AGENDA/KAUPAPA

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

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

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

COUNCIL/TE KAUNIHERA

DATE: Thursday 2 October 2025

TIME: 9:00AM

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

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Council

Chairperson:	Mayor Rehette Stoltz
Deputy Chairperson:	Deputy Mayor Josh Wharehinga
Membership:	Mayor and all Councillors
Quorum:	Half of the members when the number is even and a majority when the number is uneven
Meeting Frequency:	Six weekly (or as required)

Terms of Reference:

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

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

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

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

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

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

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

MINUTES

Draft & Unconfirmed

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MINUTES of the GISBORNE DISTRICT COUNCIL/TE KAUNIHERA

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

PRESENT:

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

IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines Tim Barry, Director Internal Partnerships & Protection James Baty, Director Liveable Communities Michele Frey, Director Engagement & Maori Partnerships Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jocelyne Allen, Democracy & Support Services Manager Julian Rangihuna-Tuumuli and Committee Secretary Jill Simpson.

The meeting commenced with a prayer/karakia.

Secretarial Note: Principal Policy Planner Shane McGhie, Director Scott Consulting Kevan Scott, Managing Director Taith Consulting James Llewellyn and Pania Wehi Mahaki attended via audio visual link.

1. Apologies

MOVED by Cr Stoltz, seconded by Cr Alder

That the apologies from Cr Pahuru-Huriwai and Cr Wharehinga be sustained. CARRIED

2. Declarations of Interest

Cr Foster declared an interest in report 25-185 Statement of Intent Oneone Ki Te Whenua as he has resided at Kaiti Beach for the last 45 years.

3. Confirmation of non-confidential Minutes

3.1 Confirmation of non-confidential Minutes 27 March 2025

MOVED by Cr Ria, seconded by Cr Tibble

That the Minutes of 27 March 2025 be accepted. CARRIED

3.2 Confirmation of non-confidential Minutes 12 June 2025 - Alcohol Control Bylaw

MOVED by Cr Thompson, seconded by Cr Ria

That the Minutes of 12 June 2025 be accepted. CARRIED

3.3 Confirmation of non-confidential Minutes 26 June 2025

MOVED by Cr Ria, seconded by Cr Tibble

That the Minutes of 26 June 2025 be accepted. CARRIED

Deputation Adrienne Baird - Uawa Cycle and Walkway - Cr Cranston sought clarification around the addition of the Uawa recommendation. The Chief Executive noted that this was tabled with their report and further advised that funding has been put aside for the remediation of the sports field which formed part of the submission to Council.

3.4 Action Register

Item 10.2: Relating to further engagement with Ngati Oneone regarding the Ports twin-berth expansion will be reassigned.

Item 12.2: Tairāwhiti Regional Recovery Operational report will be on the Operations Committee Agenda.

3.5 Governance Work Plan

4. Leave of Absence

There were no leaves of absence.

5. Acknowledgements and Tributes

Her Workship the Mayor acknowledged Cr Pahuru-Huriwai as her sister-in-law Katerina Teheikoko (Kathy/Korky) Stainton has passed away. Cr Tibble also acknowledged Cr Pahuru-Huriwai's apologies as she is attending the Tangi of Kathy Stainton whose late husband Mr George Stainton was a long-standing Gisborne District Councillor. Cr Ria acknowledged and remembered Kathy Stainton, Diane Irwin and Takutai Tarsh Kemp. Each of the women have a very close connection to the five Maori Ward Councillors.

Cr Ria, as a previous teacher, also acknowledged the teachers who are on strike and voiced support of their strike.

Cr Tupara wished to remember all those that have passed. Would also like to acknowledge new citizens coming into the community. Cr Tupara had the privilege of sitting in on the citizenship celebrations and welcomed whanau from near and far who have chosen Tairāwhiti to be part of our community. Cr Tupara also acknowledged staff for the work they do in making our new citizens feel welcome.

6. Public Input and Petitions

6.1 Ngai Tawhiri - Properties in Puhi Kaiti - Samuel Lewis

Samuel Lewis (Ngai Tawhiri) attended and presented on Properties in Puhi Kaiti - He iti te tukau-ahi, he iti paanga atu, maana noa e kaa atu.

Points raised:

- We must be clear that Ngai Tawhiri holds statutory recognition, ancestral title in Puhi Kaiti.
- Ask that Council supports pathways that honour that the return of land is grounded not only in aspiration but in law, in tikanga and historical records.
- Walk together with clarity, equity and shared responsibility - in this way the framework that Council develops will not only stand for today but will endure generations yet to come.
- Our desire is to sit with all concerned as the future of Puhi Kaiti depends on it along with the mana of ruapahi.

Questions of clarification included:

- From land court records and Treaty legislation there are three hapu and two iwi who also have an interest.
- It is important to all sit together - The Statement of Intent needs to be more broadly applied.
- No conversations have taken place on this subject between Ngai Tawhiri and Ngati Oneone. Ngati Oneone attended a Ngai Tawhiri hui and the tono was laid down to work together.
- The boundaries should not be political they should be whakapapa that bind rather than divide.

7. Extraordinary Business

There was no extraordinary business.

8. Notices of Motion

There were no notices of motion.

9. Adjourned Business

There was no adjourned business.

10. Reports of the Chief Executive and Staff for DECISION

10.1 25-185 Statement of Intent Oneone Ki Te Whenua

Chief Executive Nedine Thatcher Swann and Chief Advisor Maori Gene Tukarua attended. The Chief Executive acknowledged that staff have been collaborating with Ngāti Oneone to refine the focus of the Statement of Intent and clarify the areas under investigation. As part of this process, an analysis was undertaken to confirm the status of the land and to identify Tangata Whenua groups with interests in the area.

The Chief Executive referred to paragraph 22 of the report that acknowledges other hapu may also express interest in these and other land parcels within this rohe. Council will ensure those relationships are engaged in a fair and equitable manner as per Council's statutory obligations.

The Chief Executive advised that the Statement of Intent is agreeing a process to work towards what could be a transfer or could be co-governance. This is the follow up to an agreement to commit to the process, recognising that there are other interests the Council may need to work through.

The Chief Advisor Māori acknowledged the Statement of Intent (SOI) and explained that the purpose of today's meeting is to formally endorse and ratify the SOI. This represents a more detailed commitment from Council to proceed with the investigation. In terms of broader consultation, the SOI outlines and mandates that Council staff undertake the investigation, as detailed further ion the accompanying report.

A change sheet was handed out outlining the amendment to the Summary on the front page of the report.

Points raised by Councillors:

- Put on hold pending further investigations with Ngai Tawhiri. Their acknowledgement of the process and inclusion in the development of the Statement of Intent is important. We need to ensure our processes are robust and transparent.
- It is understandable how the deputation from Ngai Tawhiri might shift this space. Our whanau have been sitting in the cold of winter for 100+ days. It is not the business of Council to determine whose land is whose. The Statement of Intent acknowledges that other hapu may also express interest. Our commitment is to investigate the next steps.
- We are going to investigate not decide on who the land will pass to.
- The issue in front of us is to pledge to investigate the parcels of land, investigate first right of refusal and formally invite Ngati Oneone who have been backed by Te Aitanga Mahaki towards a Mana Whakahono a rohe. Based on the recommendation it is the best pathway forward for Council and their relationship with Ngati Oneone. There is not a one size fits all for any hapu, iwi, marae, or community group. The issues bought up by Ngai Tawhiri need to be addressed with Council and Ngai Tawhiri.

Questions of clarification included:

- The legislation for the Mana Whakohono a Rohe is that one or more iwi authorities representing tangata whenua may invite one or more local authority in writing to enter into an agreement.
- Ngai Tawhiri wish to enter into discussions and have requested an open door with staff. Having not had the discussions it cannot be assumed or cannot be pre-meditated what the aspirations are in detail or how Ngai Tawhiri may wish to mobilise themselves to enact the request in their deputation.
- Any lease agreement concerning reserve land would need to be reported to Council.

Willie Te Aho addressed the meeting on behalf of Ngati Oneone and advised he was the lead negotiator for Rongowhakaata and was appointed unanimously by every hapu of Rongowhakaata. Over the last two months Ngati Oneone have worked in good faith to fulfil the unanimous direction issued on 26 June by Council. There has been opportunity for other hapu to advocate their position. There has been the opportunity for Ngai Tawhiri to advocate their position over the last 13 years. There has been the opportunity for them to provide their perspective in relation to the Statement of Intent for Ngati Oneone. There has been engagement and time for Ngai Tawhiri and any other hapu to progress their issues. Ngati Oneone are committed to this process and getting a resolution today. On behalf of Ngati Oneone and in your decision-making today moving forward into the elections, this group of Councillors have done a fantastic job in trying situations and wish them well in the upcoming elections.

Further questions of clarification:

- Far North was given as an example of a hapu collective and initiating a mana whakohono a rohe with Northland Regional Council. It involved the coming together of multiple hapu and was bespoke for the needs of those hapu in that particular relationship. The documents are not complex but complex to develop given overlapping interests and the need for Council to know their role and be able to walk a line that holds space and mana against our Treaty responsibilities that gives equal effect and recognition to the multiple layers that we may encounter.
- The Maori Ward colleagues were thanked for their greater knowledge and understanding and it shows the importance of having Maori Ward Councillors sitting around the Council table.

MOVED by Cr Cranston, seconded by Cr Tibble

That the Council/Te Kaunihera:

1. Adopts the statement of Intent as outlined on pages 6-7 of this report.
2. Instructs the Chief Executive to work through the required steps and key decisions including:
    - Investigative work on the 8 parcels of land identified by Ngāti Oneone and associated legal and ownership processes in relation to the potential sale at value to Ngāti Oneone, including any requirement for public consultation
    - Investigation into any Rights of First Refusal that Council might hold on lands within the area of Ngāti Oneone interest in the Kaiti block.
    - Formally inviting Ngāti Oneone to enter a Mana Whakahono ā Rohe (MWaR) with the Council under the Resource Management Act 1991 (RMA) for the purpose enacting the Statement of Intent amongst other partnership matters covered in this report.

CARRIED

Secretarial Note: The meeting adjourned at 10.20am for morning tea and reconvened at 10.40am.

10.2 25-166 Water Services Delivery Plan Adoption

Chief Executive pointed out the handout given to Councillors was regarding the additional recommendations to the report and the reason for the change. The investment in the Plan over the next ten years has been rounded to $214m.

Director Lifelines Tim Barry noted that the plan is a point in time document and not enduring and was developed for implementation of the Government's Local Waters Done Well Policy. The Plan reflects outcomes from Mana Whenua engagements upholding Te Tiriti commitments. The Plan aligns with Council's Strategic Planning instruments including the Three Year Plan, Infrastructure Strategy and the Future Development Strategy.

The $214m investment over ten years supports Council's infrastructure investment. The financial modelling meets the statutory requirements, being revenue investment and financing efficiency. Council remains open to joint water services organisations particularly in adjacent regions such as the Bay of Plenty. Joint water services organisations could deliver shared expertise and financial efficiencies.

Questions of clarification included:

- The increase in water invoices reflects the additional investment required to meet regulatory compliance obligations outlined in the investment profile.
- Greater effort has been directed toward planning, with certain legislative requirements—such as consideration of the network's average age—now influencing our approach. These factors are driving increased investment in asset renewals by Council.
- Council's scheduled renewal rates will help improve the asset ratio, and there are currently no widespread failures across the network. However, through the planning process, it has become clear that Council must increase renewal efforts across the entire network over the next decade. Asset life expectancy is currently based primarily on age rather than condition assessment.
- The Plan is based on a prescriptive recipe from the Department of Internal Affairs addressing financial sustainability and not addressing equity.

In relation to localised water supply expectations for our communities, the Chief Executive noted an opportunity to include a section outlining what those service expectations are at the local level.

Further questions of clarification:

- The Government has indicated that there will be no financial input from the Crown.
- The graph on page 125 of the agenda indicates the whole of Council Projected borrowings. The red line signals Council expects to be credit rated at 280% while the lower level indicates Council is currently at 175% and will rise to the 280%. It indicates the headroom Council would have on a 280% ability to borrow.

Her Worship the Mayor thanked staff for the massive amount of work that has gone into the Water Services Delivery Plan

MOVED by Cr Thompson, seconded by Cr Cranston that the recommendation be amended as follows

That the Council/Te Kaunihera:

1. Adopts the Water Services Delivery Plan as detailed in Attachment 1, subject to any minor changes including formatting, corrections, and to minor changes that may arise from Department of Internal Affair's review.
2. Notes the key implementation milestones, including:
   - The certified Water Services Delivery Plan will be submitted to the Secretary for Local Government by 3 September 2025.
   - Establishment of a ring-fenced water services business unit by 1 July 2027.
   - Achievement of financial sustainability targets by 30 June 2028.
   - Note the oversight and review processes that will be undertaken following adoption of the Water Services Delivery Plan.
3. Agrees to remain open to future collaborations with other regions.
4. Agrees to review Council's water service delivery arrangements in 2029/30 to determine if it is meeting its intended purposes and whether alternative arrangements should be considered.

CARRIED

10.3 25-196 Strategic Roading Network Resilience Programme Business Case Final Approval

Director Lifelines Tim Barry attended.

Questions of clarification:

- The scale of work the team are undertaking reflects the need for community wide engagement.
- The use of the word 'priority' in place of 'important' was emphasised. Staff did consider alternate words to 'important'. 'Priority' is being used more now as work is moving towards prioritisation.

MOVED by Cr Gregory, seconded by Cr Alder

That the Council/Te Kaunihera:

1. Approves proposed changes to the Programme Business Case document based on the peer review and minor corrections made by staff.
2. Approves submission of the final Programme Business Case document to New Zealand Transport Agency.
3. Directs staff to commence programme implementation based on the outlined next steps in this report.

CARRIED

10.4 25-205 Gisborne Holdings Limited Annual General Meeting and Appointment of Shareholder Proxy

MOVED by Cr Cranston, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Appoints the Mayor as proxy for the Annual General Meeting of Gisborne Holdings Limited to be held Thursday 25th September 2025 at the Waikanae Surf Lifesaving Club.
2. Instructs the Proxy to vote as follows:
   i) To receive, consider and adopt the Annual Report, including the Financial Statements and the Audit Report thereon, for the year ended 30 June 2025.
   ii) To approve the dividend recommended by the Directors.
   iii) To confirm the appointment of Ernst & Young as agents for the Office of the Auditor General to act as the Company's auditor for the ensuing year in accordance with section 70 of the Local Government Act 2002, and to authorise the Directors to fix their remuneration.
   iv) To approve the Directors recommendation for the Directors fee pool to remain at $285,200 for the ensuing year and until such time as a review is completed.
   v) To deal with any other business that may properly be brought before the meeting.

CARRIED

10.5 25-198 Transition to a New Council Following Elections

Director Engagement & Maori Partnership Anita Reedy-Holthausen attended and outlined that this is standard process required under legislation in particular the Local Electoral Act. The key point is ensuring continuity and that Council business continues during the election period.

Questions of clarification:

- There will be a farewell event for our Councillors following the Council meeting on 2 October 2025.

MOVED by Cr Parata, seconded by Cr Ria

That the Council/Te Kaunihera:

1. In addition to the Gisborne District Council Delegations to the Chief Executive Officer adopted 10 August 2023 the Chief Executive may only:
   a. Act after consultation with the Mayor-elect.
   b. Attend to those matters that cannot reasonably wait until the first meeting of the new Council.
2. Notes that the Chief Executive is required to report any decisions to the first ordinary meeting of the new Council.

CARRIED

10.6 25-212 Draft Urban Plan Change - Public Notification Decision

Director Sustainable Futures Jocelyne Allen and Principal Policy Planner Shane McGhie (online) attended.

The Tairāwhiti Resource Management Plan Committee along with the two Independent Commissioners have been working through the development of the draft provisions. It was a long and involved process but one that was significant. Staff believe they have a robust plan change that is very much aligned with the Government's policy in terms of enabling housing and urban development. The Resource Management (Consenting and Other System Changes) Amendment Bill which aims to streamline the consenting process for infrastructure projects and promote renewable energy investment in New Zealand gained royal ascent on 20 August 2025.

It was noted that when the application is submitted to the Ministry for the Environment for an exemption from the Plan Stop Legislation, staff will be clear that this is an important piece of work to have in place as soon as possible and is consistent with the Policy direction. If staff have to wait for the new legislation which will be early 2026, the rules will not be in place for another three years.

Questions of clarification included:

- Mixed Use zoning encompasses industrial, commercial, and residential activities. The inclusion of the Awapuni area as either Medium Density Residential or another residential zoning type was considered during the Future Development Strategy (FDS) process. This process, which preceded the plan change, concluded that Mixed Use zoning was more appropriate at this stage. There will be further opportunities to revisit this through the second phase of the Tairāwhiti Resource Management Plan
- In terms of looking towards the future for the Awapuni area, the Tairāwhiti Resource Management Plan Committee agreed this will form part of the Masterplan.
- The intensive residential zone is referred to as medium residential zone and is being applied to most accessible areas of Gisborne City.
- The Tairāwhiti Resource Management Plan Committee does have all delegations of Council so can delegate under the Resource Management Act. For transparency this decision has come to Council.
- Council has been working with a twenty year old plan so this is a major milestone in terms of having rules that are fit for purpose that will enable housing growth. There is a risk if we wait, we will continue to get complaints about our inability to move outside the old rules to enable growth to happen. This is a progressive way forward to enable housing growth and development.

- The first package to roll out was the National Direction Package which aims to streamline processes for local councils and enhance the management of infrastructure, environmental resources and development projects. The package includes proposals for new national direction instruments and amendments to existing ones, focusing on key areas such as infrastructure, the primary sector and freshwater management. There was also a package around future development growth and housing development which aligns to this plan change. There have also been amendments to the Resource Management Act as part of the Government's larger reform package. Phase Two has been changes to the Resource Management Act -small or large changes to the regulatory functions and other system changes particularly consenting. Phase Three is the repeal and replacement of the Resource Management Act with two new Acts.

MOVED by Cr Alder, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Notes that the Tairāwhiti Resource Management Plan (TRMP) Committee have recommended that Council make the decision under its delegated authority, to:
   a. Proceed to publicly notify Proposed Urban Plan Change 6 (PUPC6) in accordance with Clause 5, Schedule 1 of the Resource Management Act 1991.
   b. Applies to the Minister for the Environment for a Plan-Stop exemption.

CARRIED

10.7 25-173 Alcohol Control Bylaw Review - Adoption (Panel's Report)

Director Sustainable Futures Jocelyn Allen and Team Leader Strategy Elise Miller attended.

Questions of clarification included:

- It was noted that support services within the community are better equipped to deal with issues such as alcohol related harm.
- Looking ahead if the Bylaw is updated the Council's Kaiwhakahaere Takawaenga Taiwhenua/Rural Area Liaison Manager will engage with smaller communities to ensure that any bans are placed where they are most effective and continue to reflect community support.
- Regarding point 7.1, removing the phrase ‘within the public places” and the reference to “including in a vehicle” diminishes the significance of the legal context. It is important to retain this wording, as consuming alcohol in a vehicle located within a public place is illegal.

MOVED by Cr Telfer, seconded by Cr Ria

That the Council/Te Kaunihera:

1. Confirms that the proposed amended Ture ā-rohe Whakatūpato Waipiro 2015 / Alcohol Control Bylaw 2015 (Attachment 1) is:
   a. in the most appropriate form of the bylaw;
   b. does not give rise to any implications under the New Zealand Bill of Rights Act 1990; and
   c. appropriate and proportionate in the light of crime or disorder in applicable areas
2. Adopts the amended Te Ture ā-rohe Whakatūpato Waipiro 2015 / Alcohol Control Bylaw 2015 (Attachment 1) as the final Te Ture ā-rohe Whakatūpato Waipiro 2015 / Alcohol Control Bylaw 2015.
3. Publicly notifies the adopted amended Te Ture ā-rohe Whakatūpato Waipiro 2015 / Alcohol Control Bylaw 2015 (Attachment 1) before the end of September 2025.
4. Specifies that the Te Ture ā-rohe Whakatūpato Waipiro 2015 / Alcohol Control Bylaw 2015 (Attachment 1) will come into effect on 1 October 2025.

CARRIED

10.8 25-174 Mobile Traders Bylaw - Adoption

Director Sustainable Futures Jocelyne Allen and Team Leader Strategy Elise Miller attended.

Secretarial Note: The meeting adjourned at 11.40am because of technical difficulties and reconvened at 11.55am.

Questions of clarification included:

- The reference to Part 3: Enforcement, Offences and Penalties, and the proposed removal of wording around 'written warnings', relates to the importance of having a graduated enforcement approach. Retaining this language ensures there is a clear pathway for escalation when necessary, supporting a fair and proportionate compliance process.
- It was noted that while Council aims to streamline its processes, the current approach appears to be adding more layers of bureaucracy.
- There are valid reasons for requesting a Police check. It's not about minor traffic infringements, but rather about identifying individuals with convictions for serious offences such as fraud or breaches of the Health Act. While context is important, incorporating Police checks into the process is a necessary safeguard.

The Chief Executive asked staff to be more specific about the types of higher-risk activities that warrant Police checks—for example, roles involving engagement with children. The goal is to make the process straightforward for applicants while ensuring compliance with the relevant legislation. Staff were also encouraged to consider broader implications, such as the risks and potential costs to Council if a mobile trader operates without insurance. The Bylaw aligns with the standards commonly adopted by other Councils under the Act.

- While the Bylaw does require updating, the current draft feels like a 'one-size-fits-all' approach. There is a desire to see a more tailored, bespoke Bylaw that better reflects the unique needs of different communities and contexts.
- The Bylaw is linear and does not take into account different types of scenarios.

MOVED by Cr Stoltz, seconded by Cr Alder

That the Council/Te Kaunihera:

1. Confirms that the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1) is the most appropriate form of the Bylaw and does not give rise to any implications under the NZ Bill of Rights Act 1990.
2. Adopts the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1) as the final Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025.
3. Publicly notifies the adopted Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1) before September 2025.
4. Specifies that the Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1) will come into effect on 1 October 2025.
5. Revokes the Gisborne District Council Mobile Shops 2014 (the current Bylaw) on 1 October 2025, which is the same date as the Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 comes into effect.

LEFT TO LIE ON THE TABLE

11. Reports of the Chief Executive and Staff for INFORMATION

11.1 25-183 Te Karaka Flood Resilience Improvements

Regional River Manager Joss Ruifrok attended along with Pania Wehi Mahaki who attended via audio visual link. Pania noted full support for the project along with full support for the report that has been presented.

Regional River Manager Joss Ruifrok noted that by partnering with Te Aitanga-a-Mahaki and engaging with the community, a solution was identified that reflects both engineering best practice and the priorities of the community.

Questions of clarification included:

- Concerns raised by Wi Pere Trust are still pending however they have indicated they support the project for the protection of Te Karaka township. There are other matters that are under negotiation. There will be some refinement of alignment and the interaction with property boundaries and services along with the State Highway. The flood modelling requirements and the height are confirmed.

- Hydraulic modelling and investigations for the Te Karaka Project commenced rapidly after Cyclone Gabrielle and the subsequent Crown funding approval. In contrast, modelling for Gisborne City, Te Arai, Tikitiki, Uawa and Tokomaru Bay began much later and remains incomplete. As a result, current and future flood mitigation needs in those areas are not yet fully understood. Reallocating funding from these projects to Te Karaka will involve trade-offs, with some projects potentially unable to proceed. These may need to be reconsidered through the Long Term Plan or included in the Infrastructure Strategy. A workshop is expected to be held after the elections to support the prioritisation process. At present, Te Karaka remains the leading flood resilience priority.
- Detailed design work and considerations are still pending for the family home located outside the proposed new stopbank alignment. Several meetings have been held at the property, and the family understands the intent behind the project—to protect the majority of property owners. As with any solution or upgrade, there are both benefits and drawbacks. The proposed approach aims to lower the flood design level and create more space for the river, contributing to a more resilient outcome. Councillors will receive a follow-up update covering all aspects of the project, including what may be excluded to enable its delivery, along with an update on the family's situation.
- The Crown funding comes with specific timeframe, and if it is not used for the originally identified projects, it may be reallocated to other initiatives within the district.
- Changes in aggradation or sediment deposition have been discussed but remain difficult to determine with certainty. Aggradation is occurring both upstream and downstream, particularly in areas where water velocity decreases and sediment settles. While aggradation is expected to continue, the goal is to slow its rate—or ideally, reverse the trend—to support a more sustainable river system.
- Regarding conversations with the Te Karaka Community, in March 2023 the issues were raised with the community in terms of a managed retreat option. There was no support from the community for this option.
- Discussions have taken place with Waka Kotahi New Zealand Transport Agency and Transport Rebuild East Coast (TREK) regarding the Hakanui Straight, and work is now underway. Regarding Coates Corner (formerly known as the Puha Dip), access for the communities of Whatatutu and Puha has long been a concern. These communities have expressed a need for reassurance that they can safely evacuate through the Hakanui Straight and reach Gisborne if necessary. The proposed elevation of Coates Corner at the Puha Bridge, along with improvements to the Hakanui Straight, has received strong community support.
- Following Cyclone Gabrielle, funding was sought from the Crown to support investigations and delivery of flood resilience improvements. The initial assumption was to upgrade the existing stopbank along its current alignment, with minimal compensation expected. This approach was based on contract rates from the Waipaoa Project, with some contingencies included. However, to achieve a more sustainable and effective solution—one that allows more room for the river—a change in scope was required.

Pania Wehi Mahaki noted that the partnership has been crucial to ensuring the outcome is community-led. Our whanau have carried the impacts of flooding for generations. Partnering with Council has allowed assurance that iwi values, community voices and technical expertise come together.

MOVED by Cr Foster, seconded by Cr Ria

That the Council/Te Kaunihera:

1. Approves the proposed stopbank alignment for Te Karaka, which involves retreating the stopbank further from the river in key locations to enhance flood resilience.

CARRIED

12. Public Excluded Business

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

14. Close of Meeting

There being no further business the meeting concluded at 1.15pm.

Rehette Stoltz
MAYOR

3.2. Action Register

Meeting Date	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
26-06-2025	11.3	25-132 Setting of Rates, Due Dates and Penalties for 2025/26	In progress	Staff to develop and provide a map that clearly identifies rural townships and broader rural zones. It was noted that the current map outlines a defined area which excludes these rural communities. As these areas are not currently mapped in the system, staff are to investigate options for creating and supplying maps that include them.	Fiona Scragg	11/09/2025 Fiona Scragg Work in Progress, information should be available by end of the month as planned and as we report to Finance and Perormance meeting would put map on that agenda after new council formed	02-10-2025

3.3. Governance Work Plan

2025 COUNCIL						Meeting Dates										
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	30-Jan	27-Mar	9-Apr	21-May	18-Jun	26-Jun	21-Aug	2-Oct	30-Oct	12-Nov	11-Dec
Internal Partnerships	Compliance Monitoring & Performance	25-235 The Longline Classic Temporary Alcohol Ban at Midway Beach	Seek Council approval for a temporary alcohol ban during The Longline Classic event as requested by the NZ Police.	Decision (D)	Vincenzo Petrella											
Liveable Communities	Integrated Catchments	Presentation of Executive Summary of the Transition Business Case and Delivery Plan	Summarise the Transition business Case and Delivery Plan	Decision (D)	Kerry Hudson											
Finance & Affordability	Risk & Performance	2024/25 Annual Report	To provide the 2024/25 Annual Report for adoption.	Decision (D)	Pauline Foreman											
Sustainable Futures	Strategic Planning	Supplementary to 25-174 Mobile Traders Bylaw Adoption	Adoption of Bylaw	Decision (D)	Makarand Rodge											
Engagement and Māori Partnerships		Committee Recommendations to Council - August 2025	The purpose of this report is to approve recommendations arising from the Tairawhiti Resource Management Plan Group on 13 August 2025.	Decision (D)	Julian Rangihuna-Tuumuli											

2025 COUNCIL						Meeting Dates									
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	30-Jan	27-Mar	9-Apr	21-May	18-Jun	26-Jun	21-Aug	2-Oct	30-Oct	12-Nov	11-Dec
Engagement and Māori Partnerships		Ngati Oneone Statement of Intent - Iwi Hapu Engagement and Investigation Update	The purpose of this report is to update Council in regard to the Ngati Oneone Statement of Intent and engagement with other mana whenua with an interest within the Kai Iti block.	Information (I)	Gene Takurua											

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-174

Title: 25-174 Mobile Traders Bylaw - Adoption

Section: Strategic Planning

Prepared by: Kea Phillips – Policy Advisor

Meeting Date: 21 August 2025

Legal: Yes | Financial: No | Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to provide:

a) Information to support the Council's deliberations on the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1).

b) Recommendations to Council for adopting the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1).

