in the [Tairāwhiti 2050](#). In particular:
- Outcome 2: Resilient communities.
 - Outcome 5: We take sustainability seriously.
 - Outcome 6: We celebrate our heritage.
 - Outcome 7: A diverse economy.
 - Outcome 8: Delivering for and with Māori.

RISKS - NGĀ TŪRARU

39. **Resource and capacity constraints** – Council is undertaking the full TRMP review in two phases, with the first phase to review the RPS, freshwater provisions, and the Urban Growth Development provisions. Forestry, as part of Land chapter, was originally scheduled for Phase 2 of the review.
40. In response to the impacts of severe weather events, Council also started work on forestry-specific provisions under Phase 1. While budget for the forestry plan change is allocated through the TRMP programme budget, the issue of capacity to assist the development of robust planning provisions under Phase 1 remains a risk. This is currently marked as a **Medium** risk; through contracting consultants to assist with the work, this risk is reduced to **Low**.
41. **National policy direction** – The manifesto of the Coalition Government (National, ACT, and NZ First) sets a different direction to that of the previous Government. Council staff expect that there will be a shift towards enabling development, with less emphasis on environment, however the full intention of the Coalition Government remains to be seen. This is currently marked as a **Low** risk as Council is expected to progress this work as part of Council's response to the Outrage to Optimism report, however this risk will change depending on future direction taken by the new Government.
42. **The unpredictability of climate change** – The volatility and intensity of how climate affects our region has been proven through past severe weather events witnessed in our region. Council is advised to take a proactive approach, where we as the region's authority body are responsible for all wellbeings of our region. This requires us to make the necessary preparations to safeguard our communities and the state of the environment. While computer generated models may assist with the forecast under different scenarios, models are unable to provide a true prediction of the next major event for our region. Hence, this remains as a **Medium** risk in all aspects of Council's functions.

NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
May 2024	Workshop on forestry plan change	