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Gisborne District Council (Council) made the Mobile Shops and Other Traders Bylaw 2014 (the current Bylaw) in 2014 to regulate mobile shops, hawkers, stalls and itinerant traders in the Gisborne District. The purpose is to safeguard public health and safety, maintain pedestrian and traffic access, protect public amenity, and support a vibrant and well-managed trading environment.

On 21 November 2024, Council determined that a bylaw is still the most appropriate and proportional way of managing mobile trading because it provides a clear regulatory framework and is consistent with Council's previous approach to the matter (Report 24-305).

Subsequently, on 9 April 2025, Council adopted the Statement of Proposal (SOP), proposing the adoption of a draft Mobile Traders Bylaw, for consultation (Report 25-70).

The Statement of Proposal (SOP) outlined three key changes proposed to the current Bylaw:

a. Revoke the current Bylaw and replace with a new Bylaw.

b. Update and clarify enforcement tools.

c. Simplify definitions and structure of the Bylaw to align with drafting guidelines.

Public consultation was carried out between 29 April and 27 May 2025. During this time, Council received four submissions, of which two supported all three proposals, one was opposed, and the remaining undecided.

This report combines matters normally covered by two separate reports – a Hearings and Deliberations report and an Adoption report. Since only four submissions were received, and none of the submitters requested to be heard in person, there is not the same scope for changes to the proposal that is usually present at this stage of the process. Therefore, the two reports have been consolidated to present Council with the opportunity to deliberate and adopt a final Bylaw.

Based on submitters' feedback, the rationale outlined in the SOP, and available supporting evidence, staff recommend Council proceed with the three proposals as they were consulted on. The only changes recommended to be made to the proposed Bylaw are minor amendments to provide clarity. These changes can be seen in Attachment 2.

Staff recommend the proposed Bylaw (Attachment 1), is adopted as the final Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Confirms that the proposed **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) is the most appropriate form of the Bylaw and does not give rise to any implications under the NZ Bill of Rights Act 1990.
2. Adopts the proposed **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) as the final **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025.
3. Publicly notifies the adopted **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) before September 2025.
4. Specifies that the **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) will come into effect on 1 October 2025.
5. Revokes the Gisborne District Council Mobile Shops 2014 (the current Bylaw) on 1 October 2025, which is the same date as the **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 comes into effect.

Authorised by:

Jocelyne Allen - Director Sustainable Futures

Keywords: bylaw, regulation, mobile trading, mobile traders, mobile shop, mobile trade, stall, vehicle, public place

BACKGROUND - HE **WHAKAMĀRAMA**

1. Council made the Gisborne District Council Mobile Shops and other Traders Bylaw 2014 (the current Bylaw) in 2014 to regulate mobile shops, hawkers, stalls and itinerant traders in the Gisborne District. Its purpose is to safeguard public health and safety, maintain pedestrian and traffic access, protect public amenity, and support a vibrant and well-managed trading environment.

2. Mobile trading provides benefits to the community by improving the diversity of local products and services on offer, enhancing the vibrancy of the community, and contributing to the local character. Enabling these activities also helps to support small businesses and make use of under-utilised or empty public space.

3. Under section 159 of the Local Government Act 2002 (LGA), the current Bylaw was required to be reviewed within ten years of being adopted. Although the statutory review date passed in 2024, the current Bylaw remains enforceable until May 2026 under section 160 of the LGA.

4. A formal review, to determine whether a bylaw remains necessary and, if so, whether the current form continues to be appropriate, commenced in October 2024. On 21 November 2024, Council determined that a bylaw was still the most appropriate way of regulating mobile traders and agreed to revoke the current Bylaw and replace it with a new bylaw (Report 24-305).

5. Options for amending the current Bylaw were discussed at a workshop on 5 February 2025, and on 9 April 2025, Council adopted the Statement of Proposal (SOP), including a draft Bylaw, for consultation (Report 25-70). The SOP outlined three changes to the current bylaw. The proposals were:

   a. Revoke the current Bylaw and replace with a new Bylaw.

   b. Update and clarify enforcement tools.

   c. Simplify definitions and structure of the Bylaw to align with drafting guidelines

6. Public consultation involved multiple channels, including pre-consultation with stakeholders and publishing a page on Council's engagement platform – Participate. A public notification was placed in the Gisborne Herald, informing the community of the consultation. Consultation took place between 29 April and 27 May 2025, through which Council received four submissions, with no submitters requesting to present their views in person.

7. With few submissions received, and no submitters wishing to speak to their submission, deliberations have been incorporated into the present report. Comments provided by submitters are discussed in the "Discussions" section of this report.

8. Staff recommend the proposed Bylaw (Attachment 1) should be adopted as the final Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025. The proposed Bylaw is as consulted on, barring some minor amendments made for clarity (shown in Attachment 2).

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

9. Staff analysis of submissions and recommendations for each proposal are summarised in the following sections. A detailed analysis of the three proposals was included in the SOP Report (Report 25-70). Council received four written submissions regarding the proposals, with no individuals requesting to present their views in person. Table One provides an overview of the submissions received.

Table 1: Submissions Register

Submitter name	Organisation	Preferred option	Comments
ETR	Member of Public	Proposal 1, Option 2 Proposal 2, Option 2 Proposal 3, Option 2	Support your approach and options for Mobile Traders Bylaw 2025
Maree Brownlie	Twilight	Unclear	Mobile food/drink trailers tend to be open part time, events or just seasonally. It is extremely hard to make a worthwhile profit especially when we have all the compliance costs as per the larger fixed shops and businesses. Is there any way these small or part time businesses can have their compliance simplified without compromising safety? Thank you.
Makahuri Thatcher-Wharehinga	Member of Public	Proposal 1, Option 1 Proposal 2, Option 1 Proposal 3, Option 1	As a community which is looking at attracting tourists and already inviting cruise ships to our port. We must realize that it is crucial to support and encourage local Mobile Vendor s to keep engaging with the public. This must be done in a way that remove stress of jumping through hoops and changing the goal post. My proposal is that we stay with the Status Quo.
Angela Judith Stuart	Member of Public	Proposal 1, Option 2 Proposal 2, Option 2 Proposal 3, Option 2	Accept the preferred options as detailed in the document. We need to have controls on this activity but simplification and clarity with an education first approach is best.

10. In summary, analysis of the submissions received reveal:

    - Two respondents support the preferred options, primarily citing that controls are needed to be in place, but simplification and an education first approach is the best approach.
    - One respondent favoured keeping the status quo, arguing our region must support Mobile Traders to advance tourism and engagement with the public, that "changing the goal post" would add stress and inhibit the Mobile Traders.
    - The preferred options of the remaining respondent were unclear, but they commented that it is extremely hard for Mobile Traders to make a worthwhile profit given the compliance costs as per the larger fixed shops and businesses. The respondent queried if there was any way these small or part time businesses could have their compliance simplified without compromising on safety.

11. For each proposal, staff have provided a recommendation for any changes to the proposed Bylaw. The recommendations are based on the submissions received and any other relevant information for each proposal.

Proposal One: Revoke the current Bylaw and replace it with a new Bylaw.

12. The rationale for proposal one as stated in the SOP is:

    "*The current Bylaw will lapse in mid-2026 as the statutory deadline for the review to continue this Bylaw has passed. To maintain Council's current regulatory approach to mobile trading within Tairāwhiti, a new Bylaw is required".*

Table 2: Submission analysis for Proposal 1

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	Controls are needed to be in place, but simplification and an education first approach is the best approach

Discussion in relation to Proposal One

13. The current Bylaw will lapse in mid-2026. To maintain Council's current regulatory approach to mobile trading within the region, a new Bylaw is required. This proposal seeks to revoke and replace the current Bylaw, with a new Bylaw made under the LGA and the Land Transport Act 1998 (LTA). Using both statutes ensures Council can comprehensively regulate mobile trading in public spaces and on roads.

14. While the LGA gives Council broad bylaw-making powers to regulate mobile trading—particularly where there is evidence of issues such as nuisance, public health and safety risks, or offensive behaviour in public places—the Land Transport Act (LTA) provides more specific powers for managing activities within the road corridor. Under these powers, Council can regulate the use of stands, stalls, and mobile or travelling shops on roads and in public places.

15. Council is not required to have a bylaw that addresses mobile trading; therefore, it has the option of doing nothing. Therefore, two options available to Council are:

    a) Option One – Status quo: Do not replace the current 2014 Bylaw and allow it to expire in May 2026.

    b) Option Two (preferred) – Revoke and replace the current 2014 Bylaw with a new bylaw made under both the LGA and LTA.

16. The cost benefit analysis of these two options are discussed in Report 25-70.

17. Two submitters expressed support for this proposal to revoke the current Bylaw and replace it with a new Bylaw citing that controls are needed to be in place. One submitter opposed the proposal arguing that "changing the goal post" would add stress and inhibit the Mobile Traders.

Recommendation(s) in Relation to Proposal One

Staff recommend proceeding with Proposal One and therefore no changes are recommended to be made to the proposed Bylaw as a result of submissions received or in regard to any other information relevant to Proposal One.

Proposal Two: Update enforcement tools

18. The rationale for proposal two as stated in the SOP is:

    "*Currently Council uses an education first, graduated enforcement model to manage compliance. This is very effective, and the need for a written warning or any other escalation has been very low. To date, staff have not needed to escalate beyond a written warning.*

    However, the current Bylaw lacks graduated enforcement options and unnecessarily restricts the enforcement options available to staff if escalation is required. This has the effect of creating an unhelpful gap in the graduated enforcement model, with a disproportionate leap in escalation between charging for officer time (the step beyond a written warning) to seeking prosecution under the LGA"

Table 3: Submission analysis for Proposal 2

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	Controls are needed to be in place, but simplification and an education first approach is the best approach

Discussion

19. This proposal seeks to clarify and expand Council's enforcement options under the new Bylaw to support a more effective and proportionate compliance model. Under the current Bylaw, enforcement options are limited—requiring Council to either charge staff time or proceed directly to prosecution. This has created an unhelpful gap in enforcement, inconsistent with the principles of graduated and proportionate response. Our current enforcement approach can be read in Report 25-70, paragraphs 18-21.

20. The proposed Bylaw aims to bridge this gap by providing clearer enforcement powers that include options such as issuing infringement notices, particularly where trading activities involve vehicles and fall under the jurisdiction of the Land Transport Act 1998. This allows enforcement to escalate in a manner appropriate to the severity of the breach, while still enabling Council to maintain an education-first approach—an approach that has been effective to date in encouraging compliance.

21. The options available for Council are:

    a. Option One (status quo): Retain the enforcement provisions in the current Bylaw.

    b. Option Two (preferred): Update and clarify the enforcement provisions as reflected in the proposed Bylaw

22. The cost benefit analysis of the options have been discussed in the SOP report: Report 25-70.

23. Two submitters supported the proposal to update enforcement tools, including general support for greater clarity and simplification. One submitter expressed concern about "changing the goal post" and favoured retention of the current approach. A fourth respondent did not indicate a preferred option but raised concerns about the costs of compliance for mobile traders.

Recommendation in relation to Proposal Two

Staff recommend proceeding with Proposal Two and therefore no changes are recommended to be made to the proposed Bylaw as a result of submissions received or in regard to any other information relevant to Proposal Two.

Proposal Three: Simplify definitions and structure of the Bylaw to make it easier to understand

24. The rationale for proposal three as stated in the SOP is:

    "*The current Bylaw requires updates to improve readability and to make it easier for users, both council staff and mobile traders, to interpret. The Bylaw also needs to comply with the relevant legislation and meet drafting standards. The key areas of change are:*

    1. *Clarifying and simplifying the definition of mobile traders;*
    2. *Clarifying the licences issued under the Bylaw; and*
    3. *Updating the traffic management approach."*

Table 4: Submission analysis for Proposal 3

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	No comments were received.

Discussion

25. Proposal Three aims to simplify the definitions and overall structure of the Bylaw to improve readability, consistency, and ease of implementation. The current Bylaw contains multiple overlapping definitions (e.g., hawker, itinerant trader, mobile shop) and inconsistencies in language (e.g., licence vs permit), making it difficult for both staff and mobile traders to navigate.

26. The proposed Bylaw (Attachment 1) consolidates and clarifies these definitions, removes redundant terms, and aligns with modern drafting guidelines and legislative requirements. In addition, it updates references to traffic management standards—replacing outdated references to the Traffic Management Plan with the current NZ Guide to Temporary Traffic Management (NZGTTM)—and provides a clear process for licence issuance, including scope for bespoke conditions where necessary.

27. The matters addressed in enhancing readability of the Bylaw have been referred to under point 31 of Report 25-70.

28. The options available to Council in relation to this proposal are:

    a. Option One (status quo): Retain the current Bylaw structure and definitions.

    b. Option Two (preferred): Simplify definitions and structure as reflected in the proposed Bylaw.

29. The cost benefit analysis of the options have been discussed in Report 25-70.

30. Two submitters supported the proposal to simplify definitions and structure of the Bylaw, highlighting the importance of clarity and simplicity in regulation. One submitter preferred the status quo, expressing concerns about changes that may create uncertainty for mobile traders. Another respondent, while not identifying a specific preference, supported a simplified and proportionate compliance process for mobile traders.

Recommendation in relation to Proposal Three

Staff recommend proceeding with Proposal Three. Therefore, no changes are recommended to be made to the proposed Bylaw as a result of submissions or any other relevant information related to Proposal Three.

Other matters under consideration

31. The draft Bylaw approved for public consultation at the 9 April 2025 meeting (Report 25-70) has since been refined to improve clarity and readability. These refinements were made following internal review and do not affect the intent, scope, or operation of the Bylaw.

32. A comparison between the version approved for consultation and the proposed Bylaw for adoption is provided in the tracked changes version of the document attached as Attachment 2. The changes are considered minor as they do not materially alter the proposed Bylaw. As such, further consultation is not required.

33. Examples of some of the recommended refinements are:

    a. In Clause 6: removal of the words "or vessel" from the definition of *mobile shop*, and replacement of references to "vehicle" with the broader term *mobile trader*. This improves consistency across the proposed Bylaw and aligns with the updated definition that now encompasses all relevant types of mobile trading.

    b. In Clause 8: deletion of subclause 8(ii) to avoid repetition, as its content is already covered in the updated and simplified definition of *mobile trader*. This makes the proposed Bylaw easier to follow.

    c. In Clause 13: Updating of multiple clauses to replace references to "vehicle" with "mobile trader," ensuring consistency in terminology and improving clarity for users.

    d. In Clause 15, subclauses 15(i)(a) to (e) and 15(ii) were removed as subclauses (a) to (d) are not offences in relation to the Bylaw itself. Their removal avoids confusion about enforceability of the Bylaw. While subclause (e) is covered by the initial general statement under clause 15.

34. The above examples are illustrative of the types of minor editorial changes being recommended to better reflect the intent of the proposed Bylaw while improving readability and clarity.

Recommendation in relation to Other Matters for Consideration

Staff recommend that Council adopt of the proposed Bylaw (Attachment 1) incorporating the minor post-consultation refinements outlined above and as shown in Attachment 2.

Additional information for consideration:

Summary of how the proposed bylaw may influence mobile trading in our region:

35. The proposed Bylaw introduces a more structured, transparent, and risk-based regulatory framework as compared to the 2014 Bylaw. While many of the core controls remain consistent, the following are some of the key changes in the proposed Bylaw:

    a. More detailed application requirements (Clause 9 of the proposed Bylaw), including a police check, public liability insurance, and location plans, with a requirement to apply at least 20 working days before the intended start date.

       This replaces the simpler process under Clause 7.1–7.4 of the 2014 Bylaw, which required only a basic written application, character references, and adjacent property owner consent.

    b. Expanded criteria for licence assessment (Clause 10 of the proposed Bylaw), with explicit consideration of impacts on amenity, safety, traffic flow, and the suitability of the applicant.

       The 2014 Bylaw (Clause 9) limited assessment to compliance and good character, without specifying broader factors.

    c. Updated and clarified licence conditions (Clause 13 of the proposed Bylaw), including signage restrictions, mandatory licence display, prohibition on ground-based displays, and new location and time rules (e.g. 500m relocation distance vs. 200m in 2014).

       The 2014 Bylaw (Clause 10.1) included similar restrictions but lacked detail on signage placement, enforcement of licence display, and had a smaller (200m) required relocation distance.

    d. A new exemptions process (Clause 12, 2025) that allows Council to waive licence requirements under specified conditions.

       The 2014 Bylaw provided limited discretion for exemptions (e.g. darkness trading, proximity to schools/retail), but no formal exemption framework.

36. These changes aim to improve certainty, transparency and fairness for traders and strengthen Council's ability to manage risks to public safety and amenity.

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: Medium Significance
This Report: Medium Significance

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

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

TREATY COMPASS ANALYSIS

Kāwanatanga

38. The Bylaw is restricted in scope to apply to mobile trading in public places that are under the control of Council. Council cannot apply restrictions to Māori-owned land. Should traders wish to operate on Māori-owned land, the owners would be able to apply kawanatanga by engaging their own process for allowing such types of trade prior to seeking any relevant advice from Council regarding any required consents or permissions required outside of the bylaw, such as resource consent, liquor licences and registrations under the Food Act 2014.

39. Additional engagement can be undertaken when making decisions through the implementation of the Bylaw with tangata whenua to ensure kawanatanga continues to be respected.

Rangatiratanga

40. Staff reached out to iwi partners to inform them of this review, prior to the Determination Report being presented to Council in November 2024.

41. In response to this, Te Aitanga a Māhaki provided initial feedback and requested to be actively included in any approvals process for licenses issued under the Bylaw within their rohe and for provisions to be explored to allow iwi officers or Māori Wardens to act as enforcement officers under the Bylaw. It is intended that this be considered through the wider Compliance, Monitoring and Enforcement review underway. This will allow consistency of approach between this Bylaw and other enforcement undertaken by Council.

Oritetanga

42. As noted above, tangata whenua were invited to participate in early engagement for this Bylaw review at the same time as stakeholders most directly affected by the Bylaw. This was to allow for early identification of any particular interest in this Bylaw as well as for early awareness of the formal consultation process.

43. As tangata whenua are engaged with on many different decisions and aspects of Council mahi, it is seen as of importance to notify and allow their participation in decision-making processes as early as possible to foster strong relationships between tangata whenua and Council.

Whakapono

44. There are no specific whakapono considerations in relation to this Bylaw, though it is noted that the restriction of items on verges supports protection of the environment.

TANGATA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** TANGATA WHENUA

45. Tangata whenua were invited to participate in early engagement for this Bylaw review at the same time as the stakeholders most directly affected by the Bylaw. A request was received from Te Aitanga a Māhaki in response to this invitation. This is discussed in Te Tiriti Compass section above.

46. As part of a Treaty-led implementation, staff will explore how tangata whenua could be supported to participate in ongoing compliance and education efforts to support mobile trader engagement.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

47. The special consultative procedure under the LGA was used to seek public feedback on the proposed changes. Staff also notified key stakeholders of the draft new Bylaw to ensure stakeholders had an opportunity to provide feedback on the draft new bylaw during the formal consultation period. These stakeholders include the approximately 45 current holders of licences under the current Bylaw, Gisborne Chamber of Commerce, the Gisborne Farmers Market and other registered food retailers.

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

48. The Bylaw itself does not have immediate climate change impacts. However, there may be opportunities over time to better align mobile trading with its climate goals. These could be explored through future updates to licence conditions or operational guidance, as part of the next review.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

49. Adoption of a new Mobile Traders Bylaw may result in some operational matters which may carry a financial impact, such as updating application forms, educational materials and the website. Existing copies of the 2014 Bylaw will also need to be disposed of.

Legal

50. The broad legislative framework surrounding the Bylaw is set out in the determination report (24-305).

51. Under s155 of the LGA, when making a bylaw Council must determine that a bylaw is the most appropriate way of addressing a perceived problem. This determination was made at the Council meeting on 21 November 2024 (24-305).

52. When satisfied that a bylaw is appropriate, s155 then requires Council to determine that the proposed form of the bylaw is the most appropriate form of the bylaw and whether a bylaw gives rise to any implications under the New Zealand Bill of Rights 1990 (NZBORA). Council has made these determinations at the 9 April 2025 meeting (Report 25-70).

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

53. Feedback received indicated concern for seasonal and small-scale traders about the affordability and proportionality of compliance costs. While the proposed Bylaw does not alter fees, Council may wish to consider future fee tiering or support tools for first-time or low-turnover traders to ensure equitable access. This would support the wellbeing outcomes in our Long-Term Plan.

54. The community outcomes of a Healthy, Prosperous and Safe Tairāwhiti are all relevant to the matters addressed in this report.

RISKS - **NGĀ TŪRARU**

55. Responding to issues/complaints: If the current Bylaw is revoked due to inaction, Council will have limited regulatory control over the operation of mobile traders in the region.

56. Financial: While financial risks overall are low as no significant changes have been made to the Bylaw, if Council resolves to adopt the status quo and the current Bylaw is revoked at the end of its review period, this would impact Council's ability to recover costs and set fees for permits.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
September 2025	Public Notification of Bylaw	Bylaw ready to be implemented and made operational.
1 October 2025	Bylaw is operative	
By 1 October	Update to communications - including direct communications to current license holders and uploading final copy of the bylaw on Council website	

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-225

Title:	25-225 Committee Recommendations to Council - August 2025
Section:	Democracy & Support Services
Prepared by:	Julian Rangihuna-Tuumuli - Democracy & Support Services Manager
Meeting Date:	Thursday 2 October 2025

Legal: No	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to approve recommendations arising from the Tairawhiti Resource Management Plan Committee on 13 August 2025.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Tairāwhiti Resource Management Plan Committee on 13 August 2025.

25-16 Draft Urban Plan Change – Decision to Recommend Public Notification

1. Recommends that Council
    a. Publicly notifies the draft Urban Plan Change in accordance with Clause 5, 1st Schedule Resource Management Act 1991.
    b. Applies to the Minister for the Environment for a plan-stop exemption.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Adopts the recommendations from the **Tairāwhiti** Resource Management Plan Committee:
    a. Publicly notifies the draft Urban Plan Change in accordance with Clause 5, 1st Schedule Resource Management Act 1991.
    b. Applies to the Minister for the Environment for a plan-stop exemption.

Authorised by:

Anita Reedy-Holthausen - Director Engagement & Maori Partnerships

Keywords: Tairawhiti Resource Management Plan Committee, TRMP, draft urban plan change, public notification,

Te Kaunihera o Te Tairāwhiti
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DISTRICT COUNCIL

25-239

Title: 25-239 2024/25 Annual Report and Summary

Section: Finance & Affordability

Prepared by: Melanie Hartung - Finance & Performance Manager

Meeting Date: Thursday 2 October 2025

Legal: Yes | Financial: Yes | Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to present Gisborne District Council's (Council) 2024/25 Annual Report and Annual Report Summary for adoption.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

The Local Government Act 2002 and the Public Audit Act 2001 require Council's Annual Report to be audited each year. Ernst & Young (EY) are appointed by the Auditor-General to carry out the audit of Council's Annual Report. The Closing Report for the Annual Report 2024/25 was presented to the Audit and Risk Committee on 1 October 2025 [Report 25-242].

The audited Annual Report and Annual Report Summary need to be completed and adopted by Council within four months of the end of the financial year (30 June 2025).

The audited Annual Report reports against Year 1 of the 2024 –2027 Three Year Plan (3YP). This Annual Report is the second full year of recovery, post the challenges posed by Cyclones Hale and Gabrielle.

This Annual Report highlights the significant progress towards the goals outlined within Year 1 of 3YP, while navigating a significant period of legislative and policy change. We have move from emergency response, where our recovery programme takes share in a way that is deliberate, measured and long term focused.

Our financial performance remains stable, particularly in the areas of debt management and our overall financial performance. Our overall result was an operating surplus of $30.5m with a budgeted surplus of $82.4m. Revenue and expenditure were well managed and were predominantly as planned, but capital grant revenue from our recovery projects was lower than expected. This was mostly to do with the timing of roading projects and where the spending will occur in future years. Our external debt is $197.8m, well within overall debt cap limits.

Auditors Ernst & Young on completion of their audit and upon adoption of the Annual Report will issue their audit opinion. At that time, their audit opinion will be inserted into the final documents.

At the time of compiling this report, the audit is still in progress but will be completed by the date of this Council meeting. Any changes arising from EY's final review process to the Annual Report will be tabled on the day. The full 2024/25 Annual Report is attached in Attachment 1. The Annual Report Summary is attached in Attachment 2.

The Chief Executive and Directors will present highlights of our Activities and Levels of Services for the past financial year to the Council.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Adopts the Annual Report and the Annual Report Summary for the year ended 30 June 2025 in accordance with Section 98 of the Local Government Act 2002; subject to minor changes, including final audit changes, formatting, grammatical and typing errors.
2. Signs the Statement of Compliance and Responsibility once adopted.

Authorised by:

Pauline Foreman - Chief Financial Officer

Keywords: Annual Report 2024/25, AR, 2027-2027 Three Year Plan,

BACKGROUND - HE **WHAKAMĀRAMA**

1. Sections 98(2)(a) and (b) of the Local Government Act 2002 (the Act) specifies the purpose of an Annual Report is:
   a. To compare the actual activities and the actual performance of the local authority in the year with the intended activities and the intended level of performance as set out in respect of the year in the Long-Term Plan (LTP) and the Annual Plan (AP); and
   b. To promote the local authority's accountability to the community for the decisions made throughout the year by the local authority.
2. Section 99(1)(a) to (d) and (2)(n) in addition to the information Part 3 of Schedule 10, the Annual Report must contain:
   a. The financial statements.
   b. The statement about budgeted and actual capital expenditure.
   c. The Funding Impact Statement.
   d. A statement that all statutory requirements in relation to the Annual Report has been complied with.
   e. Include a summary report of Annual Report, including the Auditor-General's report on whether the summary represents, fairly and consistently, the information regarding the major matters dealt with in the Annual Report.
3. The Annual Report is Council's key accountability document. It sets out what we have achieved in the last year, explains how we spent rates and the value the community received in return. It compares our achievements and progress to what was planned to be achieved, in this case year one of the 2024-2027 Three Year Plan.
4. Attached are:
   a. Attachment 1 2024/25 Annual Report.
   b. Attachment 2 Annual Report Summary.
5. It should be noted that Attachment 2, the Annual Report Summary is by and large the same for the Full 2024/25 Annual Report; where the first sections are duplicated. It excludes "Our Activities" and "Our Finances" Sections. However, instead of "Our Finances", new financial tables are inserted as a summary of all the financial statements, as set out within the last section of the Summary.
6. The Summary Report while mostly a duplication of the full report, must be presented and adopted in its own right.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

Being Accountable to our Community

7. The Annual Report is the story of our performance over the last financial year from 1 July 2024 to 30 June 2025. It is an important way of informing our community about how we spent their rates. It also highlights what we did, the areas we performed well in, the areas we need to improve and provides context for where we need to head in the future.
8. The emphasis in the front section of the Annual Report is on informing the community of our progress made with our major projects, cyclone recovery and the district highlights.

9. It is then followed by our challenges and response to explain how we will manage these over the next year when deciding on the work we need to do, what we should spend, and when we will deliver. This connects our 2024-2027 Three Year Plan and where we are heading within the next period.

Financial Performance Overview

10. Council continues to perform well financially strong, both in terms of its debt and overall financial performance. Council met all its Financial Prudence Benchmarks except for the Operations Benchmark. This benchmark was not met due to the timing of capital grants. The Benchmarks measure Council's planned performance compared against actual results. They are used to illustrate that we prudently manage our revenue, expenses, assets, debt, and our general financial dealings.

11. One significant measure of our performance is what percentage rates make of our total revenue. This year rates represented 37% of our total revenue, which is much lower than the previous Long Term Plan average of 60%. This shows that significant external funds have been used to support our emergency and recovery efforts. While Council is not fundamentally better off after receiving the grants, this support from Central Government and from our insurance proceeds results in a significantly reduced burden on our ratepayer.

12. In 2024/25 we received total revenue of $235m, where a significant portion of our revenue were from subsidies relating to roading reinstatement works and commercial silt and woody debris removal. Revenue was lower than expected in our Annual Plan, mostly to do with timing of capital grants for roading capital reinstatement programme.

13. Council ended the year with a net surplus of $30.5m, $52m less than what was expected in the Annual Plan. The less than expected net surplus are mostly due to the timing of capital grants. Capital grants are paid with the delivery of projects. Most of the grants relate to the recovery programme and include the roading recovery projects, flood protection and FOSAL Category 3 Voluntary Property Buyouts.

14. The accounting of capital grants contributes to the recording of a surplus. Capital grants and subsidies are recorded as income, even though they do not fund operational costs directly. This surplus goes towards our capital projects, reducing Council's need to borrow funds.

15. Total expenditure was $205m, $26m more than was in the Annual Plan. A total of $68.6m was spent towards emergency reinstatement works and commercial silt and woody debris removal costs, and $7.8m for write downs of properties purchased under Category 3 property buyouts. Most of the higher-than-expected costs relate to FOSAL Category 3 relocation and Category 2P grants extraction of woody debris, roading maintenance and emergency reinstatement. The majority of these additional costs were covered by grants.

16. There were also higher costs relating to rubbish disposal, kerbside and transfer station costs and illegal dumping.

17. The total capital investment programme was $99m, below the Annual Plan of $160m. Capital expenditure is less than the Annual Plan budget, mostly due to the phasing of the recovery roading programme. While there are variances of the recovery programme to the Annual Plan, the delivery of the recovery programme is still on track and expected to be completed within the 3-4 years aligning to the overall project schedule.

18. This year's capital investment, $77m was spent on critical infrastructure. Key highlights include:

- Total of $9.6m for wastewater, watersupply and stormwater.
- Total of $51.3m for reinstatement of bridges and roads and on road network renewals.
- $8.6m on Waipaoa flood control scheme.
- $11.5m FOSAL Category 3 Voluntary residential property buyouts.
- $7.1m Solid Waste for waste minimisation initiatives including Transfer Station – Resource Recovery Centre site.

Table 1 Finances at a Glance

	3YP 2024/25 $000s	ACTUAL 2024/25 $000s	VARIANCE FAVOURABLE/ (ADVERSE) $000s
Revenue from Rates	87,974	87,624	(351)
Grants and Subsidies - Operational	47,818	59,418	11,601
Grants, Donations, Subsidies and Contributions - Capital	106,846	63,617	(43,229)
Revenue from Operating Activities	18,334	16,556	(1,778)
Interest received	0	1,465	1,465
Other finance income	0	6,633	6,633
Other Gains/(Losses)	350	(246)	(596)
Total Operating Income	**261,322**	**235,067**	**(26,255)**
Employee Benefit Expenses	37,139	34,293	(2,846)
Depreciation and Amortisation	31,324	30,262	(1,062)
Operating Activities	103,671	122,223	18,553
Financing costs	6,786	10,575	3,790
Loss FOSAL category 3 buyback	0	7,847	7,847
Total Operating Expenditure	**178,919**	**205,200**	**26,281**
Net surplus/(deficit) before taxation	**82,403**	**29,867**	**(52,536)**
Subvention Income	350	629	279
Income Tax Expense (Benefit)	0	0	0
Net Surplus/(Deficit) after Tax	**82,753**	**30,496**	**(52,257)**
Gains/(Losses) on Asset Revaluation	48,350	(4,092)	(52,442)
TOTAL COMPREHENSIVE REVENUE AND EXPENSES	**131,103**	**26,404**	**(104,699)**

19. Council recorded a total surplus of $26.4 m after revaluation of assets. Overall, there was a loss of $4m, due mostly to lower land values (i.e. land underneath the roading network and other land such as reserve land).

20. Council holds long term assets of $2.9 billion, including operational and infrastructure assets. When investing in infrastructure, we borrow funds so repayments can be spread across the generations that benefit from these investments.

21. Depreciation and amortisation costs are $30.3m (15% of our total costs) and repairs and maintenance (excluding roading emergency works) were $16.2m (or 8% of our total costs).

22. At year end, our total long-term debt is $197.8m, or 152% of debt to revenue. Overall net debt is $192m, slightly under annual Plan budget of $195.4m. Overall net debt is made up of external debt, short term bank facilities offset by borrower notes and the gain on fair value adjustment for concessionary loans.

23. Other variances from the Annual Plan, both favourable and unfavourable, arose during the year. A more detailed analysis of all Council's activities is included within the "Our Activities" section of the Annual Plan.

Non-Financial Performance

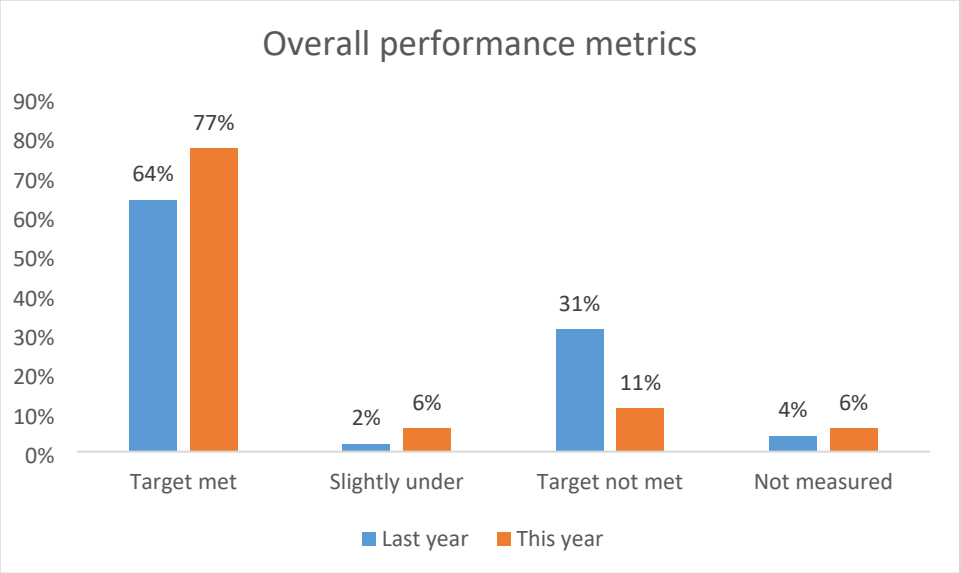
24. Council measures and monitors the quality and effectiveness of its services to ensure delivery on commitments and to identify opportunities for improvement.

25. This year, Council has built on recovery progress by lifting service performance and strengthening delivery following the disruptions caused by Cyclone Gabrielle.

26. Council tracks 109 measures in total: 38 mandatory measures set by Central Government, 12 measures derived from the Resident Satisfaction Survey, and 52 measures developed through the 2024–2027 Three Year Plan.

27. Overall, 77% of our performance measures were on target this year, compared to 64% last year.

28. The graph below shows the overall results of the performance targets we set for ourselves in 2024/25:



Mandatory measures

29. A total of 38 performance measures are mandated by Central Government, covering our three waters (stormwater, wastewater, and water supply), land, rivers, coastal areas, and the provision of local roads and footpaths. These measures are consistent across all councils, enabling the public to compare service levels nationwide.

30. In 2024/25, Council achieved 32 of the 38 mandatory measures (84.2%). Two measures were slightly under target (within 5%), two were not measured, and two were unable to be reported due to delays in the provision of data from NZTA.

31. The mandatory measures we did not achieve or did not measure fell into the following categories:

Targets not met

Wastewater (2 measures)

32. Council received one infringement notice in July 2025 for non-compliance with discharge consent conditions. The notice was issued for a section 15 discharge, where a scour valve remained open after closure was advised. In response, operational procedures were updated, including the development of a GIS-based approval system to manage and track valve openings during events.

33. The number of complaints about odour, system faults, blockages, and Council's response to wastewater issues was slightly above target at 16.2 complaints per 1,000 connections (target ≤15). This continues a downward trend from 33.94 in 2023 and 19.83 in 2024, indicating a correction back toward target following the impacts of Cyclone Gabrielle.

Slightly Under Target (3 measures)

Water supply

34. While the combined number of fatal and serious injury crashes on the local road network decreased, one additional fatal crash was recorded compared with the previous year. As a result, the measure was assessed as partially met.

35. Two water supply measures were slightly under target in 2024/25. Gisborne was almost fully compliant with the microbiological monitoring rule but did not meet the standard due to low Free Available Chlorine (FAC) levels recorded at the Muriwai and Pātūtahi community filling points. In addition, water loss from the networked reticulation system was recorded at 15.2 percent, just above the 15 percent target.

Not measured (2 measures)

Roading

36. The average quality of ride on sealed local roads, measured by smooth travel exposure (roads with a roughness reading below 150 NAASRA), was not assessed in 2024/25. The percentage of the sealed local road network that was resurfaced was also not measured. Data for these measures is sourced from NZTA Transport Insights, which had not made results available at the time of reporting. Council will continue to follow up and investigate the availability of this data for future reporting.

37. For more details refer to the "Our Performance" section which gives an overall summary and "Our Activities" section for the details of each performance measure.

Performance Highlights

38. Council has identified several performance measures that demonstrate service excellence. Our highlights include:

- Enforcement and compliance

  All targets were met across animal control, licensing, noise control, and maritime safety, ensuring community safety and compliance.

- Water services callouts

  Urgent and routine callouts were attended and resolved within target timeframes across water supply, wastewater, and stormwater services.

- Library engagement

  The Library recorded nearly 130,000 in-person visits and over 700,000 website hits, reflecting its continued importance as a community hub.

- Catchments and biosecurity

  All pest control and land-use management targets were achieved, supporting the health and resilience of our environment.

- Consenting compliance

  Both building and resource consents exceeded 95% compliance with statutory 20-working-day timeframes, ensuring efficient service delivery.

Areas for improvement

39. Council also identified areas for improvement through our performance measures with lower scores:

- Public transport and active travel

  While bus patronage improved from last year, we remained slightly below target. Walking and cycling network use also declined, highlighting a need to better support sustainable travel options.

- Satisfaction with parks and open spaces

  Resident satisfaction scores for parks, reserves, and open spaces fell short of target. This will be a key area of focus in the upcoming planning cycle.

- Soil analysis

  Work to assess soil quality on highly productive land was not completed this year. Progress was limited by the unavailability of specialist expertise, and options to advance this work are now being explored.

- Water loss above target

  Water loss across the network was slightly above the acceptable threshold. Ongoing network upgrades are planned to bring this back within compliance.

- Wastewater system infringement

  An infringement notice was issued in July 2024 following a discharge event. In response, Council updated its procedures and introduced a GIS-based approval system to better manage valve operations during events.

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

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

TREATY COMPASS ANALYSIS

K**āwanatanga**

41. This Annual Report is retrospective and did not involve direct tangata whenua engagement during its compilation. However, the activities reported reflect workstreams where significant engagement with mana whenua occurred, particularly within the development of the 2024–2027 Three Year Plan. That Plan, which forms the foundation of this report, involved robust engagement with Māori communities, ensuring their voices shaped Council direction. Inclusion of Māori ward councillors and their active participation in decision-making throughout the year has strengthened Council's ability to give effect to its Treaty responsibilities and embed a Māori worldview in governance decisions.

Rangatiratanga

42. Council's work in 2024/25 placed greater emphasis on recognising and supporting the authority of iwi and hapū to lead in shaping the region's future. The development of the Local Leadership Body marked an important step toward shared regional governance, enabling iwi and Council to set priorities together and respond collectively to challenges. Operationally, Council worked alongside iwi across recovery programmes, environmental management, and infrastructure access, embedding iwi perspectives despite sector-wide capacity pressures. Significant initiatives such as the Tairāwhiti Resource Management Plan review and iwi-led resilience planning further demonstrated how tangata whenua are exercising rangatiratanga in decision-making and future-focused strategy. These partnerships highlight a shift from consultation to collaboration, where iwi leadership and mātauranga guide outcomes that are more durable, equitable, and grounded in place.

Oritetanga

43. Equity has been a guiding principle of recovery and service delivery. Council secured substantial external funding, including Crown recovery support and Waka Kotahi subsidies, which reduced the burden on ratepayers while enabling critical reinstatement for isolated and high-need communities. Voluntary Category 3 property buy-outs and targeted community grants addressed uneven cyclone impacts on Māori landowners and rural settlements. Reinstatement of roading and lifeline infrastructure was prioritised to restore safe access for vulnerable communities, ensuring resources were directed where needs were most acute.

Whakapono

44. Council's work in 2024/25 focused on building trust and integrity in relationships with tangata whenua by honouring commitments and embedding tikanga Māori in practice. Major programmes such as the Waipaoa Flood Control resilience works and storm and wastewater upgrades reflected Māori environmental values, while iwi-involved initiatives including the Tairāwhiti Resource Management Plan review, iwi resilience planning and catchment restoration programmes demonstrated how mātauranga is being integrated into infrastructure and environmental decision-making.

TANGATA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** TANGATA WHENUA

45. As the Annual Report is a retrospective account of the previous year, tangata whenua were not directly consulted in its preparation. However, the programmes and activities it reports on were guided by Treaty principles and shaped through earlier engagement with iwi and hapū. Many of these initiatives involved direct collaboration with iwi partners.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

46. Council is not required to consult on its Annual Report; however, we are required to make the Annual Report and the Annual Report Summary document available to the public within one month of its adoption (in this case, before 2 November 2025).

47. The Annual Report Summary will be primarily published online this year, with links distributed through our eNews.

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

48. While the preparation of this report itself does not create direct climate impacts, the Annual Report records significant progress in Council's climate response. In 2024/25, major investment went into recovery and resilience projects such as the Waipaoa Flood Control scheme, roading reinstatement, and lifelines protection, which directly strengthen the district's ability to withstand future climate events. The Three Year Plan programmes also advanced work on emissions reduction, waste minimisation and catchment management, and supported community-led adaptation initiatives.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

49. Refer to the Financial Performance Section, as outlined above.

Legal

50. The content and recommendations in this report are consistent with the requirements of the Local Government Act 2002.

51. The audited Annual Report needs to be completed and adopted by Council within four months of the end of the financial year (30 June 2025).

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

52. This Annual Report confirms that Council progressed as planned within the 2024-2027 Three Year Plan.

RISKS - **NGĀ TŪRARU**

53. There are no major risks associated with the decisions within this report.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
2 October 2025	Annual Report & Summary to be adopted at Council meeting	Auditors will issue an audit opinion upon completion of their audit and on the adoption of the Annual Report.
October 2025	Annual Report and Summary to be made available on Council's website	Hard copies will be made available at Council offices and at the library
October 2025	Copies of the Annual Report & Summary sent to the Secretary; Auditor General and the Parliamentary Library.	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Annual Report 2024-25 [25-239.1 - 210 pages]
2. Attachment 2 - Annual Report 2024-25 - Summary [25-239.2 - 55 pages]

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

HEALING
OUR REGION
FOR OUR FUTURE

TE WHAKARAUORATANGA
O TŌ TĀTAU ROHE
MŌ ĀPŌPŌ

2024/25 ANNUAL REPORT

2024/25 PŪRONGO Ā-TAU

Te Kaunihera o Te Tairāwhiti
Gisborne District Council

Adopted by Council on 2 October 2025

ISSN 1171-4573 (Print) ISSN 2624-1498 (Online)

Part 1

Kia ora
Welcome

This section outlines the report's contents, features a message from our leadership, details our strategic framework and Treaty partnerships, and provides a snapshot of Tairāwhiti today.

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



E ōku nui, e ōku rahi, e ōku whakatairanga kei te whenua e whakatutuki ana i ngā mahi huhua mō te painga o te iwi, tēnā koutou katoa. Tēnā koutou, tēnā tātau me o tātau tini mate, rātau kua riro i te ia o te mātoru o te pō e kore a muri e hokia, haere, haere, oti atu rā. Tēnei māua e mihi atu nei me ngā mahi huhua kua oti i waenga i a koutou. Ko ngā mahi taumaha, ūaua tonu nei, engari mo te painga o te hapori me nga tūmatanui o te rohe o Te Tairāwhiti. Me kī, kei whea mai te miharo, ā, kei a koutou tonu. E kore ngā mihi e mimiti, ā, e āhua kitea nei ngā hua, engari taihoa ake te wā e hauhaketia. Kāti, ākina, whakamahia kia ū, kai hui e, tāiki e!

Nau mai ki te pūrongo mō te haerenga o tēnei tau

This report marks the end of the first year of our three-year recovery plan, our 2024–2027 Three Year Plan. It has been a year of steady progress as we move out of emergency response and into long-term recovery and service delivery.

As a small Unitary Authority, we are proud of what we have delivered for our community over the past year. At the same time, we acknowledge the scale of the recovery effort that still lies ahead. Our focus remains on healing our region, building resilience into our core services and infrastructure, and making sure our communities are supported to thrive in the future.

This Annual Report is both a reflection of the challenges we have faced and a record of the progress we have made together. It also looks forward, setting out how we intend to carry this momentum into the next stages of recovery and beyond. We invite you to read it, recognising the collective effort that has brought us this far and the shared commitment required for the journey still to come.

A key focus for Council this year has been restoring core infrastructure and services while continuing to deliver recovery projects that strengthen community safety and resilience. We have balanced progressing the big jobs with keeping the day-to-day mahi on track.

Our roading network was one of the hardest hit, with more than 3,000 faults and over 200 major dropouts. With $125m in support from central government, alongside a further $52.5m for slip repairs, we have been able to make strong progress. Almost all minor repairs are now complete, and work is underway to address the remaining complex sites. Bridge repairs are also advancing, with 69 of 108 rebuilds already complete. For Tiniroto Road, a bypass around the Hangaroa Bluffs has been confirmed as the preferred option, and land has been secured to enable delivery. This bridge and bypass programme is a multi-year effort that will continue beyond this reporting period.

Flood protection has also advanced. This year the Waipaoa River Flood Resilience Project upgraded over 6km of stopbanks, bringing the total to 54km, and with additional funding support, the project is now on track to be completed in 2027, four years ahead of schedule. We have also invested $1.45m in new monitoring and forecasting technology, enabling quicker warnings and faster response during severe weather. This system is now being piloted in Tairāwhiti and has potential to inform a national approach to flood management.

For communities living with ongoing land risk, we have continued to deliver the Category 3 property buyout programme in partnership with the Crown. To date, 58 properties, representing 93 percent of the programme, have been settled, and 14 have been demolished. This work has provided certainty to affected households, with over $14.5m invested this year. For Category 2 homes, we have begun property-level mitigations such as house lifting and localised flood protection, with this work to continue into next year.

We have also made progress managing large woody debris. Since 2023 over 550,000m³ has been treated under the DIA Sediment and Debris Fund, including debris removed from beaches and cleared from high-risk catchments. This work reduces the chance of material being washed back into waterways and will continue in 2025/26.

Sustainable land use has been another priority. Tairāwhiti contains some of the most erosion-prone land in the country, and historic clearance combined with more severe weather has intensified the challenge. This year Council has taken steps to address these risks by reviewing the Resource Management Plan, advancing new catchment planning, and working with the Transition Advisory Group to explore long-term land use change.

Communities have also been leading their own recovery planning. Of the 23 community-led plans initiated, most have already been approved and funded, with others still in progress. These plans sit alongside Council's wider recovery efforts, ensuring that local aspirations are reflected while a Council-led framework keeps priorities coordinated across the region.

Our commitment to Te Tiriti o Waitangi has continued to grow, with stronger partnerships and deeper collaboration with iwi and hapū shaping how we serve Te Tairāwhiti. Over the past year, we have worked alongside tāngata whenua on recovery, environmental management, planning reform and governance. These partnerships are building trust, embedding mātauranga Māori into our work, and setting the foundations for a more collaborative model of leadership. Looking ahead, we are focused on ensuring these relationships translate into tangible outcomes for whānau and communities, creating the conditions for Māori to flourish and for our region to thrive.

We have delivered on a number of other major priorities. Biodiversity and water quality work continued through the Waingake Transformation Programme, and we finalised the business case for the next stage of walking and cycling connections through the city. Planning is also underway for a new outdoor play-based area at Kiwa Pools, alongside small improvements across rural townships.

Despite the scale of recovery, we have kept a strong focus on affordability. While costs remain high and some projects have had to be staged, our financial strategy has remained on track. We have prioritised investment, leveraged external funding, and managed our debt carefully. Rates increases have also been kept aligned with the Three Year Plan.

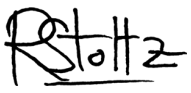
Our overall result was an operating surplus of $30.5m compared with a budgeted surplus of $82.4m. Revenue and expenditure were well managed and were predominantly as planned, but capital grant revenue for our recovery projects was lower than expected. This was mostly due to the timing of roading projects and where spending will occur across financial years.

This means the bulk of our recovery costs are being funded from grants and insurance, making your money go further. Our current long-term debt is $197.8m, well within overall debt cap limits.

Rate revenue makes up 37% of our operating revenue, whereas prior to Cyclone Gabrielle and the recovery, rates on average represented 60%.

We have also navigated a period of significant legislative and policy change. Under the new Local Water Done Well framework, councils had to choose between forming a standalone or multi-council Council Controlled Organisation or keeping services in-house. Guided by clear community feedback, we chose to retain ownership and delivery of our water services, supported by a new Water Services Delivery Plan. At the same time, major reforms of the Resource Management Act are underway, alongside new national direction on climate change and growth planning. While these changes are complex, Council is actively engaging to ensure the needs and aspirations of Tairāwhiti communities remain at the centre of future planning and investment.

Looking ahead, our focus is on carrying this momentum into the next stages of recovery while keeping long-term resilience at the centre of our work. We know there is still a lot to do, but the progress made this year shows we are moving in the right direction. By continuing to prioritise what matters most, we can position Tairāwhiti for a stronger and more resilient future.



Mayor
Rehette Stoltz



Chief Executive
Nedine Thatcher Swann

PLACEHOLDER FOR AUDIT REPORT

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PHOTO

He mihi ki Tā mātau Pūrongo ā Tau 2024/25
Welcome to our Annual Report 2024/25

Welcome to our 2024-2025 Annual Report which outlines the activities and services, what we had planned to deliver during the 2024/25 financial year, the challenges we faced, and how we responded.
Every year, we produce an Annual Report to give our community, leadership and staff a clear summary of the work we've completed. We've assessed our progress set out for Year 1 of the 2024–27 Three-Year Plan (1 July 2024 – 30 June 2025) .

This report covers six parts.

Part 1 Welcome to our Annual Report

This section outlines the report's contents, features a message from our leadership, details our strategic framework and Treaty partnerships, and provides a snapshot of Tairāwhiti today.

Part 2 Facing the future together

This section presents our district highlights, recovery and major projects, other initiatives, project budgets ("Dollars and cents"), our challenges and responses, and our financial strategy.

Part 3 Our performance

This section reviews our overall performance, highlights successes and areas for improvement, and offers a "Finances at a glance" overview.

Part 4 Our activities

This section showcases performance highlights, presents our measures and levels-of-service results, identifies areas for improvement and actions taken, and provides our finances at a glance.

Part 5 Our finances

This section contains our audited financial statements, analysis of key variances, and commentary on revenue, expenditure and net position.

Part 6 Additional information

This section includes glossary terms, statutory disclosures, supporting data tables and other supplementary material.



E whakapono ana ki to tātau hapori
Being accountable to our community

Our planning and reporting framework ensures we stay accountable and deliver on our commitments. It connects our strategic direction with day-to-day delivery and helps track progress over time.
The Three Year Plan (3YP) sits at the heart of our planning framework, setting out our priorities, funding approach and performance measures. It is supported by the Annual Plan, the Six Month Report and the Annual Report, each demonstrating how we are delivering on the commitments we have made. How community feedback shaped this plan



2024-27 Three Year Plan (3YP)

The 2024–2027 Three Year Plan replaced the usual 10-year Long Term Plan under a special Order in Council issued after the severe weather events of 2023. This recovery-focused plan recognises the uncertainty created by cyclone damage and sets out Council's commitments for the next three years. It includes:

Recovery-led priorities – the key services, infrastructure, and projects we'll deliver to support regional recovery and long-term resilience.

Funding approach – how this work will be funded, and the projected impact on rates and debt.

Performance framework – our levels of service and performance measures to track delivery and hold ourselves accountable.

Annual Plan

The Annual Plan outlines the work Council intends to carry out over the next financial year. It sets the direction for delivering on our Three-Year Plan and includes:

Yearly budget – detailing how much we plan to spend, where the money will go, and how it will be funded.

Work programme – a breakdown of key projects, services, and initiatives we're prioritising for the year ahead.

Updates and changes – highlights any significant changes from the Three-Year Plan, including new priorities, cost adjustment, or project deferrals with commentary.

Annual Report

The Annual Report is our key accountability document that Council is required to produce each year. It details:

Our performance results – show our cumulative performance against all key performance measures for the full financial year, including the percentage of targets met, those slightly under-target and those not met, with narrative explaining drivers of performance, highlights of major achievements, and planned responses where measures fell short.

3YP Progress updates – outline the progress of our three-year plan initiatives, summarises milestones achieved, and provides commentary on areas needing further focus.

A financial summary – outlines our financial position, tracks year-to-date spending against budgets, and includes commentary explaining significant variances and corrective actions to keep us on track.



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

Our Strategic Framework sets out the strategic priorities that determine what is important to focus on, invest in, and deliver to achieve our community outcomes.

See our 2024-2027 3YP on our website www.gdc.govt.nz

Our community outcomes

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

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

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

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

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

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

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

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

Our four wellbeings

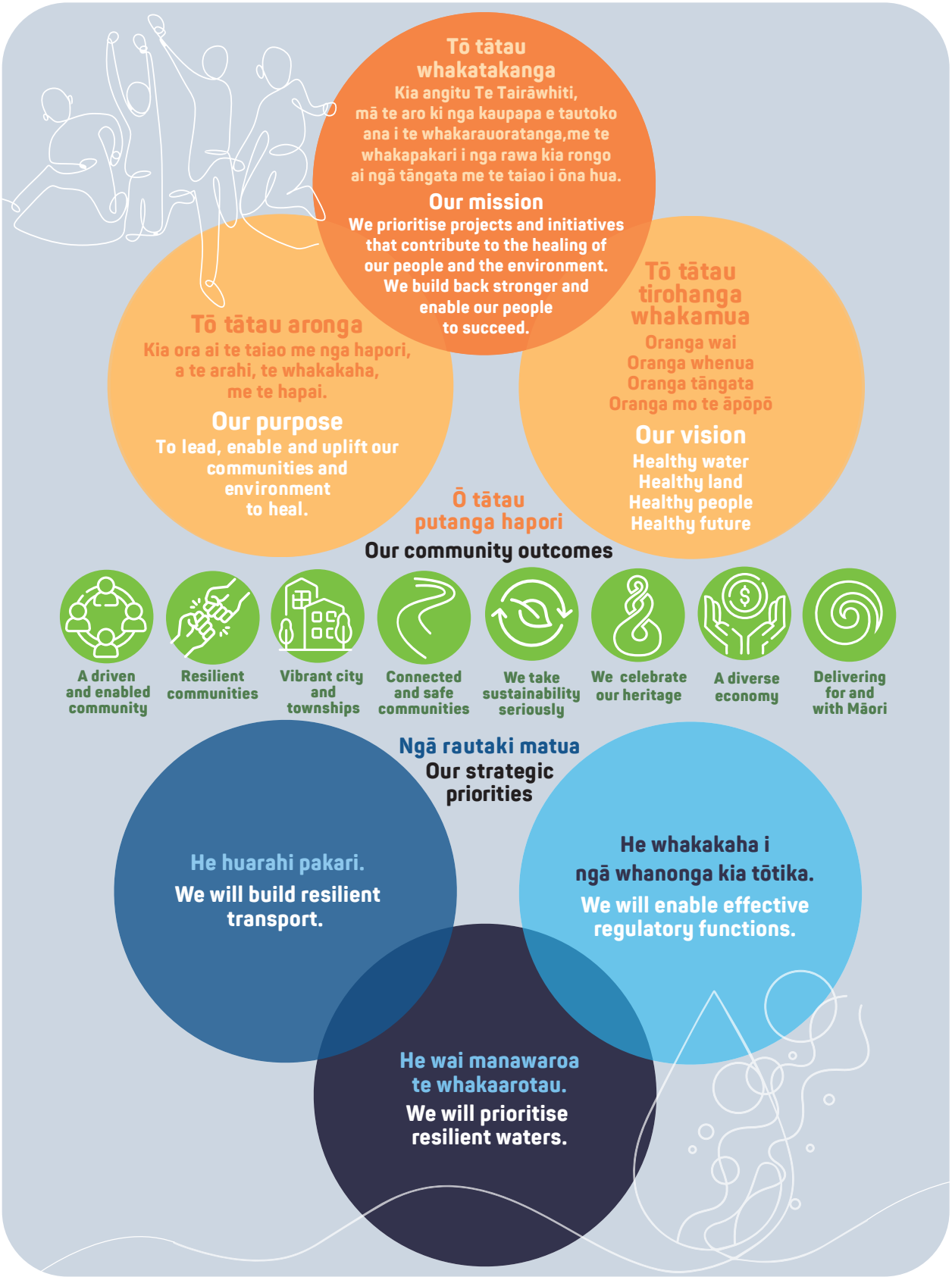
Environmental wellbeing
We maintain the health of our soils, air, fresh water and coastal environments. Our region's biodiversity is restored and protected. We improve land uses to ensure they are environmentally sustainable.

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

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

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

Tō tātau aronga rautaki
Our strategic framework



Ngā hononga tiriti
Treaty relationships and partnerships

Council's focus remains on moving beyond compliance toward genuine collaboration, reflecting the aspirations of tangata whenua and the importance of mātauranga Māori to the identity of Te Tairāwhiti. Through partnership, respect, and shared purpose, we are deepening connections, embedding Te Tiriti o Waitangi into our practices, and strengthening the foundations for a thriving region.

Reflection on 2024/25

Over the past year, Council has strengthened its commitment to enduring partnerships with iwi and hapū. These steps have laid the groundwork for us to rethink not just our obligations, but the way we serve tangata whenua as Tiriti partners and leaders in shaping the region's future. Our focus has been on building co-governance hononga, supporting iwi participation in decision-making, and embedding practical tools that guide how we work both internally and alongside tāngata whenua. Following the Anti-Racism Policy Audit by Tātai Aho Rau Core Education and the leadership of Te Kāhui Patu Kaikiri, Council progressed policy changes designed to embed Māori values, elevate te reo Māori, and promote equity throughout our systems and practices.

At the governance level, the Local Leadership Body progressed as a key step towards shared regional leadership. While still taking shape, it represents a new model of collaboration, where iwi and Council can set priorities together, respond collectively to challenges, and make decisions that reflect tangata whenua aspirations. This initiative signals a broader shift toward a more collaborative and lasting governance model grounded in partnership.

Operationally, Council worked alongside hapū and iwi across a range of kaupapa, including recovery, environmental management, planning reform, and infrastructure access. Even with capacity pressures across the motu, consistent engagement reinforced trust, maintained momentum, and highlighted the importance of working together to achieve outcomes that better serve Māori communities and the wider region.

Te Tiriti Compass and Te Matapihi remained central to our approach. Te Tiriti Compass provides a framework for embedding the articles of Te Tiriti o Waitangi across planning, policy, and service delivery, while Te Matapihi offers practical guidance for engaging meaningfully with tāngata whenua. Together, these tools supported staff to build cultural capability, clarified responsibilities, and created greater consistency in how Council honours our Te Tiriti commitments.

Looking ahead

The year ahead will build on the progress made and focus on changing how Council works with tangata whenua. Our priority is to strengthen partnerships by creating clearer ways for tangata whenua to influence decisions, shape services, and hold Council accountable for delivering on shared aspirations. We will ensure that these partnerships result in tangible outcomes for communities. This means improving the quality and accessibility of services, strengthening whānau wellbeing, supporting community resilience, and protecting and restoring our environment.

We will establish a stronger connection between partnership, decision-making, and results that directly benefit whānau across Te Tairāwhiti. Council will also advance its anti-racism commitments which is informing policy review and will be rolled out to embed Māori values across all areas of work and strengthen the use of Te Tiriti o Waitangi as the foundation for practice.

This approach will open clearer pathways for shared governance, redesign services to achieve greater impact, and ensure Māori voices are central in decision-making. By doing so, Council will serve with integrity, create conditions for Māori to thrive, and contribute to a stronger future for all of Te Tairāwhiti.



Rautaki ahumoni
Financial strategy

The 2024/25 financial year was guided by the Financial Strategy set out in the 2024-2027 Three Year Plan. The overarching aim of the Financial Strategy is balancing the need to meet the costs of recovery following Cyclone Gabrielle; maintaining our core services; protecting our environment and assets, while planning for our future in a financially sustainable way.

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

At a high level, in 2024/25, we spent on critical activities and community infrastructure:

- Roads - $51.3m roading network renewals and reinstatement of bridges and roads, and a further $12.5m of emergency reinstatement work after extreme weather events.
- Waipaoa Flood Control Climate Change Resilience Project – a further 6km completed in 2024/25 at a cost of $8.6m. This brings a total of 54km of stop banks completed since construction began.
- Three Waters infrastructure - $9.6m for wastewater, water supply and stormwater.
- $7.1m Solid Waste for waste minimisation initiatives including Transfer Station - Resource Recovery Centre site.

Worked on our building blocks

- Tairāwhiti Resource Management Plan – The review of the plan is being conducted in two phases. Phase 1 commenced on 1 July 2021 and culminated in the Future Development Strategy. Phase 2 did not commence in 2024/25, as Council paused the work to avoid rework while national reforms are clarified. The programme is now being reprioritised to address the remaining TRMP provisions, including land use, regional natural resource management, the Regional Coastal Plan, and the Discharge to Air Plan.
- Tairāwhiti Future Development Strategy – This strategy guides urban growth over the next 30 years. It identifies areas capable of supporting more homes in the future, sets out where and how new homes and businesses can be developed, and shows the key infrastructure required to support this growth.
- Climate Change Response – Council is addressing climate challenges by implementing the actions outlined in Our Climate Change Roadmap to 2050. Ongoing work includes the Tairāwhiti Climate Change Risk Assessment (TCCRA) and the Emissions Reduction Plan (ERP).
- Strategic Roading Network Resilience Review - This review provides a 30-year view of roading network priorities. It includes a review of prioritised interventions such as maintenance, operation and renewal, to improve both resilience and affordability across the network. Over the past year, an approved Programme Business Case was completed, recommending a Balanced Reach approach. This approach directs investment to the roads that provide the greatest social and economic benefit, while recognising that lower-use routes may receive a reduced level of service. The Balanced Reach approach will be submitted to the New Zealand Transport Agency. Next steps, once approved, will be the preparation of the Regional Land Transport Plan and consultation with the community through the 2027–2031 Long Term Plan..

Our six key directions:

Key direction 1. 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."

How are we doing?

The Financial Strategy sets a limit of a maximum of 11.4% (plus growth) in rates increases over the next two years. This maximum limit comprises of a 7.9% increase to our normal businesses 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 costs.

The graph in the benchmark section (Note 37 - page 190) shows in detail how we have aligned with our targets. All benchmarks have been met and are well within planned performance measures. This year overall rates increase was 11.4% (plus growth).

Key direction 2. 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."

How are we doing?

The 3YP forecasts an average spend of $146m per annum on capital works over three years). Of the programme work 86% will be on critical infrastructure. The majority of the critical infrastructure will be on roading network (56%).

This year 2024/25, we invested a total of $99m in capital works. This included 78% or $77m on critical infrastructure; mostly on roading $51.3m, three waters $9.6m and flood protection $8.7m.

Last year In 2023/24 we invested a total of $91m in capital works. This included a total of $68.7m (or 75%) for critical infrastructure; mostly on roading $42.5m, water supply $9.6m and flood protection $10 .1m.

Key direction 3. Manage debt prudently
"Increase maximum debt levels still within prudent levels, to smooth the costs of delivering key infrastructure projects over years one to three of the long term plan, in line with our financial policies."

How are we doing?

The 2024-2027 Three Year Plan debt limit is set at 175% of revenue.

At the 2024/25 year end our total long term debt was $197.8m. Overall net debt is $192m, slightly under Annual Plan budget of $195.4m. Overall net debt is made up of external debt, short term bank facilities and offset by borrower notes and gain on fair value adjustment for concessionary loan.

Overall, we are within our debt limit of 175% debt to revenue threshold at 152% and we are tracking to Annual Plan.

Key direction 4. Increase alternative revenue streams
"Increase and optimise the use of alternative revenue streams through partnerships, targeted contributions and investment income."

How are we doing?

Over the 2024-2027 Three Year Plan, on average revenue was 37% from rates, grants 53% and 10% from other sources (such as dividends and fees and charges).

In 2024/25 our rates income as a proportion of total revenue was 37%, with grants 52%, with 11% from other sources.

Prior to Cyclone Gabrielle and the 3YP, revenue from rates averaged 60% of the total revenue. The increase of grants as proportion of our total revenue, enabled us to:

- Boost to our own contributions to the Waipaoa Flood Control Climate Change Resilience Project.
- Contribute 50% to the FOSAL Category 3 Voluntary Residential buyouts
- Invest in roading where $12.5m was spent on cleanup from cyclones, and a further $31.3m on reinstatement of bridges and roads.

These funds meant we were less reliant on rates as our main source of income, allowing us to respond quicker than if we didn't have the additional external funding from Central Government and insurance. While Council is not fundamentally better off from the grants - as they were to reinstate where we were before the cyclone - it does mean the funding support from Central Government and from our insurance proceeds, results in a significantly reduced burden on the rate payer.

Council's other vehicle for looking at alternative income streams is our investments within Council Controlled Trading Organisations (CCTO), Gisborne Holdings Limited (GHL).

Council owns 100% of GHL and any profits are returned to Council by way of dividends and subvention payments.

Council's Investment Strategy with GHL has both shareholder focused goals aimed at increasing the return from commercial operations assets, increasing the income stream to Council and increasing the economic value to the community.

Over the past three years, GHL has either been unable, or signalled that it was unable, to pay a dividend. However, in 2024/25 GHL recorded $938k in dividend and subvention payments. Council relies on these funds to help reduce rates revenue.

Any shortfall in revenue adds to our overall debt, which will need to be factored in to increase our rates revenue over the next few years. The $938k received in 2024/25 reduced our need to add to our overall debt.

Key direction 5. Ensure beneficiaries of services pay the costs
"Council aims to ensure that those who benefit from Council activities and infrastructure pay for them. This includes mechanisms such as user levies, targeted rates and development contributions."

How are we doing?

The tools we use to achieve this include financial management policies such as Revenue and Financing Policy, Fees and Charges Policy, Investment Policy and also through Development Contributions. We review fees and charges annually to ensure legislative requirements are met and that actual costs are being recovered.

Key direction 6. Grow and enable our rating base
"Council will look to grow our rating base by supporting economic activity without the need to trigger additional costly capital works projects or grow Council's infrastructure footprint without care."

How are we doing?

We have several initiatives that support this directive:

- Collaboration with Trust Tairāwhiti to develop He Huarahi Hei Whai Oranga, the Tairāwhiti Economic Action Plan. Trust Tairāwhiti is working with business, iwi and government on several initiatives to drive economic growth.
- Council has formalised a Memorandum of Understanding with the Gisborne Chamber of Commerce, creating a framework for collaboration that supports local economic

growth, business resilience, environmental stewardship, and community wellbeing. This partnership is focused on information sharing, joint problem-solving, and a shared commitment to building a thriving local economy.

- Council is working with Trust Tairāwhiti and Rongowhakaata Iwi Trust to revitalise Gisborne's city centre, creating a vibrant and resilient hub that reflects mana whenua values and local cultural narratives. The approach combines temporary and permanent initiatives such as new streetscaping and planting to refresh and invigorate the area.
- Community engagement on Stage 1 of the City Centre Catalyst Initiatives took place between October 2024 and February 2025. This process produced a shared vision and a strong commitment to collaboration between iwi, public, and private sectors. The first initiatives are planned for delivery in Years 2 and 3 of the Three Year Plan.

Growing our tourism sector by developing fit-for-purpose facilities and experiences such as Navigate Tairāwhiti.

- Through the Navigate Tairāwhiti programme, several tourism projects are underway in partnership with iwi. The 1000-year bridge and Te Maro viewing platform have been developed with Ngāti Oneone, while soil remediation and installation at Hawaiki Tūranga is progressing in partnership with TROTAK. The bridge construction is now complete, with artistic elements still to be added. The Te Maro viewing platform is nearing completion, and the Hawaiki Tūranga project continues to advance alongside iwi partners.

Provide infrastructure to attract businesses to our region and encourage existing businesses to expand.

- Council has established a Key Account Manager position, along with a Commercial and Business Development Manager, to work directly with businesses and the community. These roles are aimed at streamlining consent processes, reducing barriers to investment, and promoting a clear message that "Tairāwhiti is open for business."
- Council continues to work closely with investors to facilitate processes that help bring new opportunities to life, ensuring that local and external investment contributes to sustainable regional growth.
- A consents newsletter has been introduced to keep businesses informed about developments at both national and local levels. This initiative improves transparency and ensures stakeholders are aware of upcoming changes, regulatory shifts, and opportunities.
- Significant enhancements to consent prioritisation and processing are underway, designed to improve efficiency and responsiveness while maintaining robust environmental and planning standards.
- Council has advanced work on the proposed Indoor Multipurpose Stadium, completing feasibility studies and a full business case which has been adopted. Further planning is now underway to bring the project to an investment-ready stage, with a decision scheduled as part of the 2027–37 Long Term Plan.
- In parallel, Council is addressing the maintenance and renewal of ageing community facilities across the region. Planning is underway for upgrades at Ūawa township, with delivery expected in 2025/26, while initial assessments have begun at Mātāwai and Te Puia to inform future investment options. This programme also considers the management of environmental risks at certain sites and the long-term financial sustainability of the network.
- Council has secured additional funding through the Tairāwhiti Three Year Plan to continue upgrading rural and coastal townships. This investment supports local economic vitality, improves community facilities, and ensures growth is matched by quality infrastructure.
- Council is supporting initiatives to improve the productivity of Māori freehold land.
- Council is progressing the Tairāwhiti Resource Management Plan review, which incorporates the Future Development Strategy for urban growth and development.
- Council is delivering new community infrastructure to support and provide for growth.

Partnering with iwi and others to create more nature-based jobs, such as with the continuation of the Waingake native restoration programme.

- Council has continued working with Maraetaha Incorporation and FarmCare Services Ltd on the Waingake restoration programme, which is returning 1,200 hectares of cleared pine back to native forest. Over the past four years, around 400 hectares have already been restored. This work reduces erosion, protects the district's water supply, and creates a lasting, greener legacy for the community.
- The Maunga to Moana project, funded by the Ministry for the Environment, is exploring nature-based solutions for the Waimatā Awa and its floodplain. The feasibility study is nearing completion, with a spatial tool and historical context report developed to inform future flood resilience and land-use planning. By working with the natural characteristics of the river system, this project aims to support long-term resilience while promoting sustainable land management.



Tō tatou rohe
Our region

Our population

By location

51,135 People ^ 7.6% since 2018 census

73% Urban living in Gisborne

13% Rural and townships in Tairāwhiti

1% National population of New Zealand

3% National land area of New Zealand

By age

22% Under 15 years old

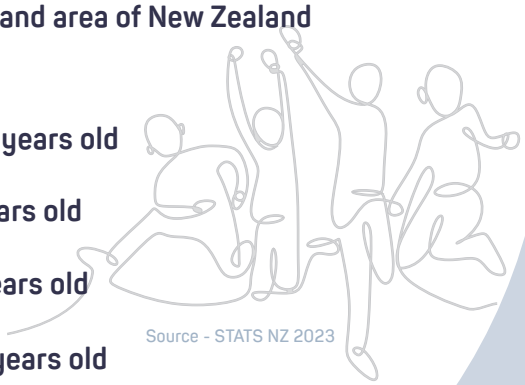
19% 15-29 years old

42% 30-65 years old

17% Over 65 years old

36.7 Average age

39% Under 25's
Highest proportion
in New Zealand



Source - STATS NZ 2023

Our ethnicities

56.5% European

54.8% Māori

4.8% Pacific peoples

3.8% Asian

1.6% Other ethnicities

Our tangata whenua

6 Regional iwi (Ngāti Porou, Rongowhakaata
Te Aitanga a Māhaki, Ngāi Tāmanuhiri
Te Whānau a Kai, Ngā Ariki Kaipūtahi)

71 Operational marae

56% of total population in rural areas
(population +10.4% since 2018 census)

29,820 Population count of Māori descent

16.9% Te reo Māori speakers
(40% of national percentage
of te reo Māori speakers)



Our housing

$549,571 House price average in Tairāwhiti* ^ 0.7%

$881,508 House price average Nationally* v 1.83%
(*as of year on year to March 2025)

$561 Weekly rent average in Tairāwhiti*

$574 Weekly rent average Nationally*

Source - informetrics.co.nz

Our economy

Gisborne airport

228,639 Passenger movements

9% Increase

Gisborne port

21 Cruise ships visited over summer

2.4m Tonnes of cargo left our port

Source - Eastland Group Annual Report 2024

Household income

$120,748 Average household income in Tairāwhiti

$135,079 Average household income Nationally

Employment

68% Working-age employed

5% Unemployment rate

14% Self-employed

24,823 Jobs mainly
1. Agriculture, forestry and fishing
2. Healthcare and social assistance
3. Education and training

6273 People on beneficiary support

GDP

$2765.3m Up 1.7%

$52,175 Per capita

0.7% National contribution

63.5% Highest level of deprivation in NZ (decile 8-10)

Source - informetrics.co.nz



Tairāwhiti population

1.6% Ruatōria

1% Tokomaru Bay

1.7% Tolaga Bay

1.1% Te Karaka

75% Gisborne

Tairāwhiti population snapshot totals less than 100%

Council services

Registered dogs **9951**

Playgrounds **40**

Sport parks **35**

Basketball and netball courts and hoops **40**

Skateparks and pumptracks **13**

of roads **1899 km**

are rural roads **87%**

239 km of footpaths

18.5 km Cycle lanes/shared paths

72 Public convenlences

38,300m³ of water stored in

8 Reservoirs

75 km of stopbanks

Part 2

Te anga piritahi ki mua

Facing the future together

This section presents our district highlights, our major projects, other initiatives, project budgets ("Dollars and cents"), our challenges and responses, and our financial strategy.

Photo credit: Trust Tairāwhiti



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Ngā mahi whakahirahira i te rohe
Our district highlights

Our community's aspirations for our region's future are shaped by a combination of social, cultural, environmental, and economic factors.

During 2024/25 Council carried out and supported many initiatives around Te Tairāwhiti that contributed to improving our community's wellbeing. Some of our achievements are highlighted here.

Community wellbeings

- Social
- Cultural
- Environmental
- Economic



United Tairāwhiti impresses Prime Minister

Prime Minister Chris Luxon praised Tairāwhiti's 10 year regional economic plan as one of the best he has seen, welcomed its clear priorities for guiding government partnership and private investment, and joined iwi leaders, Trust Tairāwhiti and Mayor Stoltz in emphasising the need for resilient infrastructure, value-added economic growth and premium tourism to drive provincial prosperity.



Pride for Waingake restoration project

We've continued working with Maraetaha Incorporation and FarmCare Services Ltd to restore 1,200 ha of cleared pine back to native forest at Waingake and have been working on the programme for the last four years covering approximately 400 hectares. This effort helps stop erosion, protect our water supply and leave a lasting, greener legacy for our community.



Salvaged treasures recycled

We've worked with local not-for-profits to recover and reuse materials from Category 3 homes damaged by Cyclone Gabrielle. Since October 2024, items like piping, bathtubs and kitchenware have been salvaged and resold to support recovery efforts, reduce waste and provide affordable goods to the community.



New tree nurseries for erosion control

Our Land Management Team helped establish a poplar and willow nursery on Pourau Station at Three Bridges as part of an MPI-funded initiative employing two staff to plant 500 stools, with two additional indigenous nurseries in development to supply future erosion-control poles for the East Coast.



Council's win shared by community

At the 2024 Taituarā Community Plan Forum in Auckland, Council's three-year recovery plan was named best in its category, placed fourth overall among 45 councils, and highlighted our region's resilience, community-led priorities and commitment to meaningful engagement.



'Day in the Life' programme

Year 11–13 rangatahi from across Tairāwhiti joined our "Day in the Life" programme, shadowing staff in areas from environmental compliance to event production and Kiwa Pools. Rooted in manaakitanga and teamwork, the day's hands-on experiences sparked thoughtful questions, fuelled their curiosity and gave them a clear sense of how their skills and passions could translate into meaningful careers with Council.



AI game changer for woody debris

Our Large Woody Debris Programme integrated high-resolution aerial imagery and AI detection to pinpoint and efficiently remove 505,000 m^3 of debris from regional waterways, vastly improving planning, contractor consistency and protection of our environment and infrastructure.



Tiniroto Community Recovery

After Cyclone Gabrielle, the Tiniroto community led their recovery plan with Council support. Wins include $80,000 for a school bus, a solar-powered emergency hub and a strengthened waterway catchment plan. Council has committed to bypassing Hangaroa Bluffs and long-term road and bridge repairs remain a focus. The community' achievements showcase resilience, self-sufficiency and strong local collaboration.



Knowledge share with Cook Islands

We hosted a NEMA-supported Cook Islands emergency management delegation of technical and planning coordinators, gave them a tour of our Emergency Coordination Centre design, desalination units, solar-powered stations, 50L water heater and award-winning Common Operating Picture, and laid the groundwork for replicating these systems to boost cyclone resilience and self-sufficiency in the Cook Islands.



Transition Advisory Group established

Formed in September 2024, the Transition Advisory Group brings together forestry owners, Māori landowners, farming representatives, Council staff, and MPI experts to tackle Tairāwhiti's severe soil erosion challenges. The group developed the first set of transition guidelines in June 2025 to support landowners and advisors in moving vulnerable land into permanent vegetative cover.



Critical regional sites receive TEMO boost

We partnered with Te Rūnanganui o Ngāti Porou and Tairāwhiti Emergency Management to deploy two 10,000L fuel tanks at Ngāti Porou Hauora, Te Puia and Ruatoria, and three 30,000L water tanks to prevent fuel and water shortages during future adverse events.



Fairy house brings magic to Botanical Gardens

A handcrafted fairy house has been installed in the Botanical Gardens, created from the remains of a magnolia tree damaged in recent weather events. Instead of removing the stump, Council transformed it into a nature play feature, designed by local contractor Cut Above Sawmilling and Furniture using redwood and black walnut. The fairy house is already delighting tamariki and visitors, and forms part of the 2025 playground improvement programme, which focuses on imaginative and nature-based play across the district.



Council connects with landowners at Planting for Profit field day

We joined Beef + Lamb NZ and Te Uru Rākau at Porangahau Station in Te Karaka for the "Planting for Profit Field Day," where farmers, land managers and forestry experts toured the farm and took part in practical workshops on carbon forestry, ETS navigation, erosion control and riparian planting. These tailored, science-backed insights help protect hill country, improve water quality, boost productivity and build climate resilience, safeguarding waterways, reducing flood risk and strengthening rural communities across Tairāwhiti.



Grant Road Reserve planting day

Around 400 native plants were added to Grant Road Reserve thanks to a collaborative effort between Council staff and the community. The day began with kōrero from Albie Gibson, who shared the reserve's whakapapa, setting a meaningful tone for the mahi. With great energy, teamwork, and support from Haumanu Tū Ora, the planting was completed swiftly, transforming the site.

Ngā mahi matua
Our major projects

Projects with major capital investment or significant community impact are known as major projects. These programmes of work delivered to advance our vision and community outcomes. They have substantial benefits for our communities and involve major investment.

Legend

Community wellbeing icons

For detailed descriptions please see page 15.

- Social
- Cultural
- Environmental
- Economic

Community outcome icons

For detailed descriptions please see page 15.

- A driven and enabled community
- We take sustainability seriously
- Resilient communities
- We celebrate our heritage
- Vibrant city and townships
- A diverse economy
- Connected and safe communities
- Delivering for and with Māori



DrainWise

DrainWise is an ongoing programme that supports property owners to prevent wastewater overflows during heavy rain.

We check gully traps and downpipes to ensure they're connected correctly and were also renewing old public pipes to reduce groundwater entering the wastewater network.

3YP initiatives

Public drains on private property

Identifying and constructing public infrastructure across private property to drain problem flooding areas.
Completed drainage projects at 608 and 601 Wainui Road and 818 Gladstone Road; investigation and design for the 2025/26 programme are now underway.

Graham/De Lautour roads

Upgrading of stormwater infrastructure to ensure appropriate levels of service in Graham/De Lautour Roads.
Design was peer reviewed and amended; construction is scheduled for 2025/26.

Wastewater pipeline renewals

Renewing pipes past their useful life or in very poor condition.
Lined 5.7 km of main and lateral pipelines, lined 252 lateral junctions and refurbished 63 manholes.

Stormwater pipeline renewals

Renewing pipes past their useful life or in very poor condition.
Renewed stormwater drains on MacDonald Street, Gladstone Road and Shelley Road.

Whataupoko stormwater

Improving stormwater management in Whataupoko and reduce localised flooding.
Finalised project designs for construction in 2025/26.

Private property inspections

Working together with property owners to help fix problems with wastewater and stormwater drains.
This year we inspected 3,700 properties, repaired 726 wastewater gully traps and removed 69 downpipes.

Project status

Start date: July 2015
This project is ongoing

Dollars and cents

2024/25 budget **$5.9m** | 2024/25 actual **$3.9m**

3YP budget **$14.1m**

This project is 100% Council funded.

The project is behind budget due to delay in construction of stormwater upgrades on Graham/Delatour Road and in Whataupoko which is scheduled to begin in the upcoming spring.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Drainwise | Gisborne District Council



Waste minimisation

We're progressing efforts to improve how we manage and minimise waste, reduce environmental harm, and support businesses and communities to cut down on waste generation. Under the Waste Management and Minimisation Plan (WMMP), we've committed to reducing total waste to Class 1 landfills by 20%, cutting organic waste by 40%, and increasing recycling by 20% by 2024.

Our current focus is Phase 2 of the Resource Recovery Centre, which involves reviewing how we recover and recycle materials, with the long-term goal of transitioning Gisborne towards a zero-waste future.

3YP initiatives

Resource Recovery Centre (RRC)

Phase 2 of the RRC study: design and build aspects. Finalising sites, costs, structures and operational opportunities.
Work is underway on options for a resource recovery centre and regional transfer station, with engagement underway to test feasibility, design, and procurement approaches. This will inform site selection, costings, structures, and operational opportunities for the project.

Project status

Start date: October 2025

Completion date: October 2026

Dollars and cents

2024/25 budget **$8.5m** | 2024/25 actual **$6.7m**

3YP budget **$13m**

The $6.7m expenditure for the year was fully funded by Council and used to purchase land and premises for a new Resource Recovery Centre. The Waste Resilience Project, which is funded through Better Off Funding, has been deferred to the following financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waste minimisation | Gisborne District Council



Waingake Transformation

This transformational programme, delivered in partnership with Maraetaha Incorporation, is restoring the Waingake catchment to indigenous forest. We've planted thousands of natives, stabilised erosion-prone areas, removed wilding pines, and controlled pests to protect biodiversity and the region's main water supply.

Ongoing monitoring of bats, birds, reptiles, and freshwater species ensures we're achieving ecological outcomes, while also providing local training and employment. This work continues to regenerate natural infrastructure that safeguards Tairāwhiti's clean water and protects the taonga species of Waingake.

3YP initiatives

Waingake Restoration (Pamoa)

Foster a strong, collaborative relationship with tangata whenua Maraetaha Incorporation, for the protection, enhancement and redevelopment of Waingake and Pamoa.

The Council–Maraetaha Inc Joint Steering Group co-developed a shared strategic plan, approved by Council in December 2024. An implementation plan with specific actions will be adopted by the Joint Steering Group (JSG) in July 2025.

Continue the transition from pine to indigenous ngahere at Waingake through a mix of natural regeneration and planting, supported by wilding pine and weed control.
Rapid natural regeneration has been observed across the site, complemented by targeted planting in key areas. Ongoing pest-plant and animal control remain critical to sustaining this momentum.

Deliver natural infrastructure to protect, filter and supply clean water to Tairāwhiti, helping to provide water security, resilience and adaptation to climate change for the region.
Installed and upgraded landscape-scale filtering and protection measures such as riparian plantings and wetland treatments to secure clean, climate-resilient water supplies for the region.

Protect and enhance biodiversity and water quality through sustained control and monitoring
A comprehensive monitoring programme is in place. Early indicators are positive, with sightings of rare species including Mokopirirakau, Pūweto and Tāwhiri Karo.

Waingake Restoration (Pamoa)

Manage participation and ensure compliance with the Emissions Trading Scheme. Work with neighboring landowners to repair fence lines and maintain access tracks.
Completed maintenance on all roading assets to address weather-related risks and ensure effective water control. Upgraded the QEII track entrance to provide safe, all-weather access for staff, contractors and neighbouring landowners.

Collaborate with Enviroschools, tangata whenua and other Council teams to provide educational opportunities to Tairāwhiti schools.
Delivered on-site learning sessions for manuhiri and Council staff. Hosted a visit by the Tairāwhiti Citizens' Assembly and presented publicly on afforestation to share practical lessons from restoring post-harvest land to native ngahere.

Project status

Start date: October 2019
This project is ongoing

Dollars and cents

2024/25 budget **$2.1m** | 2024/25 actual **$1.5m**

3YP budget **$5.8m**

As of 30 June 2025, spend is $1.5m, of which $0.9m is externally funded. Planting scheduled for the financial year has been completed $0.5m under budget. The underspend is primarily due to a reduction in release spraying activities, following the loss of the primary service provider.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waingake Transformation | Gisborne District Council



Waipaoa River Flood Resilience Project

The Waipaoa Flood Control Scheme is a critical infrastructure project that protects approximately 10,000 hectares of highly productive land across the Poverty Bay flats and urban Gisborne. Originally constructed between 1953 and 1967, the scheme includes 64 km of stopbanks and various control structures designed to manage flood risk from the Waipaoa River. The current upgrade aims to raise the level of protection to a 1-in-100-year flood event standard, with climate change impacts factored in through to 2090. With the city-side stopbank upgrades completed, Council is now progressing 15 km of works on the western side of the river over a two-year period. This includes raising stopbanks by up to 1–2 metres and widening the top crest from 1.5 m to 4 m to increase durability and resilience to more intense rainfall events and sea level rise.

3YP initiatives

Waipaoa River Flood Resilience Improvement Project

Raise and widen the remaining 28 km of stopbanks along the western bank of the Waipaoa River.
Upgraded 6 km of stopbanks on the western side of the Waipaoa River, completing works between Manutuke and Patutahi to strengthen flood protection.

Renew all pipes under the stopbank and supporting infrastructure.
Preparatory works are underway, including land acquisition to support future construction and materials supply.

Progress planning, investigations, geotechnical assessments, and detailed designs for subsequent stages.
Detailed design and tendering completed for 6 km of stopbank upgrades between 1053 Lavenham Rd and 1913 Matawai Rd. Civil works for the 6 km upgrade planned for the 2025/26 season, weather permitting.

Project status

Start date: 2025
Completion date: 2027

Dollars and cents

2024/25 budget **$13.1m** | 2024/25 actual **$8.6m**

3YP budget **$66.3m**

Of the $66.3 million 3YP budget, $50.6 million is funded by NIFF. Please see the Recovery section for further details on the Waipaoa stopbank works..

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waipaoa Flood Control | Gisborne District Council



Photo credit: Trust Tairāwhiti

Walking and cycling

Council's walking and cycling network includes footpaths, shared paths, footbridges, bike lanes, boardwalks, mountain bike tracks, and urban cycleways. The programme brings together several strategies, projects, and initiatives between Council and NZTA Waka Kotahi to deliver a connected, safe, and accessible transport system that supports walking and cycling as real alternatives to car travel.

We're working on extending the Taruheru River shared path from Mitre 10 to the Botanical Gardens, enhancing off-road travel options along a key route.

3YP initiatives

Taruheru River Shared Pathway

Progress the Taruheru River Walking and Cycling Project to achieve the goals set in the Tairāwhiti 2050 Spatial Plan.
The business case has been completed, identifying the preferred route and funding strategy.

Around 68% of Gisborne city residents will live within a five-minute cycle of the pathway, which will form a safe, shared active-travel corridor linking four schools and the Eastern Institute of Technology.

A separated pathway alignment has been secured, connecting the river, schools, and city centre, removing safety barriers and advancing active-travel objectives.

Project status

Start date: July 2021
This project is ongoing

Dollars and cents

2024/25 budget **$1.2m** | 2024/25 actual **$0**

3YP budget **$3.3m**

Council allocated $1.2m to the project, including $300,000 in co-funding from NZTA. Project timelines have shifted, resulting in minimal expenditure during 2024/25. A business case is being developed and is expected to be presented in 2025/26.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Walking and cycling projects | Gisborne District Council



Kiwa Pools - Stage Two

Kiwa Pools is a modern, year-round aquatic centre developed in partnership with Ngāi Tāwhiri hapū.

The second stage of the outdoor complex is underway, expanding the facility to include hydro slides, water and risk-based play areas, and basketball courts, creating a vibrant, inclusive space for the whole whānau to enjoy.

3YP initiatives

Outdoor play space

Collaborate with key partners to develop and improve the outdoor play space.
The facility feasibility study and high-level master plan are on track for completion by December 2025, with fundraising underway and capital construction planned from the 2026/27 financial year.

Project status

Start date: October 2024
Completion date: 2027/28

Dollars and cents

2024/25 budget **$0**
2024/25 actual **$0.4**
3YP budget **$6.5m**

$3.5m of the 3YP budget is grant funded. The $0.4m spend this financial year is 100% GDC funded.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Kiwa Pools | Gisborne District Council



Te whakaoranga
Our recovery

Our recovery plan prioritises infrastructure repairs with building back stronger to be prepared for potential future events. The recovery plan estimates we need $1.1b for recovery efforts over several years. In November 2023 we secured a $204m cyclone support package from government. This funding is for specific recovery projects across the region. We have included the new levels of service and performance measures we will use to monitor our progress in delivering these projects.



Flood protection

Flood protection networks across the region have been under extreme pressure from persistent heavy rainfall and two cyclones. The build-up of silt in channels has reduced drainage capacity, leaving many residents more exposed to future flooding. Strengthening and upgrading our flood protection systems has therefore been a central focus of recovery.

Work has continued on the Waipaoa River Flood Resilience Project, which is upgrading 64 km of stopbanks to withstand a 5,625 cumec flood event and protect the Poverty Bay floodplains and Gisborne city. Since construction began in 2019, 53.7 km of stopbanks have already been upgraded, including 6.2 km completed in 2024/25 alone. Additional works this year included a major culvert renewal near Patutahi and land purchases worth $1.8m to enable future flood defences. Tendering has also progressed for further upgrades and floodgate replacements, with construction set to begin in summer 2025/26. The programme has been accelerated through additional funding from the National Infrastructure Funding and Financing (NIFF), bringing forward the target completion date from 2031 to June 2027.

Alongside physical upgrades, Council has also invested in new monitoring and forecasting technology to support smarter flood management. In 2024/25, $1.45m was allocated to improve monitoring technology and enhance flood forecasting. This technology will provide earlier warnings, more accurate modelling, and better decision-making during severe weather events, complementing the large-scale infrastructure upgrades underway.

Hydraulic modelling and community workshops were progressed for the Te Arai catchment, Whataupoko, Mangapapa, and the Waimata/Taruheru rivers, including analysis of infrastructure blockages and bridge constraints. On the East Coast, flood resilience planning is underway for Uawa, Tokomaru, Makarika, and Tikitiki, with recent community meetings confirming shortlists of mitigation options. Together, these projects are building a pipeline of works to strengthen flood resilience across the rohe.

3YP initiatives

Te Karaka Flood Resilience Project Taruheru River Shared Pathway

Complete hydraulic modelling, optioneering, effects assessment, pre-consultation, and selection of the upgrade design. Secure resource consents, finalise detailed design, acquire necessary land, and deliver flood resilience improvements.

Two viable stopbank retreat options have been developed through hydraulic modelling, iwi engagement, and community input. These designs are capable of withstanding flood events around 40% higher than Cyclone Gabrielle's peak flows. Under both options, stopbank heights would increase by approximately 2.5 m upstream and 2 m downstream. The project has already completed hydraulic modelling, optioneering, effects assessment, and pre-consultation, with resource consents, detailed design, and land acquisition now to follow. The updated scope increases costs to approximately $32 million compared with the original $13.2 million budget.

Tairāwhiti Flood Resilience Investigation Programme

Central Government has committed to providing Council with a pre-allocation of $64m for Category 2 risk mitigation investments.

Work is underway across six catchment areas to identify and deliver flood resilience projects. Stage 1 investigations are progressing, with hydraulic modelling, community engagement, and site assessments informing preferred options.

Design and consenting work is advancing for the Taruheru River, and modelling in Whataupoko and Mangapapa is ahead of schedule. Prioritisation and cost-benefit analysis will guide final investment decisions.

Project status

Start date: March 2023

This project is ongoing

Dollars and cents

2024/25 budget **$13.1m** | 2024/25 actual **$8.6m**

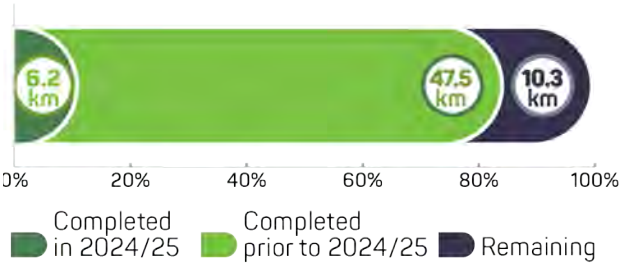
3YP budget **$66.3m**

The majority of work planned for the financial year on the Waipaoa Flood Scheme has been completed, with $8.6m spent, of which $7.6m was externally funded by NIFF. There is a slight delay, and completion of the final 2km of stopbank and associated culverts is now expected by November 2025. Meanwhile, other flood resilience projects are currently in the investigation and planning stages.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Waipaoa stopbank upgrade progress







Roads to recovery

Our roads are our lifelines and without building in long-term resilience, our community's economic and social wellbeing will be significantly affected.

Our rural network was closed during Cyclones Hale and Gabrielle. Some communities were cut off for weeks with eight bridges destroyed, 54 suffering major damage and significant slips and dropouts, leaving a repair bill stretching into the hundreds of millions of dollars.

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

The total damage to our roading network has been assessed as $465m to get it back to where we were, but to build back stronger we need $725m. The Support Package from Central Government is $125m, with an additional $85m 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.

3YP initiatives

Destroyed bridges

Significant planning and preparation by Council staff and contractors means construction on all four bridges will start in the next 12 months. St Leger Bridge in Tiniroto will start in Spring 2025, followed by Mata Huiarua Bridge in early 2026. Construction on Grays Bridge near Te Karaka is planned for Q2 2026 and Pauariki mid-2026.

We are also working closely with our funding partners to rebuild Burgess Bridge, which will be a fifth bridge rebuild..

Damaged bridges

We've repaired 42 bridges so far and had funding approved for repairs to 14 more, taking the total to 65. Construction is underway on 13 bridges, and most of the remaining bridges have been awarded to local contractors.

By working closely with our funding partners, we've also secured $9.9m for bridge resilience repairs. This programme will increase the resilience of bridge assets by reducing the risk of further damage in future weather events. The programme is currently in the planning phase, setting the strategic direction and developing the long list of vulnerable bridges.

Minor works on bridges

Minor repairs have been completed on 20 of 35 bridges, with construction about to start on a further eight. All works have been awarded to local contractors, and completion is expected by Q2 2026.

Tiniroto Road

A bypass around the Hangaroa Bluffs has been confirmed as the most suitable resilience option for Tiniroto Road. Council has now completed the purchase of 19.5 hectares at

Glenn Innes Station to enable construction of the new route, with a further 0.5 hectares required for the southern bridge approach ramp being finalised.

Design work is progressing, with tender drawings and specifications for release in October 2025, alongside procurement documentation being developed in parallel. Preliminary estimates put construction costs between $31.6m and $32.3m, with further value engineering planned to refine costs and address project risks.

The draft resource consent application under review and a Cultural Impact Assessment scheduled for completion in September 2025. Industry engagement has also been positive, with multiple submissions received from construction companies, giving confidence in the design approach and delivery strategy.

Related works at the Bluffs continue, with construction at Bluff 3 dropout now 50% complete and a new contract awarded for the next dropout repair, ensuring continuity of the wider recovery programme. Construction of the bypass is planned to start in December 2025, with completion expected by the end of 2027.

Slips and dropouts

Fix major slips and dropouts.
Through working with funding partners NZTA Waka Kotahi and Government, Council has secured $52.5m for repairs to 343 slips and dropouts across the region. Assessments have determined that 95 sites are complex and require detailed engineering design, while 251 are minor 'non-complex' sites.

Council has already completed 98% (246) of the non-complex sites, and designs are well underway for the more complex sites. Construction on the complex programme will begin in September 2025, with all 95 sites expected to be completed by the end of 2026.

Resilience partnership projects with iwi

Working in partnership with iwi on projects to provide greater resilience to communities.
Council has worked closely with iwi partners to create a programme of drainage improvements across the region that will improve the resilience of roads used as evacuation routes. We have secured $36.9m of funding, and the programme is being delivered in two tranches.

Tranche 1 covered 121 non-complex drainage sites on roads such as Whakarau, Armstrong, Ihungia and Wharekopae, along with surrounding routes. The programme began in January, is now 100% complete, and was delivered on time and within budget.

Tranche 2 includes 221 sites across 14 routes, mainly located within the Ngāti Porou area of interest. This tranche involves several major complex repairs and is expected to start in September 2025 and be completed by the end of 2026.

Project status

Start date: March 2023
This project is ongoing

Dollars and cents

2024/25 budget **$32m** | 2024/25 actual **$33.2m**

3YP budget **$85m**

All roading recovery projects are primarily externally funded. The funding sources are a mix between NIFF and NZTA, funded at different rates.

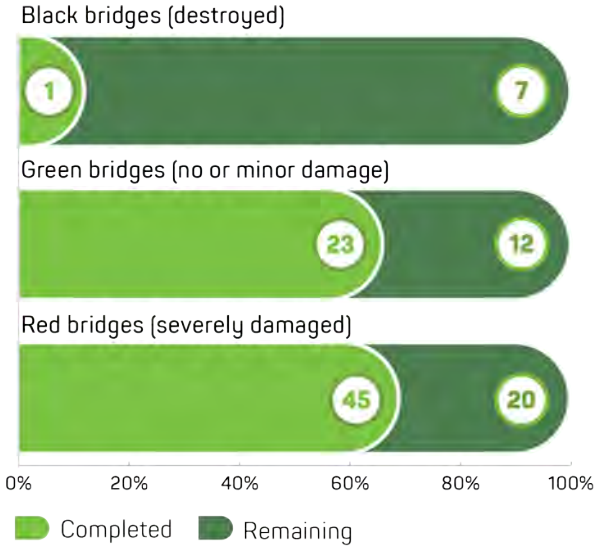
During the financial year, there were some minor FAR rate adjustments to the recovery projects, which resulted in more funding released, and a slight increase to expenditure. The increased funding available isnt factored into the 2024/25 budget.

Additionally, due to the emergency weather events experienced through the 2025 financial year, the scope of work required has increased as well, yielding in an increase to overall expenditure.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Bridge repair and rebuild progress





Large woody debris

Cyclone Gabrielle triggered an unprecedented mobilisation of large woody debris (LWD), causing widespread damage to infrastructure and natural habitats. While 1.4m tonnes of debris were deposited across hill and water catchments, substantial risks remain despite progress in clearing a significant portion.

Government funding of $54m has been allocated to address the most critical areas, but an additional $100m is needed to fully manage the remaining debris. Current efforts are focused on safeguarding key infrastructure and community safety.

Key focus areas

Efforts prioritise clearing woody debris that threatens communities, waterways, beaches, and infrastructure, targeting the most vulnerable catchments and high-risk areas. Priority locations include:

- Catchments: Waimatā, Hikuwai/Ūawa, Te Arai, Waiapu, Waipaoa, Pakarae, Hangaroa, Mangapoike.
- Beaches: Midway, Waikanae, Kaiti, Ūawa, Whāngārā, Waipiro Bay, Tokomaru Bay, Rangitukia, Tikapa.

By focusing on these areas, we aim to minimise risks to life, protect critical infrastructure, and preserve natural environments. Moving forward, we will continue to refine our priorities, ensuring resilience against future severe weather events.

3YP initiatives

Protection of infrastructure and risk to property and life

Plan for the staged removal of woody debris in the immediate, medium, and long term.
Significant progress has already been made across multiple catchments. Extraction has been completed in parts of the Waimatā, Hangaroa, Mangapōike, Pakarae and Waiapu systems, with final burning and site clean-up planned once conditions allow. Contractors are now moving further upstream.

Other areas are still underway or soon to begin. At Te Arai, one site is active while the last is being priced. Earlier sites are being burned off and replanted to stabilise the riverbanks. In Ūawa/Hikuwai, work began on a 35-kilometre stretch in April, but wet winter conditions have delayed progress until spring. At Mangaheia, access issues meant work was paused and will be reassessed. Work in the Mangahauini catchment has now been completed.

Future stages are also being prepared. Work in the Waipaoa and Waingaromia catchments has been paused and will resume in 2025/26. Clearance of large woody debris from bridges is nearly finished, with three rounds complete and the last stage now 98% done.

Plans are in place, with 175,941 m^3 of woody debris treated to date through burning or chipping, and further extraction scheduled across high-risk catchments in 2025/26. Beach clean-ups have removed another 103,454 m^3, reducing the chance of material being washed back into waterways. In total, 567,468 m^3 has been treated under the DIA Sediment & Debris Fund since 2023.

Map catchment areas to support the development of a longer-term woody debris strategy.
Artificial intelligence is being used to improve regional detection of woody debris to support more accurate forecasting, procurement, and improved programme oversight.

Scope and define a longer-term strategy.
The next phase of the woody debris programme is targeting high-priority sub-catchments. Council, in collaboration with the Tairāwhiti Action Group (TAG) and the forestry sector, is addressing debris at its source, including beyond the forest gate, to reduce future impacts and build long-term resilience.

Project status

Start date: May 2023
This project is ongoing

Dollars and cents

2024/25 budget **$19m** | 2024/25 actual **$24m** ↑

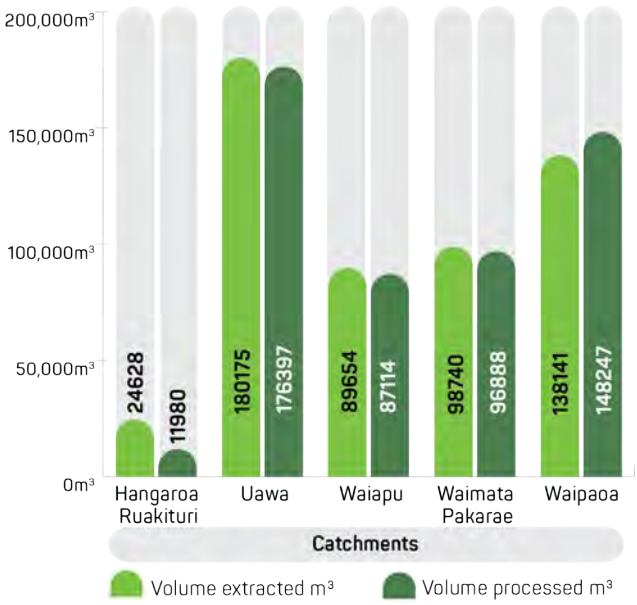
3YP budget **$21.7m**

The project is being funded through the DIA grant awarded in the 2023 financial year. Frequent rainfall across the region has necessitated repeated extraction at several sites, leading to increased expenditure. The project remains on track for completion within allocated budget and within the 2026 financial year.

Community wellbeings and outcomes

This major project contributes to the following community

Large woody debris extraction and processing volumes







Safer communities

Nearly 2,000 properties across the region have been severely impacted by flooding, silt, and land erosion. To address this, Central Government introduced the FOSAL framework, a targeted system to prioritise actions for at-risk properties.

Category 2: These properties face manageable risks where targeted interventions like house lifting, drainage improvements, or stopbank upgrades can provide protection.

Category 3: These are the highest-risk properties, deemed unsafe for habitation due to ongoing threats such as flooding or landslides. Owners are supported through buyouts as rebuilding on these sites is not possible.

Government funding has enabled critical buyouts and mitigation projects, but additional costs, such as demolition and maintenance, will rely on rates funding. The house-lifting initiative aims to future-proof homes by raising them above flood levels, reducing the risk of damage in severe weather events.

3YP initiatives

Future of Severely Affected Land (FOSAL)

Completion of the FOSAL programme while providing support to affected communities, categorisation, buy-out negotiations, demolition, site remediation, and house lifting.
Due to the voluntary nature of the Category 3 buy-out process and the property-level mitigation required for Category 2P properties, the programme also delivers targeted communications, homeowner engagement, and practical assistance. Key deliverables include progressing buy-out negotiations, administering the fund that provides contributions towards Category 2P mitigation works such as house lifting and retaining walls, and investigating a potential Special Circumstances process to address funding shortfalls.

Complete all voluntary buyouts of Category 3 properties

Ensuring that all residents in high-risk areas are safely relocated and the properties are managed appropriately.
As at the end of June 2025, 53 of the 58 Category 3 properties had completed the voluntary buyout process, with a further four expected to be settled by September. One property is unlikely to proceed.

Of the 53 completed buyouts, 14 sites have already been made safe. This includes 13 demolitions and one property relocated to another site.

To date, $27.7m has been invested in buyouts, demolitions, and site remediation, with buy-outs on track to be completed by 30 September 2025.

Lift all identified eligible Category 2 homes

To safeguard them against future flooding risks.
Category 2 properties are divided into two groups:

- **Category 2P** (property-level interventions) - For properties affected by land instability or inundation. As at June 2025, mitigation works have been completed on 19 of 158 properties, enabling their removal from this category. Work on the remainder is ongoing.
- **Category 2C** (community-level interventions) -Involves wider-scale flood resilience solutions such as drainage upgrades or stopbank improvements. Engagement and planning for these interventions is ongoing.

Project status

Start date: March 2023
This project is ongoing

Dollars and cents

2024/25 budget **$20.2m** | 2024/25 actual **$14.8m**

3YP budget **$21.8m**

The funding for Category 3 voluntary buyouts is $30 million, split equally between NIFF and GDC, while the demolition of Category 3 properties is funded entirely by GDC. There was an underspend in the 2024/25 financial year, as the efficient use of funding enabled more properties to be brought into the process. The inclusion of these additional properties means that spending has been deferred longer than expected into the 2025/26 financial year.

Community wellbeings and outcomes

Category 3 buyouts and site remediations

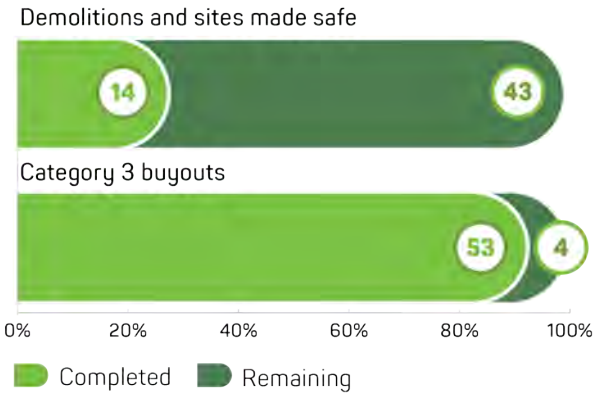




Photo credit: Trust Tairāwhiti

Community-led plans

We are actively supporting communities across our region to develop community plans that identify and prioritise recovery needs. These plans are crafted to reflect the unique aspirations of each community, ensuring that our recovery efforts are aligned with their specific expectations and requirements.

3YP initiatives

Recovery plan

Develop, prioritise, and share a recovery plan with key findings to guide recovery work and support coordinated action.

A framework was developed to collate, prioritise and coordinate community recovery priorities across Council and with external partners and stakeholders. Communities retain ownership of their plans, which are treated as living documents, while the framework functions as the primary prioritisation tool.

Of the 23 community-led recovery plans initiated, 17 have been approved and funded, three are in development, and three are in discussion..

Meaningful community connections

Implement a new process to foster meaningful connections with communities.

Relationships built through the Community-led Recovery Planning process have informed Council's engagement and communications across multiple workstreams. A key focus has been connecting teams across the organisation to align project engagement with community priorities and expectations.

Recovery Office

Coordinate regional recovery planning and prioritisation, and facilitate engagement with iwi, community leaders, central government, agencies, and community groups to support recovery delivery.

The Recovery Connector played a key role in linking iwi, central government, and philanthropic funders to deliver on community priorities. Council's own recovery priorities were also shared across the organisation to ensure visibility and alignment with community needs.

Collaboration across organisations contributed to securing funding for the Marae Solar Project, a water security pilot, and successful catchment group project applications.

Rural township upgrades – Better Off Funding

Build new footpaths in Matawai, Ruatōria, Te Karaka, and Wharekahika, and install safety crossings in Ruatōria, Tikitiki, Te Araroa, Wharekahika, and Matawai.

New footpaths have been installed in Ruatōria and Wharekahika, with construction underway in Te Karaka. Planning is progressing for the next phase, including safer crossings in Wharekahika, Te Araroa, Tikitiki, and Rangitukia, along with additional footpaths and a new footbridge in Matawai.

Rural township upgrades

Partner with two rural communities annually for township upgrades, supporting them to develop and implement township plans with a focus on infrastructure priorities

The Ruatōria upgrade is nearing completion, with a waharoa inspired by Te Kura Kaupapa Māori o Te Waiū as the final component. Tolaga Bay's playground opened in April 2025, with a basketball court planned. Engagement for Patutahi and Te Karaka upgrades is complete, with installation of new equipment scheduled.

Project status

Start date: July 2021

This project is ongoing

Dollars and cents

2024/25 budget **$2.3m** | 2024/25 actual **$1m**

3YP budget **$4.3m**

As of 30 June 2025, spend on community-led projects is $1m, of which $0.4m is externally funded by either the BOF grant or NZTA subsidy. The Ruatoria and Matawai township upgrades have been completed, with only minor finishing works remaining. A $2m underspend is due to delays in upgrade projects in Uawa, Te Karaka, and Te Puia, which are now underway and expected to continue into the 2026 financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Community-led recovery plans progress





Ētahi atu whakatakanga
Other projects

Tairāwhiti Resource Management Plan (TRMP) review



Our region is evolving due to increased development, population growth, and rising pressure on natural resources. To respond to these changes, we are developing a new TRMP that protects what matters most while setting a strategic direction shaped by the voices of tangata whenua and our communities. The new TRMP will help address key challenges, including ensuring there is enough land for urban growth as outlined in the Tairāwhiti Future Development Strategy, and will better reflect the region's changing needs and priorities. Recent government planning changes will also affect the scope and timing of this work, and we are adjusting our approach to make sure the TRMP continues to meet the needs of our region.

3YP initiatives

TRMP evidence base

Provide scientific evidence to support freshwater management, soils and indigenous biodiversity management. Scientific evidence base for freshwater, soils, and biodiversity management improved through catchment modelling, expert panels, environmental monitoring, and targeted research to inform future planning and policy.

Freshwater management and catchment planning

Staff made strong progress on the freshwater planning package, in line with national requirements under the RMA 1991 and the National Policy Statement for Freshwater Management 2020. This includes a Regional Freshwater Plan and seven Catchment Plans. Technical work and engagement with Treaty partners, stakeholders, and communities have built a strong foundation for policy drafting, with four catchments completing advisory group engagement and three in early stages.

New water-quality benchmarks have been set using updated monitoring data, and land-use modelling in the Taruheru catchment has identified nutrient runoff hotspots. A Water Quality Expert Panel is setting sediment and E. coli targets, while hydrological and groundwater modelling has progressed for key rivers and aquifers. Ecological assessments, gravel budgets, and wetland field validation are underway, alongside eDNA testing and inanga habitat mapping.

A morphometric connectivity model is being developed to map erosion risk, and a Transition Advisory Group is shaping guidance for converting erodible land to permanent vegetation. Post-cyclone sediment analysis in the Ūawa catchment and a quadruple bottom-line model for forestry impacts are also informing future policy and planning.

Regional Policy Statement (RPS)

We completed and peer-reviewed draft inputs and criteria across all key RPS topics, co-developed with technical experts, mana whenua and stakeholders - establishing a robust, locally grounded evidence base that incorporates mātauranga Māori to underpin provision drafting and engagement, prepared to be adapted as national direction is clarified.

Tairāwhiti Resource Management Plans (including Freshwater Management Plans)

Finalising work under Phase 1 of the review work programme - notifying plan changes for freshwater, Regional Policy Statement, forestry and urban development. Starting work on Phase 2 plan review.

We completed and peer-reviewed draft inputs and criteria across all key RPS topics, co-developed with technical experts, mana whenua and stakeholders - establishing a robust, locally grounded evidence base that incorporates mātauranga Māori to underpin provision drafting and engagement, prepared to be adapted as national direction is clarified.

Project status

Start date: July 2021
Completion date: August 2028

Dollars and cents

2024/25 budget **$3m** | 2024/25 actual **$3.4m**

3YP budget **$7.7m**

This project is 100% Council funded.

As works progressed ahead of schedule, additional funds were allocated from the following year's budget to cover a $0.4m overspend.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:



Photo credit: Wan San Yip on Unsplash

Indoor Multipurpose Centre

The Community Facilities Strategy identified a multipurpose indoor facility as a key regional priority, a need further reinforced in the 2021 Business Case submitted to Central Government. The proposed facility will support a range of community, sporting, and cultural activities and help meet growing demand for shared indoor space across Tairāwhiti.

3YP initiatives

Indoor multipurpose stadium

Undertake feasibility, design and planning work to progress the Indoor Multipurpose Stadium Project to an investment ready point.

Council unanimously endorsed the Indoor Multipurpose Centre business case, moving the project into its next phase.

Council has committed $2.5m to the project and approved community consultation on securing a further $6m through the next Long-Term Plan. Work is also underway on a capital-raising programme to complete the funding package.

The focus now is on due diligence for the preferred site and assessing feasibility.

Project status

Start date: 2024

Dollars and cents

2024/25 budget **$0**

2024/25 actual **$0**

3YP budget **$2.5m**

This project is 100% Council funded. There was no budget allocation for this financial year. Feasibility study work has begun, with further activities planned for 2026.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:



City centre revitalisation

We are working alongside Trust Tairāwhiti and Rongowhakaata Iwi Trust to explore opportunities to revitalise Gisborne's City Centre. This project will identify what's needed to support a vibrant, resilient city centre, and will undergo extensive community engagement to understand what people want improved to make the city centre a more appealing place to live, work and play.

3YP initiatives

Revitalisation of the city centre

Refresh and invigorate our city centre through a mixture of temporary and permanent initiatives such as streetscaping and planting.

Council is working with Trust Tairāwhiti and Rongowhakaata Iwi Trust to revitalise Gisborne's city centre, aiming to create a vibrant, resilient hub that reflects mana whenua values and local cultural narratives.

Community engagement on Stage 1 of the City Centre Catalyst Initiatives took place from October 2024 to February 2025, resulting in a shared vision and commitment to collaboration between iwi, public, and private sectors. The first initiatives are planned for delivery in Years 2 and 3 of the Three Year Plan.

In parallel, Council reviewed city centre cleaning and maintenance services, introducing a dedicated 'green man' role to ensure the area remains clean and tidy. Street lighting upgrades have also been completed, improving safety and enhancing the appeal of the city centre.

Project status

Start date: 2024

Dollars and cents

2024/25 budget **$0.4m** | 2024/25 actual **$0.1m**

3YP budget **$3m**

This project is partly funded by NZTA contribution. City revitalisation planning has begun and additional work is planned to continue into the following financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Ō tātau tauwhāinga, o tātau whakautu
Our challenges and responses

Council is operating in a time of rapid change. National reforms, new legislation, rising service costs, infrastructure demand and the impacts of climate change are reshaping how councils function across Aotearoa. These shifts affect how we plan, fund and deliver core services, including water and waste management, land use planning and climate adaptation.

Here in Te Tairāwhiti, these national shifts are layered over the continuing impacts of severe weather events and the unique needs of our rohe. We are navigating ageing infrastructure, increasing regulatory demands, and growing expectations for equity, sustainability and long-term resilience.

While many of the drivers of change are national, our response is local. We are taking a proactive and adaptive approach to ensure our services and investments reflect community values and uphold our partnership with tangata whenua.

This section outlines the major challenges currently facing the region: environmental reform, water infrastructure, climate change, growth and more, along with the actions Council is taking in response.

Recovery

Challenge:

The impacts of Cyclone Gabrielle in 2023 were unprecedented for Tairāwhiti. Homes, roads, bridges, flood protection systems, and natural environments were severely damaged. Silt build-up and large woody debris reduced drainage capacity and increased flood risk, while slips and dropouts isolated communities for weeks. Nearly 2,000 properties were categorised as high risk under the Future of Severely Affected Land (FOSAL) framework, requiring buyouts, house lifting, or targeted flood protection works. Recovery was further challenged by the scale of the roading network damage, the complexity of repairing and rebuilding key infrastructure, and the need to align recovery projects with long-term resilience goals.

Response:

Over the past two years, Council has led a coordinated recovery programme to restore essential services, strengthen community resilience, and transition from emergency works back to business-as-usual delivery.

Key achievements include:

- Completion of 91% of voluntary buyouts for Category 3 properties, with mitigation works underway for Category 2 homes to safeguard against future flooding.
- Progression of major flood resilience projects, including design and consenting for the Te Karaka flood protection upgrade and investigations across six priority catchments.
- Removal and treatment of more than 175,000m³ of large woody debris from high-priority catchments, beaches, and waterways, supported by new mapping and detection technology.
- Significant roading recovery works, including repairs to 98% of minor slips, commencement of complex site rebuilds, and planning for four new bridges to replace those destroyed.
- Partnership with iwi on a regional drainage improvement programme, delivering the first stage of works on key evacuation routes.
- Development of 23 community-led recovery plans to ensure local priorities are reflected in regional recovery efforts, and delivery of township upgrades in Ruatōria, Wharekahika, Te Karaka, and Tolaga Bay.

Council has also established a Transition Advisory Group to explore long-term land use change for erosion-prone land, in collaboration with tāngata whenua, landowners and government agencies. Maps of an Indicative Transition Zone and a supporting guide were made publicly available.

Work on the remaining regional and district provisions, including coastal, air, and rural zones, is scheduled for notification by 2028, but may be adjusted as national reforms continue.

Resource Management Reforms

Challenge:

New Zealand's current resource management system is no longer fit for purpose. The Resource Management Act 1991 (RMA), the main law guiding how land, water, air and coastal resources are used and protected, has been in place for more than three decades, but it has become increasingly complex, slow, and difficult to navigate. It is not keeping pace with the demands of modern development or the urgent need to respond to environmental pressures such as climate change, biodiversity loss, and natural hazards.

For regions like Tairāwhiti, where our environment is both a taonga and a foundation for future wellbeing, an effective planning system is critical. The Government is advancing a comprehensive overhaul of the RMA to support more efficient development and stronger environmental protection. This represents one of the most significant shifts in how councils will operate in the coming years.



Photo credit: Trust Tairāwhiti

Response:

The reform is being delivered in three phases, each with implications for how councils plan, regulate and manage natural and built environments.

Phase 1: Completed in 2023. This phase repealed the previous Government's Natural and Built Environment Act and Spatial Planning Act, reinstating the RMA as the primary legislation while new laws are developed.

Phase 2: Now underway. This phase focuses on streamlining the current system, including:

- A Fast-track Approvals Bill to accelerate major projects in housing, infrastructure, aquaculture, farming and renewable energy.
- Amendments to simplify consenting and better align national direction on freshwater, biodiversity, natural hazards and urban development.

In October 2024, the Resource Management (Freshwater and Other Matters) Amendment Act was passed, placing a pause on the notification of new freshwater plans until a new National Policy Statement for Freshwater Management is released, or by the end of 2025—whichever comes first. It also suspended requirements for stock exclusion rules and some provisions relating to Significant Natural Areas (SNAs).

Phase 3: Still to come. This phase will introduce an entirely new system through three new Acts:

- The Natural and Built Environments Act, setting out how land, air, freshwater, and coastal areas must be managed.
- The Strategic Planning Act, requiring councils, iwi and central government to jointly prepare long-term spatial strategies for each region.
- The Climate Adaptation Act, which will create a legal framework for managed retreat and long-term resilience to climate change.

These changes aim to create clearer planning rules, faster decisions and better environmental outcomes, while rebalancing the system to reflect local priorities and property rights.

Council expects significant changes in how we operate, with a stronger focus on compliance, monitoring and enforcement.

This reflects a shift away from pre-approval processes towards ensuring that activities are delivered in line with consent conditions.

A national review of how councils deliver compliance and environmental monitoring is also underway, with more detail expected in late 2025. This may lead to further changes in responsibilities between central and local government.

While the reform programme is complex and still evolving, Council is staying closely involved to ensure that the needs and values of Tairāwhiti communities are reflected in how we grow, protect the environment and plan for the future.

Review of the Tairāwhiti Resource Management Plan

Challenge:

Development pressure, population growth and rising demands on land and water are creating complex challenges across our region. At the same time, national policy changes and Treaty obligations are requiring councils to modernise how natural and physical resources are managed. The Tairāwhiti Resource Management Plan (TRMP) is now over a decade old and no longer fit for purpose.

As a combined unitary plan under the Resource Management Act 1991, it guides how we use land, allocate water, manage environmental risks and protect natural and cultural values. A full review is underway to ensure the TRMP reflects updated legislation, enables sustainable development, and upholds the aspirations of our communities and mana whenua. Recent government planning reforms, including the Plan Stop direction, will influence the scope and timing of this review, and Council is adjusting its approach so the TRMP continues to meet regional needs.

A modern, fit-for-purpose TRMP is essential to:

- enable more housing, including affordable and papakāinga options
- allocate freshwater fairly, guided by Te Mana o te Wai
- protect whenua Māori and support sustainable rural land use
- safeguard environmental and cultural values across our rohe
- build resilience to climate change and natural hazards.

Response:

Council is progressing the TRMP review in two main phases:

- Phase 1 (2022–2025): Focused on the Regional Policy Statement (RPS), freshwater planning, and land use related to forestry and urban growth.
- Phase 2 (2025–2028): Was initially scoped to address the remaining regional and district plan provisions, including the Regional Coastal Plan, Discharge to Air, and rural land use. However, with legislative uncertainty and national reforms underway, Phase 2 is being reshaped in response, positioning Council for the next stage of the review.

Council has committed $7.7m through the 2024–2027 Three Year Plan to support four priority workstreams as part of the TRMP review:

Regional Policy Statement (Te Kaupapa Tauāki ā-Rohe):

Public notification of the Regional Policy Statement is currently on hold under Central government Plan stop directive.

Freshwater Planning (Te Whakamahere Wai Māori):

Seven catchment plans are in development, giving effect to Te Mana o te Wai and reflecting local values. The Mōtū Catchment Plan and wider freshwater package have been rescheduled for 2026 to align with national planning timeframes.

Urban Growth and Development Planning (Te Whakawhanake me te Whakarahi Taone):

Preparation is underway for the Urban Plan Change, with public notification planned for October 2025. This includes updated residential zones, a new city centre zone, and design guidance to support well-designed intensification. Masterplans for Kaiti, Elgin, Awapuni, and the city centre are also in development. Progress on this work now requires an exemption from the Government's plan stop amendments, which temporarily pause certain plan changes.

Forestry Plan Changes (Te Whakahou Mahere Hauhake Ngahere):

Two forestry-related plan changes are being advanced due to cyclone impacts:

- a harvest provisions update, with notification anticipated in 2025 (pending ministerial exemption)
- a broader mapping and policy review, expected to proceed after 2026.

Future Development Strategy

Challenge:

Te Tairāwhiti is growing. Planning for that growth requires a long-term approach that supports well-functioning urban environments, protects productive whenua and ensures infrastructure keeps pace. The challenge is to provide at least 30 years of housing and business land capacity while avoiding urban sprawl, managing natural hazard risks and honouring Te Tiriti o Waitangi.

Like other councils, Gisborne District Council must now meet national direction on growth planning, including the requirements of the National Policy Statement on Urban Development (NPS-UD). This means providing for more housing choice and density in existing urban areas, while also identifying where limited expansion may be needed to support population growth.

Our rohe faces additional pressures: increasing flood risk, ageing infrastructure, and limited land availability in key locations. A coordinated, spatial approach is needed to ensure development is planned, sequenced and serviced in a way that reflects the values and aspirations of our communities.

Response:

In March 2024, Council adopted the Tairāwhiti Future Development Strategy to guide urban growth over the next 30 years. The strategy identifies where and how new homes and businesses can be developed, balancing intensification in urban centres with targeted expansion in rural townships.

Key features include:

- housing demand of around 5,400 new homes by 2054
- around 75 percent of growth is expected to be accommodated through residential intensification in the city centre, Elgin, Kaiti, Whataupoko, Lytton West, Mangapapa, Barry Park, and Te Hapara
- modest greenfield expansion on the western edge of the Gisborne Urban Area as well as intensified rural lifestyle areas in Makauri, Manutūkē, Pātūtahi, and Ormond East

To implement the strategy, Council is progressing a series of changes to the Tairāwhiti Resource Management Plan. Urban Plan Change Six is scheduled for public notification in October 2025. It will introduce:

- new zones to support mixed-use and residential development
- a Residential Design Guide to support well-designed intensification
- special Purpose Zones for the hospital and future urban areas

Masterplans for Kaiti, Elgin, Awapuni and the city centre are also being developed, with input from iwi, mana whenua and local communities.

These changes were timed to align with broader policy updates, but Government legislation has delayed aspects of plan making.

Through the Future Development Strategy and supporting plan changes, Council is:

- expanding housing supply and diversity, including papakāinga options
- supporting compact, connected neighbourhoods
- focusing infrastructure investment where it is most needed
- protecting productive rural land
- embedding Te Mana o te Wai and giving effect to Te Tiriti o Waitangi.

This work lays the foundation for managed, inclusive growth that supports whānau, whenua and community wellbeing.

Climate Change adaption

Challenge:

Climate change is one of the most significant long-term challenges facing Te Tairāwhiti. Its impacts are no longer distant projections. They are already affecting the wellbeing of our communities, the health of our environment and the strength of our regional economy.

We are experiencing:

- more frequent and severe weather events such as cyclones, floods, and droughts, damaging homes, roads, crops and infrastructure, and placing pressure on emergency response systems.
- rising sea levels and accelerating coastal erosion, threatening vulnerable communities, ecosystems and key transport routes
- worsening land degradation, especially on erosion-prone land, reducing productivity and undermining rural livelihoods
- increasing pressure on freshwater supplies, particularly during extended dry periods
- A clear need for coordinated investment and forward planning to protect our region and prepare for future risks.

These challenges demand deliberate and sustained action across Council and the wider community. The impacts of Cyclones Hale and Gabrielle have only reinforced the urgency of building long-term resilience.



Response:

Council is responding through a targeted programme of planning, investment and partnership. Our goal is to protect people, ecosystems and infrastructure, while supporting a fair and sustainable transition.

Key areas of focus include:

- **Regional Climate Risk Assessment:**

  Detailed climate modelling and social vulnerability analysis is helping identify the communities and assets most at risk. This informs adaptation planning and supports projects such as the Waipaoa Flood Control upgrade and roading resilience initiatives.

- **Place-based Coastal Adaptation Planning:**

  The Wainui Beach Coastal Adaptation Plan is progressing as a pilot for localised climate responses. It will inform coastal planning across other parts of the region.

- **Nature-based Solutions and Biodiversity Investment:**

  Projects like the Waingake Transformation are restoring native forest to reduce erosion, improve water quality and support biodiversity. These efforts boost resilience while delivering wider environmental and economic benefits.

- **Regional Emissions Reduction Planning:**

  Council is developing a regional greenhouse gas inventory to identify major emissions sources and guide a coordinated response.

- **Reducing Council's Operational Emissions:**

  Council is reviewing its organisational carbon footprint and targeting reductions through more efficient fleet use, low-emissions infrastructure and waste minimisation. The long-term goal is net-zero operations.

- **Strong Regional Partnerships:**

  Council works with iwi and hapū, Trust Tairāwhiti, central government and local partners to advance shared goals, including waste reduction, environmental protection, sustainability education and low-emissions transport.

In 2024/25, Council confirmed an updated Climate Change Work Programme. This work is grounded in the lessons of recent weather events and builds on the recovery foundations laid over the past year. A full review of the Climate Change Roadmap is planned in the year ahead to ensure regional priorities, legislative obligations and equity outcomes remain front and centre.

Local Water Done Well

Challenge:

In 2024, the Government repealed the Three Waters reform and introduced the Local Government (Water Services Preliminary Arrangements) Act 2024. This legislation requires every council to decide how water services will be delivered in their district from July 2026, choosing either a single-council Council Controlled Organisation (CCO) or a modified in-house model with ring-fenced finances.

Under the new national framework, Local Water Done Well, each council must prepare a Water Services Delivery Plan that confirms a financially sustainable delivery model, meets national regulatory standards, and ring-fences water services from other council activities by 2028.

This shift comes at a time when Tairāwhiti's water infrastructure is already under pressure. Much of the network was built decades ago, using materials now nearing the end of their useful life. Cyclone Gabrielle exposed serious weaknesses in both water and wastewater systems. Climate change is increasing the frequency and severity of extreme weather events, while growth in and around the city is adding further demand.

At the same time, national regulations from Taumata Arowai are lifting expectations for water quality, environmental compliance and performance monitoring. Meeting these requirements while keeping services affordable is a growing challenge, particularly in areas with ageing infrastructure or limited economies of scale.

Council must now manage the transition to a new delivery model while continuing to improve network condition, meet higher standards and respond to the expectations of communities across the district.

Response:

Following public consultation in April 2025, Council confirmed the modified in-house model as its preferred approach. Ninety percent of submitters supported retaining services within Council, citing affordability, local control and a preference for simplicity over structural change. The model also supports Council's partnership commitments under Te Tiriti o Waitangi and the principles of Te Mana o te Wai. The selected model allows Council to:

- maintain direct ownership and management of water assets and services
- align water planning and investment with local land use and infrastructure priorities
- meet national regulatory requirements without the cost and complexity of a new entity
- reinforce transparent, accountable governance at the local level.

Council was required to submit a Water Services Delivery Plan (WSDP) to the Secretary for Local Government for approval in September 2025. This plan was adopted by Council on the 21st of August 2025 and has been submitted to the Secretary for Local Government and is currently under consideration by the Department of Internal Affairs (DIA).

The plan confirms that Council will continue to deliver drinking water, wastewater and stormwater services through

a dedicated internal business unit, with water activities ring-fenced from other Council operations by July 2027.

The plan outlines $213m in planned investment over the next 10 years. This investment supports:

- renewal of ageing assets, particularly in water and stormwater networks
- compliance with environmental and drinking water standards
- resilience improvements, including system redundancy and emergency response capacity
- infrastructure upgrades to support projected urban growth.

The plan reflects strong community preferences for affordability, transparency and local decision-making, and gives us an opportunity to explore or transition to a Council Controlled Organisation in future, should this offer clear benefits for the district.

Strategic Roading Resilient Network

Challenge:

The Tairāwhiti roading network is facing growing pressure from multiple directions. Geologically fragile terrain, intensified weather events linked to climate change, and a high volume of heavy freight traffic all contribute to wear and vulnerability. Much of the network is made up of low-volume roads serving widely dispersed communities, and funding is limited. This creates a difficult balance between maintaining access, ensuring resilience, and investing efficiently. The scale of the network and the region's small, economically constrained population make it harder to deliver sustainable levels of service.

Response:

Council has completed a Strategic Roading Network Resilience Programme Business Case to guide how we manage and strengthen the network over the next 30 years. The business case assessed levels of service across the region and identified a preferred 'balanced reach' option that aims to improve resilience while recognising funding constraints and geographic challenges.

This strategic framework will help guide future investment decisions, with prioritisation and implementation of interventions to occur through the 2027–2037 planning cycle. This includes the next Long Term Plan, updates to Council's asset management plans, and the Regional Land Transport Plan.

The programme will continue to be shaped through engagement with iwi and local communities to ensure that resilience solutions reflect local priorities and long-term needs.



Part 3

Ā mātau whakatutukinga mahi

Our performance

This section reviews our overall performance, highlights successes and areas for improvement, and offers a “Finances at a glance” overview.

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Ā mātau whakatutinga mahi
Our performance

How did Council do this year?

Council measures and monitors the quality and effectiveness of our services to ensure we are delivering on our commitments and continuously seeking opportunities to improve. As part of this process, performance measures were established during the adoption of our 2024–2027 Three Year Plan to track the delivery, efficiency, and effectiveness of our services.

Our year in performance

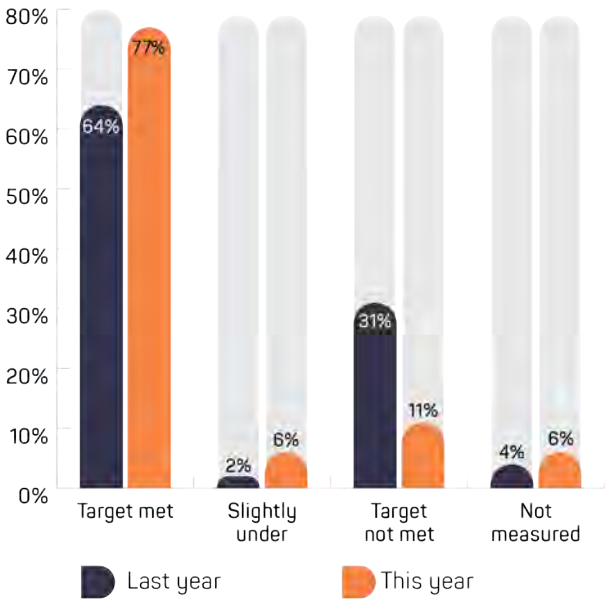
Over the past year, Council has moved from the immediate response and recovery efforts following Cyclone Gabrielle into a more stable, though still challenging, operating environment. The initial urgency of reopening roads, restoring essential networks, and stabilising landslide-prone areas has shifted to a more deliberate programme of rebuilding, renewal, and strengthening. While the impacts of the cyclone are still evident, our focus is now on embedding resilience into core services, investing in roading, water, and flood protection networks, and restoring the consistency of everyday services. This work balances the demands of ongoing recovery with the commitments of the new 2024–2027 Three Year Plan, ensuring Council is better positioned to meet future pressures and deliver for our community.

Overall performance metrics

We track a total of **109** measures, consisting of:

- **38** mandatory measures set by Central Government
- **12** measures derived from our Resident Satisfaction Survey
- **52** measures developed by Council for the 2024-2027 Three Year Plan

Overall, **77%** of our performance measures were on target this year, compared to 64% last year.



Mandatory measures

A total of 38 performance measures are mandated by Central Government, covering our three waters (stormwater, wastewater, and water supply), land, rivers, coastal areas, and the provision of local roads and footpaths. These measures are consistent across all councils, enabling the public to compare service levels nationwide.

In 2024/25, Council achieved 31 of the 38 mandatory measures (82%). Three measures were slightly under target (within 5%), two were not met, and two were unable to be reported due to delays in the provision of data from NZTA.

The following information outlines the results for each mandatory performance area.

Targets met (31 measures)

Roading

Response times to customer service requests relating to roads and footpaths met the required threshold. Footpath condition assessments also met target, with 97 percent of footpaths falling within the service standard set out in the Engineering Code of Practice.

Water Supply

All three drinking water supplies (Gisborne, Te Karaka, and Whatatutu) met the bacterial and protozoal compliance requirements in full. Te Karaka also met all requirements under the microbiological monitoring rule, while Whatatutu met the applicable standards under the distribution system rule.

All response time targets for water supply faults were met in 2024/25. Council responded to and resolved both urgent and non-urgent callouts within the required timeframes.

Council met the target for drinking water complaints, with fewer than 10 complaints per 1,000 connections recorded across all measured categories. The target for average daily drinking water consumption per resident was also met, remaining within the required threshold.

Stormwater

All stormwater performance targets were met in 2024/25. No flooding events or habitable floor flooding were recorded during the year. Council received no abatement notices, infringement notices, enforcement orders, or prosecutions related to its stormwater discharge consents. The median response time to attend flooding events remained within target, and complaints about stormwater system performance were below the acceptable threshold.

Wastewater

Council met most wastewater performance targets in 2024/25. There were no dry weather overflows, abatement notices, enforcement orders, or convictions. Response times for wastewater overflows were within target for both attendance and resolution. The number of sewage discharges to rivers or streams remained within the allowable annual limit.

Land, Rivers, Coastal

Council met the target for annual inspection of flood control stopbanks, with more than 25 percent of the network assessed and maintained to a 1-in-100-year protection standard.

Targets not met (2 measures)

Wastewater

Council received one infringement notice in July 2025 for non-compliance with discharge consent conditions. The notice was issued for a section 15 discharge, where a scour valve remained open after closure was advised. In response, operational procedures were updated, including the development of a GIS-based approval system to manage and track valve openings during events.

The number of complaints about odour, system faults, blockages, and Council's response to wastewater issues was slightly above target at 16.2 complaints per 1,000 connections (target ≤15). This continues a downward trend from 33.94 in 2023 and 19.83 in 2024, indicating a correction back toward target following the impacts of Cyclone Gabrielle.

Slightly under target (3 measures)

Water supply

Two water supply measures were slightly under target in 2024/25. Gisborne was almost fully compliant with the microbiological monitoring rule, but did not meet the standard due to low Free Available Chlorine (FAC) levels recorded at the Muriwai and Pātūtahi community filling points. In addition, water loss from the networked reticulation system was recorded at 15.2 percent, just over the 15 percent target.

Roading

One roading measure was slightly under target in 2024/25. While the combined number of fatal and serious injury crashes on the local road network decreased, one additional fatal crash was recorded compared with the previous year. As a result, the measure was assessed as partially met.

Not measured (2 measures)

Roading

The average quality of ride on sealed local roads, measured by smooth travel exposure (roads with a roughness reading below 150 NAASRA), was not assessed in 2024/25. The percentage of the sealed local road network that was resurfaced was also not measured. Data for these measures is sourced from NZTA Transport Insights, which had not made results available at the time of reporting. Council will continue to follow up and investigate the availability of this data for future reporting.

Responding to community views

We carry out independent resident satisfaction surveys to understand how well our resources, facilities, and services are meeting community expectations, always looking for opportunities to improve. The survey process includes quarterly online surveys, quarterly reports, and an annual analysis that feeds into this Annual Report.

Just over 400 residents across the Gisborne District participated, representing a range of ages, ethnicities, areas, and genders. We acknowledge, however, that the survey's sample size and the nature of online data collection mean results may not fully represent our 51,135 residents. Online surveys can be less accessible to some groups, which may lead to underrepresentation.

To supplement this, we use additional surveys and consultation feedback to check the pulse of our services. Where the sample size from the Resident Satisfaction Survey is not statistically significant, these sources are used to supplement overall performance results.

Online and service-user surveys

Online and service-user surveys are conducted at key sites, including the Library and Kiwa Pools. These are accessible through onsite kiosks or QR codes and provide valuable insights into customer experience and service delivery.

Kiwa Pools

The Kiwa Pool recorded stronger user feedback in 2024/25 compared with the previous year, with improvements across all measures of satisfaction.

Pool users highlighted the facility as a warm, family-friendly space where people feel safe and welcome. Staff were praised for their kindness, helpfulness, and professionalism, contributing to a positive overall experience. Cleanliness standards remained consistently high, reinforcing user confidence in the facility.

The increase in satisfaction reflects Council's ongoing focus on maintaining high-quality community facilities and ensuring they are accessible, safe, and enjoyable for all users.

Library

Library user feedback in 2024/25 remained strong and broadly consistent with 2023/24 results. Staff helpfulness and cleanliness of the facility were again rated highly, and overall experience scores stayed positive.

The only area showing a slight decline was service availability, where users noted opportunities to expand both the physical collection and digital selections. Feedback also suggested interest in more movies and author events, highlighting ways the Library could continue to evolve as a key community hub.



Performance highlights and areas for improvement

Performance highlights

1 **Enforcement and compliance**

All targets were met across animal control, licensing, noise control, and maritime safety, ensuring community safety and compliance.

2 **Water services callouts**

Urgent and routine callouts were attended and resolved within target timeframes across water supply, wastewater, and stormwater services.

3 **Library engagement**

The Library recorded nearly 130,000 in-person visits and over 700,000 website hits, reflecting its continued importance as a community hub.

4 **Catchments and biosecurity**

All pest control and land-use management targets were achieved, supporting the health and resilience of our environment.

5 **Consenting compliance**

Both building and resource consents exceeded 95% compliance with statutory 20-working-day timeframes, ensuring efficient service delivery.

Areas for improvement

1 **Public transport and active travel**

While bus patronage improved from last year, we remained slightly below target. Walking and cycling network use also declined, highlighting a need to better support sustainable travel options.

2 **Satisfaction with parks and open spaces**

Resident satisfaction scores for parks, reserves, and open spaces fell short of target. This will be a key area of focus in the upcoming planning cycle.

3 **Soil analysis**

Work to assess soil quality on highly productive land was not completed this year. Progress was limited by the unavailability of specialist expertise, and options to advance this work are now being explored.

4 **Water loss above target**

Water loss across the network was slightly above the acceptable threshold. Ongoing network upgrades are planned to bring this back within compliance.

5 **Wastewater system infringement**

An infringement notice was issued in July 2024 following a discharge event. In response, Council updated its procedures and introduced a GIS-based approval system to better manage valve operations during events.

Ngā āhuatanga pūtea
Finances at a glance

This section provides an overview of Council's financial results for 2024/25. Our Annual Report 2024/25 is the Year 1 of the 2024-2027 Three Year Plan.

For further detailed information on the Council and the Group's financial results, refer to the full financial statements in the ''Our Finances" section.

Details of Council's Statement of Involvement in Council Controlled Organisations (CCOs) and other companies is also included in the "Our Finances" section.

The Council reports comply with the requirements of the Local Government Act 2002, which includes the requirement to comply with New Zealand Generally Accepted Accounting Practice (NZ GAAP). They comply with Tier 1 PBE Standards and other applicable Financial Reporting Standards, as appropriate for public benefit entities. These requirements prescribe the way we recognise and disclose all financial transactions in our financial accounts.

Council continues to be financially strong in terms of its overall debt and financial performance.

Financial Prudence Benchmarks are shown in Note 37: Disclosure Statement under the "Our Finances" section of the report. They graph Council's planned financial performance against actual results. They help assess whether Council is prudently managing its revenue, expenses, assets, liabilities and general financial dealings.

Performance was largely on track, with all benchmarks met and within planned measures, except for the operations benchmark. This was not achieved due to the timing of capital grants and when costs were incurred. For information refer to "note 37".

Financial position overview

Council holds long-term assets of $2.9b including operational and infrastructure assets. When investing in infrastructure, we borrow funds so repayments can be spread across the generations who benefit from these assets.

At the end of this financial year our financial position remains healthy, and our debt levels fall within our overall borrowing capacity and within our planned recovery projections.

At year end our long-term debt is $197.8m, or 152% of debt to revenue, well within overall debt limits (175%).

Central Government awarded $204m "recovery package" for our roads and flood protection, some of which has been completed within this Annual Report. The rest of the grants will be delivered within the 2024-2027 Three Year "Recovery" Plan (3YP). Post the adoption of the 3YP, we have received further grants some of which was delivered within 2024/25, the rest will be delivered over the next 2 - 3 years.

The additional grants were for Future of Severely Affected Land (FOSAL) Category 2P (house lifting and/or resilience around residential properties), further $127m from New Zealand Transport Agency (NZTA/Waka Kotahi), and $27m for woody debris. The NZTA approved additional funding adds onto Central Government early roading recovery package of $125m.

Financial performance

Our Annual Report is Year 1 of the 2024-2027 Three Year Plan. The past year second full year of recovery, post the challenges posed by Cyclones Hale and Gabrielle.

We recorded a $30.5m net surplus after taxation, against $82m budget. While this represents a $52.3m net surplus less than we expected, the majority of the net surplus differences are due to the delivery of the roading recovery projects, flood protection and FOSAL Category 3 Voluntary Property Buyouts.

At the time the 2024-2027 Three Year Plan was prepared in December 2023, many of our severely damaged roads remained closed and inaccessible. Without final engineers' assessments estimated recovery and capital reinstatement for roading was budgeted at a very high level - approximately $65m per year. Since December 2023, the roading programme has been assessed, refined and phased so as to align with delivery timeframes, meeting the market for contractors' capacity and separated into complex and non-complex work.

Also in 2023/24, some of our roading recovery projects, FOSAL Category 3 property buyouts and the enhanced Waipaoa Flood Resilience Project were completed faster than what we expected against the Annual Plan, where they were ahead of budget by $20m. While there are variances of the recovery capital programme to the Annual Plan, the delivery of the recovery programme is still on track and expected to be completed within 3-4 years aligning to the overall project schedule.

Although there is less net surplus than we had planned within this Annual Report, the grants are not lost. They will be carried over to the next 2-3 years as the capital programme is delivered. This timing variance, has no adverse impact on cash flow or the overall financial position.

The overall net surplus after taxation of $30.5m, is the difference between income received and expenses incurred during the year. The recognition of capital grants and capital subsidies contributes to the recording of a surplus. We record capital grants and capital subsidies as income, even though the money is not used to fund operational activities. This surplus goes towards our capital projects and reduces Council's need to borrow funds.

Total revenue was $235m, $26m less than what was in the Annual Plan. This decrease was mostly due to receiving grants based on the phased completion of New Zealand Transport Agency (Waka Kotahi) grants for roading capital reinstatement programme.

Total expenditure was $205m, $26m more than what was in the Annual Plan. This increase is mostly due to higher operating costs, higher finance costs and from loss on the FOSAL Category 3 Voluntary Property Buyouts. Some of these higher costs were partially offset by lower-than-expected Employee Benefit Costs and depreciation costs.

The majority of higher operating costs over the past year relate to FOSAL Category 3 relocation grants and Category 2P grants, clean up and extraction of woody debris, roading

maintenance and reinstatement. The majority of these additional costs were covered by grants. There were also higher costs relating to rubbish disposal, including kerbside and transfer stations, and illegal dumping.

Total Finance costs were $10.6m. Included within these finance costs are accounting recognitions of $2.4m, the majority of which is loss on the fair value of interest rate swaps. This loss may or may not eventuate when the swaps are realised in the future.

Some of the finance costs were offset by interest received. In order to capture favourable interest rates when looking to repay debt, some debt was prefunded. The funds were held on deposit interest bearing account. Net interest costs were $6.7m against the Annual Plan $6.8m.

There is also a loss of $7.9m for write down of properties purchased under the FOSAL Category 3 Voluntary buyouts.

Total Capital investment programme of $99m, of which $77m was spent on critical infrastructure.

Other variances from the Annual Plan, both favourable and unfavourable, arose during the year. More detailed analysis of all Council's activities is included in "Our Activities" section of this report.

Total capital investment programme of $99m. Including $77m on critical infrastructure:

- $9.6m on wastewater, water supply and stormwater.
- $51.3m for reinstatement of bridges and road renewals.
- $8.6m Waipaoa Flood Control Scheme
- $11.5m FOSAL category 3 voluntary residential property buyouts.
- $7.1m Solid Waste.

Other variances from the Annual Plan, both favourable and unfavourable, arose during the year. More detailed analysis of all Council's activities are included in "Our Activities" section of this report.



Recovery cost summary	Actual 2024 $000s	Actual 2025 $000s
Funding received		
New Zealand Transport Agency (Waka Kotahi)	41,307	10,726
Other grants	41,443	30,081
NEMA proceeds	496	98
	83,246	**40,905**
Recovery works incurred		
Roading - Reinstatement	47,325	12,831
Recovery	3,820	783
Large Woody Debris and Silt Removal	23,256	24,612
Commercial Sediment and Debris	12,652	146
FOSAL category 3 buyouts	3,120	8,220
Loss FOSAL category 3 buyback	6,636	7,847
Three waters + flood control	958	164
	97,767	**54,602**
Total surplus/(deficit)	**(14,521)**	**(13,696)**
Capital Expenditure		
Roading - Reinstatement	21,701	31,290
Recovery FOSAL category 3 buyouts	10,290	11,548
Three waters + flood control	9,771	664
	41,762	**43,502**
Funded by		
New Zealand Transport Agency (Waka Kotahi)	21,701	21,736
NEMA	4,415	399
Other grants	5,145	15,169
Council Contribution	10,501	6,199
	41,762	**43,502**

Financial relief and remedies

Our recovery efforts have been greatly assisted by the overwhelming support our community has received through the Mayoral Relief Fund and the Disaster Relief Trust. These funds, which consist mainly of public donations, have been used to assist those whose homes were red or yellow stickered, and who experienced substantial damage to their properties or possessions due to these events. Over the past two years we have made grant payments of $24k, 2025 (2024: $257k).

	3YP 2024/25 $000s	ACTUAL 2024/25 $000s	VARIANCE FAVOURABLE/ (ADVERSE) $000s
Revenue from Rates	87,974	87,624	(351)
Grants and Subsidies - Operational	47,818	59,418	11,601
Grants, Donations, Subsidies and Contributions - Capital	106,846	63,617	(43,229)
Revenue from Operating Activities	18,334	16,556	(1,778)
Interest received	0	1,465	1,465
Other finance income	0	6,633	6,633
Other Gains/(Losses)	350	(246)	(596)
Total Operating Income	**261,322**	**235,067**	**(26,255)**
Employee Benefit Expenses	37,139	34,293	(2,846)
Depreciation and Amortisation	31,324	30,262	(1,062)
Operating Activities	103,671	122,223	18,553
Financing costs	6,786	10,575	3,790
Loss FOSAL category 3 buyback	0	7,847	7,847
Total Operating Expenditure	**178,919**	**205,200**	**26,281**
Net surplus/(deficit) before taxation	**82,403**	**29,867**	**(52,536)**
Subvention Income	350	629	279
Income Tax Expense (Benefit)	0	0	0
Net Surplus/(Deficit) after Tax	**82,753**	**30,496**	**(52,257)**
Gains/(Losses) on Asset Revaluation	48,350	(4,092)	(52,442)
TOTAL COMPREHENSIVE REVENUE AND EXPENSES	**131,103**	**26,404**	**(104,699)**

Significant changes contributing to the underlying variance compared to the 2024/25 Budget

	$000s
Higher finance and interest income	8,098
Lower employee benefit expenditure	2,846
Lower depreciation expenses	1,062
Higher subvention income	279
Total Positive Variances	**12,285**
Less	
Lower revenue from grants and subsidies	(31,628)
Lower revenue from operating activities	(1,778)
Lower revenue from Rates	(351)
Higher operating expenditure	(18,553)
Higher Finance costs	(3,790)
Higher loss from infrastructure assets valuations	(52,442)
Higher Losses from FOSAL category 3 buyback	(7,847)
Higher losses from movement in fair value swaps	(596)
Total Negative Variances	**(116,984)**
TOTAL FACTORS CONTRIBUTION TO THE UNDERLYING VARIANCE	**(104,699)**

Asset revaluation

The table below outlines the total movement in assets from impairment and revaluation, which a recorded loss of $4m.

This year all assets were externally revalued. This process resulted in increases in the value of buildings and water infrastructure, which were offset by decreases in roading (driven mainly by reduced land values), declines in other land values and the impairment of Sang Dam.

Significant changes in gains/(losses) on revaluations

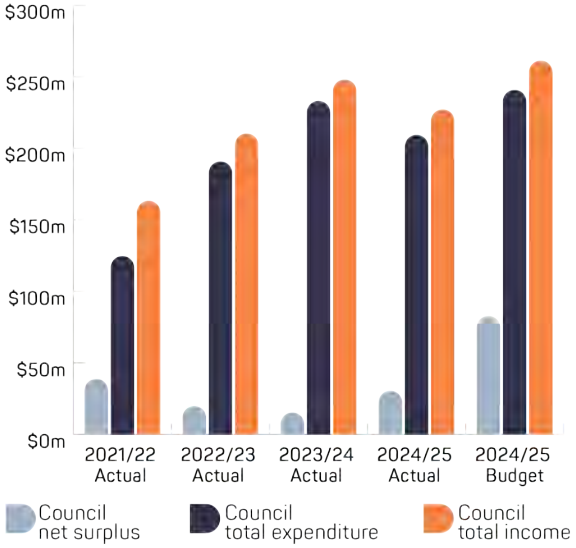
	$000s
Higher values from	
Buildings	10,772
Revaluation on Water Infrastructure	67,055
Lower values from	
Roading Revaluation	(35,812)
Land Revaluation	(43,523)
Impairment of Sang Dam	(2,584)
Overall net revaluation	**(4,092)**

Council sets its operating income at a level to meet each year's operating expenditure. In some cases, this may not be practical or prudent due to the long-term nature of the activity (i.e. wastewater, forestry and soil conservation nurseries) or where there is capital project funding being received as grants/subsidies (eg. Waka Kotahi share for replacing our roading assets).

Council's budget and actual net surplus for 2024/25 is shown below.

The net surplus for 2024/25 is $30.5m. The overall net surplus is lower than the Annual Plan, mainly due to timing of grants received in relation to recovery programme of works. The average net surplus over the last four years is $26m, and while this year's result is lower it is primarily due to the delivery of the roading recovery projects, flood protection and FOSAL Category 3 Voluntary Property Buyouts.

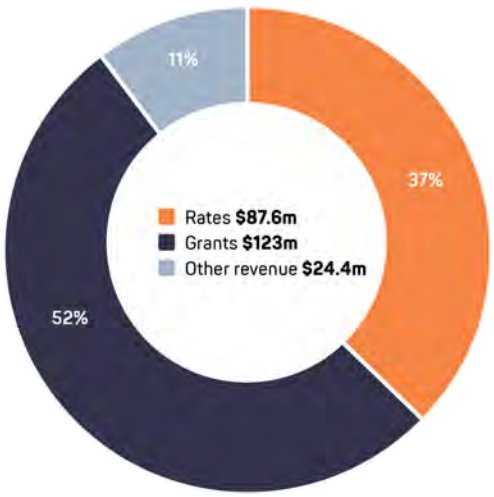
Total net surplus 2024/25



Council income

In 2024/25 the Council received income of $235m compared to Annual Plan of $261m. Most of the lower-than-expected revenue relates to the timing of the Recovery roading capital projects. When the capital projects are completed, grants associated with the work will be paid on completion of those projects.

Council 2024/25 income $235m



In 2024/25 rates income represents 37% of the total operating revenue. Grants and subsidies income accounts for 52% of total income.

The 2024 - 2027 Three Year Plan (3YP) total revenue average over the three years, is made up of 37% rates, 10% other revenue and 53% grant income. Prior to Cyclone Gabrielle and the 3YP, revenue from rates averaged 60% of the total rate revenue.

The lower rates threshold for the 3YP represents significant external funds supporting our emergency response and reinstatement costs. While Council is not fundamentally better off from grants - as they were to reinstate where we were before the Cyclone - it does mean the funding support from Central Government and from our insurance proceeds results in a significantly reduced burden on the rate payer.

A key direction in Council's financial strategy is to reduce the reliance on rates income. This year's results fit within the 3YP Financial Strategy.

Council expenditure

Council expenditure includes the day-to-day costs necessary to run the organisation. Costs are incurred to maintain, manage, develop and provide diverse services and facilities to the district.

The cost of Council doing its day-to-day business is driven by a number of factors including inflation, debt levels, salary and wages, inflation, amount of assets we own (and therefore have to maintain) and whether the Council increases or decreases the amount of services provided to the community.

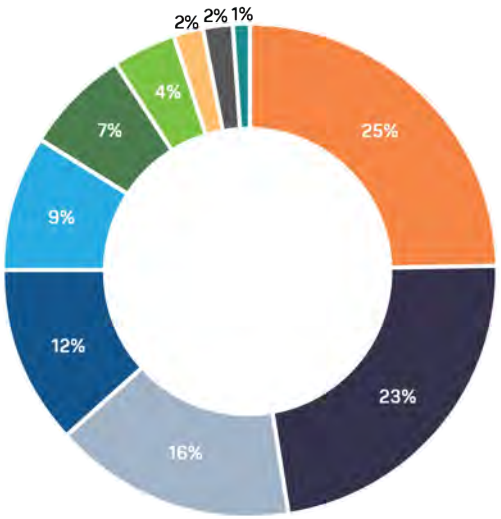
As shown by the pie graph Journeys (Roading), Four Waters, Solid Waste and Environmental Services made up 53% of total operating expenditure of the Council. The roading activity on its own, represents 25% (or $51m) of the total costs.

Regional Leadership and Support represent 23% (or $46.7m) of the total expenditure. Within these costs are the costs of recovery, including FOSAL related expenses - Category 3 Voluntary Relocation grants, Category 2P grants and losses arising from write down costs from Category 3 property buyouts. These costs represent around $17m (or 8%). In addition to recovery expenditure there are interest costs (including loss on fair value of interest rate swaps), rates remissions, Civil Defence, cost of Democracy, tourism and economic development.

Council has over $2.9b invested in assets. These are mainly used to provide essential services to our communities – roads, water, stormwater, wastewater, flood protection, parks, open spaces and community facilities. Council must ensure these assets are maintained and replaced if necessary, so that the services they provide can continue now and into the future.

The maintenance and depreciation on Councils assets are costly. In 2024/25 depreciation and amortisation charges totalled $30.3m, this is 15% of our total costs.

The total cost of all services were $205m.



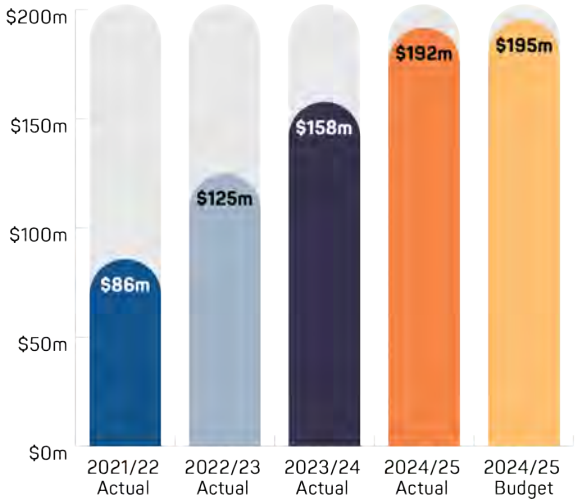
- Roads and Footpaths **$50.7m**
- Regional Leadership and Support **$46.7m**
- Solid Waste **$32m**
- Liveable Communities **$25.5m**
- Environmental Services and Protection **$17.6m**
- Wastewater **$13.7m**
- Water Supply **$9m**
- Stormwater **$3.9m**
- Land, Rivers and Coastal **$3.9m**
- Commercial Operations **$2.2m**

Council debt

At year end, our total long-term debt is $197.8m. Overall net debt is $192m, slightly under Annual Plan budget of $195.4m. Overall net debt is made up of external debt, short term bank facilities and offset by borrower notes and gain on fair value adjustment for concessionary loans.

A concessionary loan of $30m at zero interest rate for a period of 10 years was given as part of Central Governments $204m "recovery package". The concessionary loan is applied against Council's share for FOSAL Category 3 Voluntary Buyouts, flood protection works and roading recovery costs. To date $15m has been drawn down.

Refer to Note 22 under the "Our Finances Section".



Council capital expenditure

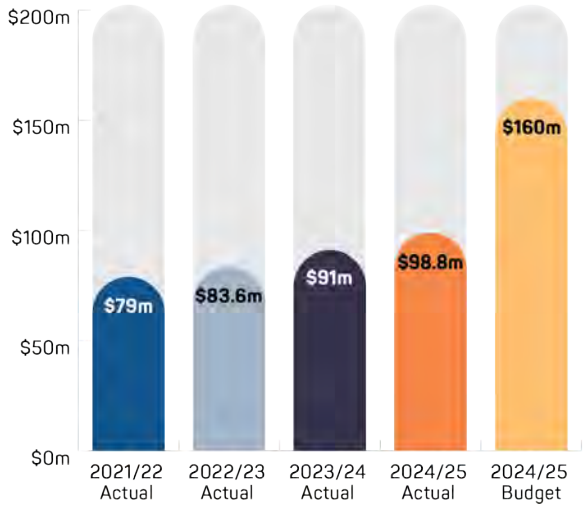
During the year we spent $99m of capital investment on our existing and new assets against the Annual Plan budget of $160m.

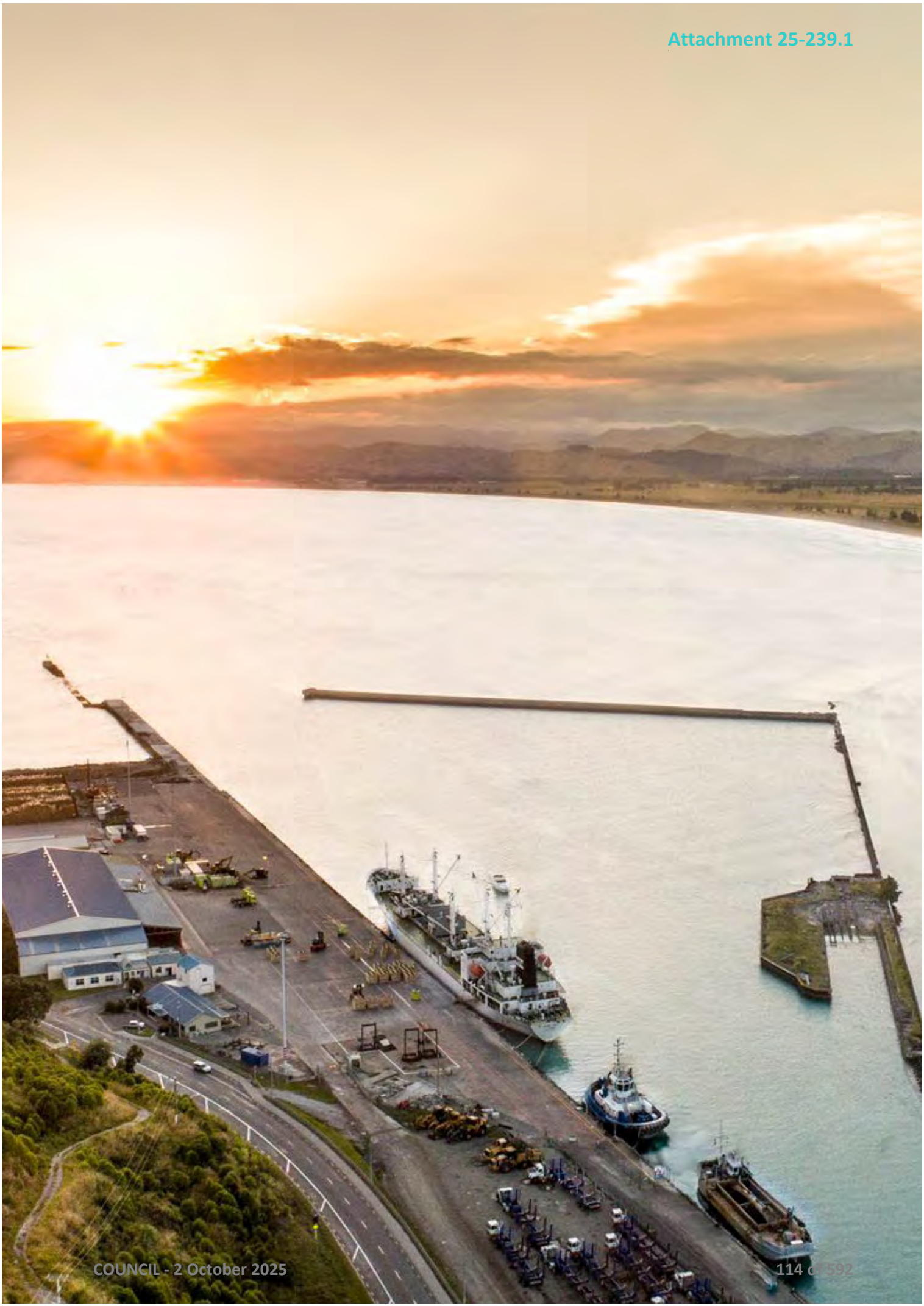
Capital expenditure is less than the Annual Plan budget, mostly due phasing of the Recovery programme: FOSAL Category 3 Voluntary Buyouts, Roading reinstatement and Flood Resilience projects.

In the past year, of the $99m we completed 78% (or $77m) on critical infrastructure.

Key highlights included:

- Total of $9.6m for wastewater, water supply and stormwater.
- A total of $51.3m for reinstatement of bridges and road renewals.
- $8.6m spent on Waipaoa flood control scheme.
- $11.5m FOSAL category 3 voluntary residential property buyouts.
- $7.1 m Solid Waste for waste minimisation initiatives including Transfer Station - Resource Recovery Centre site.





Part 4

Ā tātau mahi

Our activities

This section showcases performance highlights, presents our measures and levels-of-service results, identifies areas for improvement and actions taken, and provides our finances at a glance.

Photo credit: Trust Tairāwhiti

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Legend

Performance measures

- Fully achieved
- Slightly under target (within 5% of target)
- Not measured
- Not achieved

Community wellbeing icons

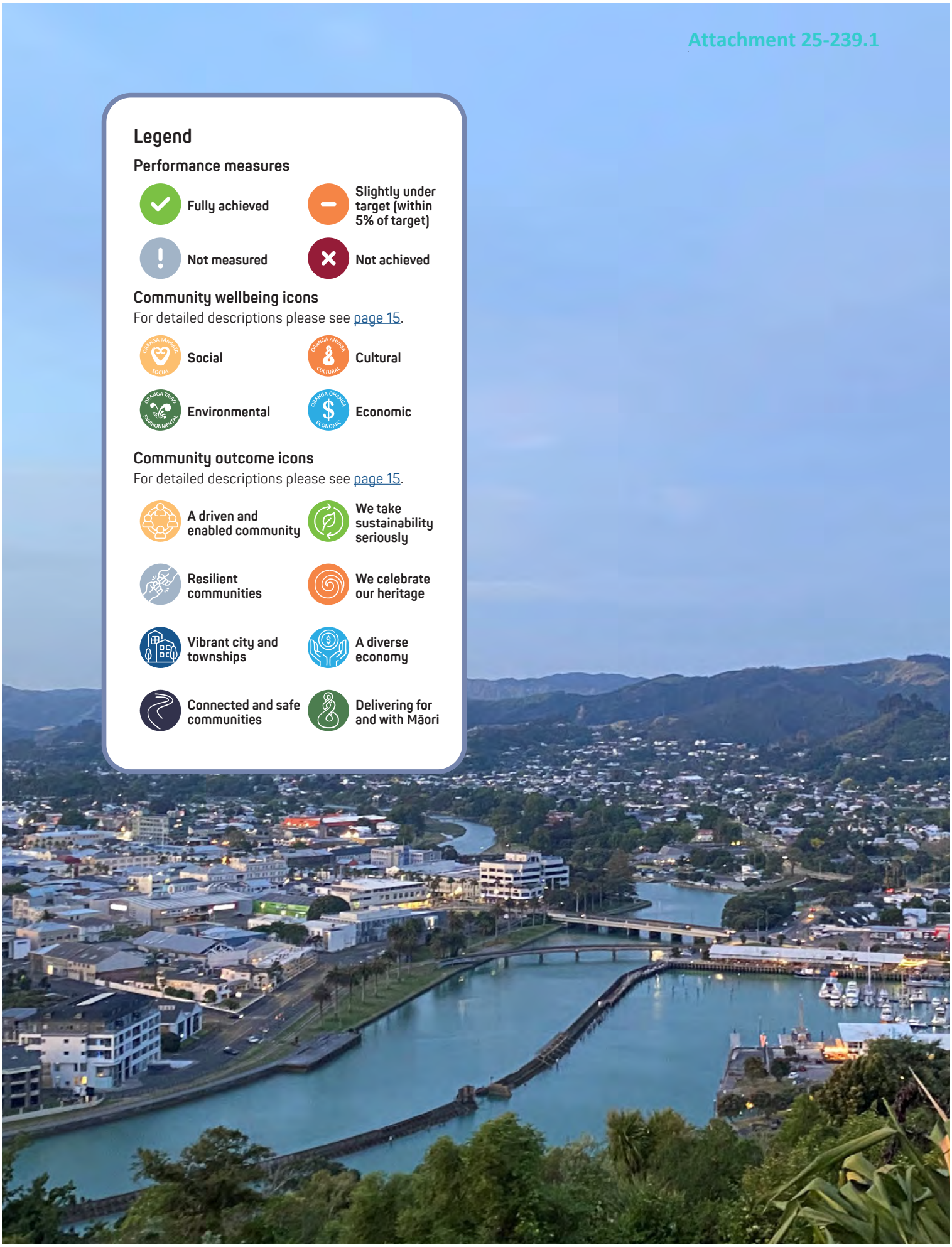
For detailed descriptions please see page 15.

- Social
- Cultural
- Environmental
- Economic

Community outcome icons

For detailed descriptions please see page 15.

- A driven and enabled community
- We take sustainability seriously
- Resilient communities
- We celebrate our heritage
- Vibrant city and townships
- A diverse economy
- Connected and safe communities
- Delivering for and with Māori





Me pēhea te pānui i tēnei wāhanga

How to read this section

This section outlines Council's activities and performance for 2024/25. Each activity summary includes:

What we do

An overview of the work we do, outlining the key services, functions, and responsibilities we provide for the community.

Progress on Three Year Plan

An overview of each activity's Three Year Plan initiatives, summarising project progress and what we've achieved so far.

Highlights of 2024/25

Showcases standout achievements from the past year, each paired with a short description of what went well.

Snapshot of services

Provides an at-a-glance summary of core service volumes, giving a clear picture of how we're delivering on key functions.

Our levels of service and how we measure progress

Details each activity's levels of service and performance results from the past three years, with commentary where targets were slightly under or not met.

Significant effects of delivering this activity

Notes potential downsides of delivering this activity, explains the steps we're taking to manage risks, and highlights what has changed since the last Three Year Plan.

Recovery and resilience

Briefly outlines any cyclone recovery work or long-term resilience efforts still underway that continue to influence this activity.

What it cost

Sets out each activity's finances, comparing budgeted and actual spend and revenue. Highlights key variances, outlines funding sources, and explains any deviations from the original budget.

What was different from the budget

This section provides rationale for any changes to the cost of the activity compared to the budget.



Te Rōpū Ratonga Taiao me te Haumaru
Environmental Services and Protection

What we do

This group supports the sustainable management of our district's natural and built environments, while also contributing to the wellbeing of our communities. It includes activities that guide how we use land and resources, ensure buildings are safe, and uphold environmental and public safety standards. The group covers:

- Building Consents
- Enforcement and Compliance
- Resource Consents

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Inspections	4480
Building consents	769
Code Compliance Certificates (CCS)	976
Land Information Memoranda (LIM)	276



Highlights

Sharp increase in Building Warrant of Fitness audits

We completed 115 Building Warrant of Fitness audits this year, up from just 20 the previous year. This improvement brings us closer to MBIE expectations and reflects targeted effort by our team.

Processing timeframes

We are currently tracking at 98% for meeting our 20-working-day target for building consents, compared to 87% in 2024.

More pool inspections completed each week

To meet three-yearly inspection requirements under MBIE rules, we increased the number of residential pool inspections from 8 to 12 per week. A dedicated pool inspector is now in place and carrying out this work consistently.

Building Consents

What we do

We help ensure that buildings in our district are safe, durable, and built to code. Our work includes processing building consents and compliance certificates, inspecting swimming pools, and supporting property decisions through LIMs and building information. We also respond to service requests, monitor building safety, and assess buildings after natural disasters to help keep people and places protected.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Digital inspection records	Move to fully digital inspection records to remove the current requirement for a two-step process. Select mobile devices that have both handwriting and voice recognition to smooth the input pathways.	Progress continues toward fully digital inspection records. Trials with tablet devices have been completed, and the team is preparing to transition to a fully digital process.
	Earthquake prone building strengthening	Complete the earthquake prone building strengthening project so that there are no buildings that are earthquake prone as defined by the Building Act 2004 in the city area. Use the provisions of the Building Act 2004 to enforce strengthening where the building owner has not met their legal requirements.	Work is ongoing to ensure all affected buildings meet the requirements of the Building Act 2004. Signage compliance is being monitored, with enforcement action available where obligations are not met. There are currently 17 buildings left to strengthen. Of these, 10 are due by 2031 and the other 7 by 2027. Of the seven due by 2027, three require only minor parapet repairs to meet the strengthening criteria.
	Elevating Tairāwhiti	Assist with raising houses to directly mitigate flood-related risks, thereby reducing the risk to life and potential future damage to property.	Property elevation work to reduce flood risk is ongoing.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We will deliver a customer-focused building consents and compliance monitoring service that meets statutory requirements.					
The percentage of building consents issued within 20 business days.	95%	86.1%	86.7%	98.2%	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Strengthening requirements for earthquake-prone buildings can lead to the demolition of older buildings, which may impact the heritage character of the CBD.	Any proposed demolition of a heritage-listed building must go through a resource consent process. Applications are assessed by experts in structural safety, heritage values, and building legislation to ensure a fair balance between public safety and heritage protection.	Many businesses and building owners continue to strengthen commercial properties, despite the government moratorium on final deadlines for earthquake-prone building compliance.

Recovery and resilience

House lifting

Work remains influenced by cyclone recovery, with consent applications and inspections continuing as affected properties progress through the elevation process.

Category 3P properties

The team continues to provide technical support to the Recovery Team as they progress Category 3P properties under the FOSAL scheme. These are high-risk sites identified as unsafe for future residential use due to unacceptable flooding or landslide risk.

Enforcement and Compliance

What we do

Our enforcement and compliance work helps protect the people and places of Te Tairāwhiti by making sure the rules that keep our communities safe, healthy, and thriving are followed. Whether it's managing how land and water are used, supporting safe food and alcohol practices, or helping ensure public spaces are welcoming and well-managed, we're there to guide, educate, and when needed, enforce. We operate across a wide mix of responsibilities – from environmental monitoring to city watch, animal control, licensing, and harbour safety – using consistent, best-practice processes shaped by national legislation and local plans. By making it easier for people and businesses to understand and meet their obligations, we support a region where safety, sustainability, and fairness are part of everyday life.

Highlights

Six enforcement orders granted

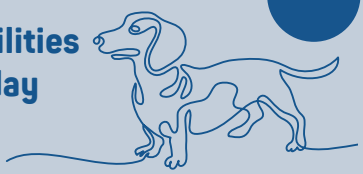
The Environment Court granted six enforcement orders this year. Five related to forestry activities and one to earthworks. These outcomes reflect consistent follow-through on non-compliance and the team's commitment to upholding environmental standards.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Updated radio system for our parking wardens	The old team radio system needs updating. A team radio system is paramount for the safety of our parking wardens. The radios are linked to the police to request assistance should parking wardens and/or members of the public need urgent assistance.	Radios for parking wardens have been upgraded.
	Compulsive hoarding in Tairāwhiti	Establish a network of early detection.	Council received the region's first sealed court order in several years for the cleanup of a high-severity hoarding case. Planning is underway for an initial stakeholder meeting to support the establishment of a permanent early detection and intervention network.
		Create a memorandum of understanding in partnership with pertinent stakeholders (Te Whatu Ora, Social Services etc).	Development of a memorandum of understanding will occur alongside the formation of the early detection network to ensure alignment with partner roles and responsibilities.
		Create a feasible cost recovery plan for Council.	Cost recovery was successfully achieved in the recent case via charges placed on the land. This remains Council's preferred mechanism for future cases under the Health Act 1956.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along everyday



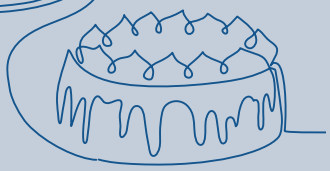
Parking meters **56**

Registered dogs **9951**

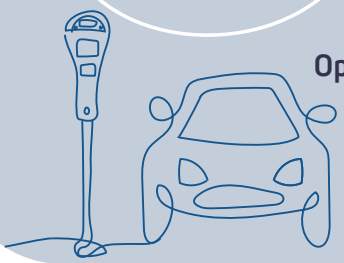


Open environmental consents **6390**

Site monitored **206**



Registered food businesses **322**



Community outcome/s	Projects	Initiatives	How we are going
	Alcohol related harm reduction	Continue and improve collaboration with reporting Agencies, licensees and members of the public to reduce alcohol related harm.	Council-hosted workshops in April 2025 were well-attended and supported strong agency and licensee engagement. The revised Local Alcohol Regulatory Agencies (LARA) meeting format is enabling improved coordination.
		Collate and provide statistical analysis to support bylaws and local policies review process.	Engagement with Police and Te Whatu Ora continues. While access to robust local data remains a challenge, quarterly engagement with data providers is planned to support evidence-informed policy.
		Improve Graduate Response Module with the introduction of infringement/enforcement action.	This work was temporarily paused to accommodate other priority activities. Progress is scheduled to resume in 2025/26.
	Food/health monitoring and compliance	Improve our interaction and compliance processes with operators that trade under the legislative frameworks of the Food Act 2014 and Health Act 1956.	Progress continues with stronger engagement from food business operators. Training initiatives are scheduled for rollout in the next financial year, and information on the new MPI food levy was successfully communicated.
		Enhance monitoring capability for Offensive Trades present in Tairāwhiti by incrementing inspections rate and potentially including soil and water analysis.	This work was temporarily paused to accommodate other priority activities. Progress is scheduled to resume in 2025/26.
		Establish a consistent monitoring process for traders operating under the Mobile Shops and Other Traders Bylaw 2014.	Implementation of monitoring processes will follow the completion of the current bylaw review.
	Working groups	Establish working groups with the community around the environmental compliance sector.	Council continues to engage with national special interest groups and external partners to strengthen environmental compliance practice. This collaboration supports consistent standards, risk management, and transparency across high-risk activities.
	Port and Harbour Safety Code (PHSC)	Continue to ensure PHSC compliance through active participation with Eastland Port and Maritime New Zealand.	External and self-audits were completed in October 2024 and June 2025 respectively.
	Emergency Response	Respond to maritime emergencies including oil spills as required.	Three maritime spill incidents were responded to during the year.
	Navigation safety	Ensure Maritime Transport Act harbourmaster requirements are met for navigational safety of all commercial vessels and pleasure craft.	Requirements are consistently met on a daily basis, ensuring the safety of both commercial and recreational vessels.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We provide animal control services that protect our community from threats to their safety by monitoring and enforcing compliance with legislation and through dog registration.					
The percentage of routine requests for dog or stock control issues responded to within two days.	85%	89%	93%	99%	Target met.
The percentage of urgent requests for dog or stock control responded to within 30 minutes.	90%	92%	93%	98%	Target met.
We regulate and monitor the safe operation of premises selling food and/or alcohol.					
The percentage of applications for alcohol licences processed within target time frames.	65%	72%	75%	79%	Target met.
The percentage of registered and licensed premises that undergo an environmental health compliance inspection annually.	65%	74%	83%	71%	Target met.
We help reduce community annoyance from excessive or unwanted noise and respond efficiently.					
Noise control response within one hour.	70%	86%	85%	88%	Target met.
We maintain the Port and Harbour Safety, Code Safety, Management System (SMS) and respond to maritime emergencies.					
Our Port and Harbour Safety Code (SMS) has been self-assessed with the port within the last 12 months.	Compliant	Compliant	Compliant	Compliant	Target met.
We initiated our response to all maritime emergencies within 30 minutes of notification.	≤30 mins	No events	No events	Achieved	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it
Serious non-compliance can reduce the number of resource consents we're able to monitor, as staff are pulled into higher-risk investigations and enforcement work.	We use a risk-based approach to prioritise inspections, which helps us stay on top of key issues and adapt to disruptions, including those linked to climate change.

Resource Consents

What we do

We process resource consents and related approvals under the Resource Management Act, Building Act, and other legislation. This includes land use, subdivision, discharges, forestry, water takes, coastal permits, and more. Our work helps protect the natural and built environment, supports sustainable development, and ensures the community and iwi can maintain connections to places of cultural significance. We provide clear, consistent processes that give certainty for development while meeting our legal responsibilities and safeguarding the things that make Te Tairāwhiti unique.

Highlights

95 percent of targets met

Statutory performance improved significantly this year, lifting from results in the 70 percent range in previous years to above 90 percent in recent months. Our final result of 95 percent reflects strong delivery and system improvements.

Building and Resource newsletter

The Building and Resource Consents newsletter continues to go out every three months, providing updates on progress, upcoming changes, and continuous improvement work across the team.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Cost recovery	Implement a structured cost recovery process, providing transparency across fee structures to consent applicants through regular updates on cost tracking.	Cost recovery practices continue to improve through the development of standardised templates and tools. The Touchpoint model remains in use to support clear and proactive communication with applicants.
		Ongoing identification and resolution of system inefficiencies impacting cost recovery.	New Standard Operating Procedures and a guidebook for external planners have been developed to promote consistency in charging. A supplementary fee guide for applicants is nearing implementation.
		Continue collaborating with Council's Finance and Information Technology teams to establish cost recovery solutions.	Collaboration with internal teams is progressing, including new debt follow-up processes and improved invoice tracking through automated reporting.
	Executive summary process: Iwi/Hapū	Continue working closely with our Te Tiriti Partners to develop and implement processes that empower Iwi and Hapū to play an active and meaningful role in the consenting process.	The Executive Summary process is now in place with Te Aitanga a Māhaki, Ngā Uri a Te Kooti Rikirangi Trust, and Ngāti Porou. A shared administrative procedure supports consistency and understanding.
		Continue providing support and mentoring for the Executive Summary process, with ongoing evaluation to ensure it remains fit for purpose and continues to meet requirements.	Council's Māori Engagement Advisor continues to lead implementation. SOPs and a broader framework are being developed to ensure the process remains robust and aligned with partnership expectations.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Resource consents **318**

Permitted activity notices **49**

Survey plan approvals **116**



Community outcome/s	Projects	Initiatives	How we are going
	Māori engagement	Enhance Council's engagement strategy with Iwi and Hapū, with a key focus on strengthening and maintaining effective relationships.	Engagement continues through both formal and informal channels, including the Executive Summary process and direct collaboration facilitated by the Māori Engagement team.
		Continue providing guidance, training, and best practice tools to empower staff to engage purposefully with Iwi and Hapū, while co-developing initiatives and delivering outreach training to support their role as Kaitiaki.	Ongoing guidance is provided across the organisation to build staff understanding of Treaty obligations and best practice engagement. Work is underway to formalise this through an SOP and a broader engagement framework.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We meet regulatory timeframes and apply best practice when processing applications.					
Percentage of resource consents processed within statutory RMA timeframes.	70%	77%	78%	95%	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Obtaining a resource consent creates compliance costs for businesses and individuals.	Ongoing prioritisation of the Continuous Process Improvement project.	Shared responsibilities with the Compliance team have been formalised through new Standard Operating Procedures (SOPs). This has improved clarity, streamlined handovers, and supported greater consistency in both consent processing and follow-up compliance activities.

What it cost (Group)

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	1,586	1,248	338	737
Revenue From Exchange Transactions	6,571	6,569	2	5,569
Expenses	13,510	10,991	(2,519)	11,465
Net Cost of Service	**5,353**	**3,174**	**(2,179)**	**5,159**
Capital Expenditure				
Capital Projects	**25**	**0**	**(25)**	**20**

What was different from the budget

[1] Revenue from non-exchange transactions was $338k above of the plan, mainly due to additional government grants received to support increased resource consent activity related to recovery capability funding.

[2] Revenue from exchange transactions aligns to the plan.

[3] Expenditure is $2.5m above plan. This is partly due to government grant funded project as noted above under revenue. The rest of higher-than-expected costs relate to prosecution, enforcement order and investigation costs, increased consultancy expenses to meet demand for resource consents, and operating costs for the Parking activity.

[4] Capital expenditure relates to the replacement of minor plant and radios for parking wardens.

Te Whenua, ngā Awa me te Takutai

Land, Rivers and Coastal

What we do

We manage rivers, drainage, and coastal protection to reduce flood risk, protect land and infrastructure, and support community resilience. This includes maintaining flood control schemes, stopbanks, land drainage systems, river channels, and coastal protection structures. We monitor river levels and changes to rivers and coastlines to provide timely flood warnings and guide maintenance. Our work helps safeguard people, properties, and productive land from flooding, erosion, and sea-level rise. Across our network, we manage over 303km of rivers and streams, 277km of drains, 75km of stopbanks and 2km of coastal defences.

Highlights

ANZAC Park Revetment

The timber pile revetment at ANZAC Park was destroyed during Cyclone Gabrielle in February 2023, causing significant scour damage along the Waimata River's left bank. Council prioritised the 180-metre reinstatement project, which was completed six months ahead of schedule.

Te Karaka flood resilience upgrade

Two upgraded stopbank options have been developed with input from iwi and the Te Karaka community. Designed to withstand flood flows up to 40% greater than Cyclone Gabrielle, the project is now moving toward consents, detailed design, and land acquisition. This work marks a major step in strengthening long-term flood resilience for the area.

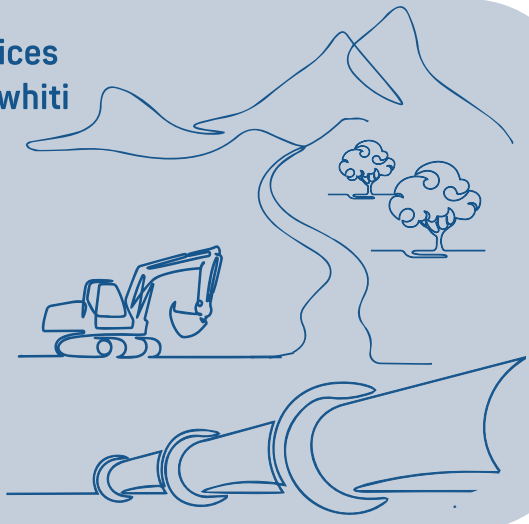
Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Waipaoa River Flood Resilience Improvement Project	Complete the upgrade (raising / widening) of all the remaining 21km of Waipaoa stopbanks on the western side of the Waipaoa River, including related infrastructure and renewal of all pipes under the stopbank. Continue civil construction works, planning, investigations, geotechnical assessments, and detailed design for future stages on the western side of the Waipaoa River.	An additional 6.2 km of stopbanks were upgraded this season, bringing the total to 53.7 km. A major culvert renewal near Whakaahu Stream is underway, with completion expected in spring. Tendering is complete for the next 6 km of upgrades, scheduled for 2025/26, alongside the Whatatuna Floodgate upgrade. Two land acquisitions were secured to enable future stages. Approximately 8 km of stopbank improvements remain, with completion targeted for June 2026, weather permitting.
	Coastal Hazard Management	Removal of Council coastal infrastructure / assets once they become a health and safety risk and making areas safe, to protect the community and coastal users.	Council has opted to retain coastal structures where possible in response to community preference and cost-effectiveness. All identified health and safety issues have been addressed. During emergency events, river outlets and sandbars were opened to prevent further damage to coastal assets.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Stopbanks	75km
Rural land drains	277km
Rivers and streams	303km
Coastal defences	2km



Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Ensuring the community is safe and prepared, we'll actively monitor and manage the drainage of rivers and streams to minimise flood risk and coastal erosion.					
✓ Flood control stopbank length is inspected annually and maintained to a 1-in-100-year protection standard. *Mandatory measure - DIA*	25%	29.8%	25%	27.8%	Target met. 27.8% of our total stopbank length underwent inspection during 2024/25.
✓ The percentage of customer service requests relating to Land, Rivers and Coastal to which Council resolved within the timeframe specified.	80%	66%	60%	93%	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it
There are design limits, and at some point, these will be exceeded. Over-reliance on structural engineering solutions can lead to a shift from regular flood events to rare and catastrophic disasters. Increased development and intensification within areas protected by flood control schemes means that, when a scheme eventually fails, the consequences can be severe. The maintenance and installation of hard coastal erosion protection assets to protect property can lock up sand resources and lower general beach levels, reducing the amenity and usability of the area.	Reviewing and updating design limits e.g. designing for climate change (rainfall and sea level rise). Reducing the amount of development and intensification in the area protected by a stopbank. Change land use to reduce peak catchment runoff rates e.g. from pastoral to forestry. The management of unsustainable hill country to reduce sediment loads and bed/berm aggradation. Taking a different approach from hard structures to soft structures eg. sand pushups and dune planting. Alternatively adopting a managed retreat approach e.g, requiring relocatable housing, planning provisions and allowing natural erosion processes over hard structures.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	762	912	(150)	79
Revenue From Exchange Transactions	10	292	(282)	74
Expenses	3,880	5,230	1,350	3,498
Net Cost of Service	**3,108**	**4,027**	**919**	**3,345**
Capital Expenditure				
Capital Projects	**8,668**	**12,075**	**3,408**	**10,062**

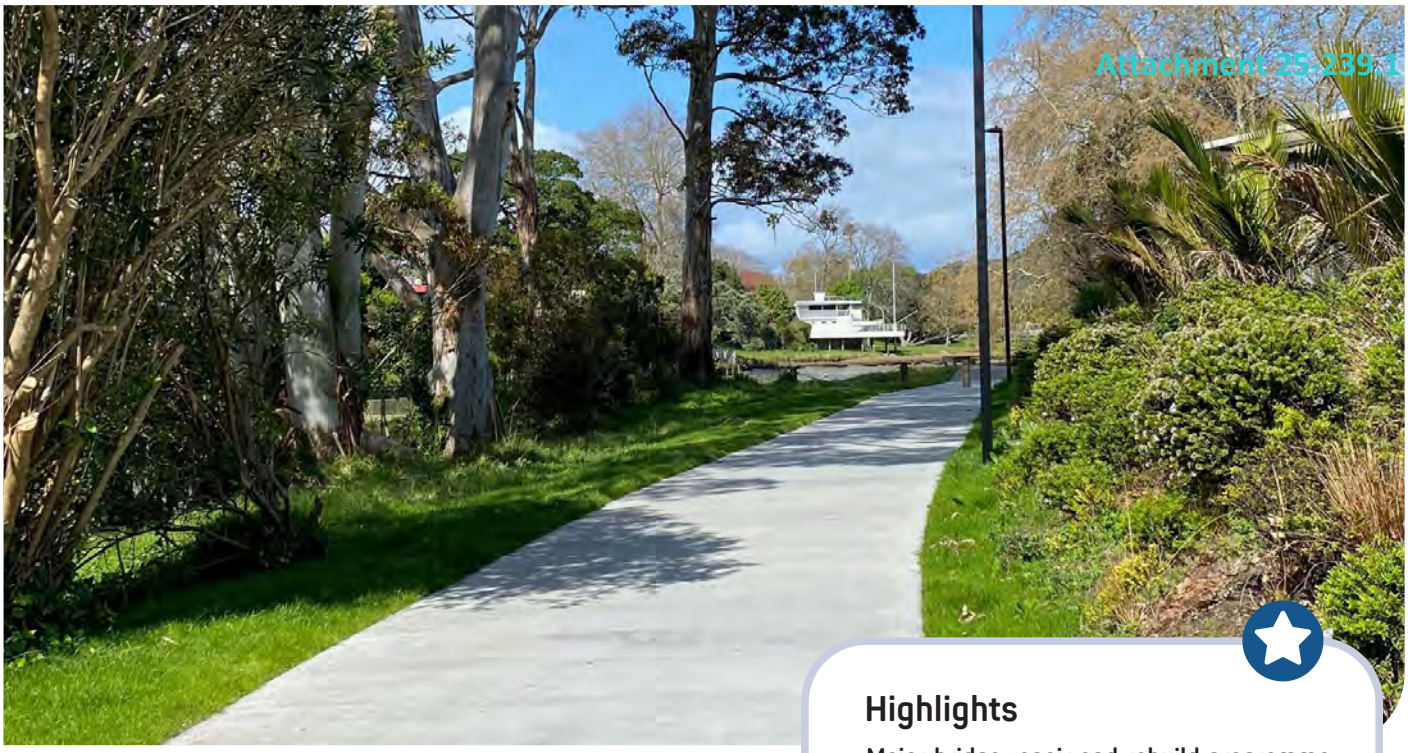
What was different from the budget

[1] Revenue from non-exchange transactions is $150k below plan, mostly to do with the timing of grants and subsidies from central government for Category 2 flood resilience. This represents 90% of the funded works noted in expenditure below. Unspent funding will be carried forward to the financial year when the work will be completed.

[2] Revenue from exchange transactions is $242k below plan, primarily due to reduced river license fees while the Waipaoa stopbanks were underway.

[3] Expenditure is $1.3m below plan, mainly due timing of Flood Protection modelling. This work is timed to occur with the review of the regional-wide Category 2 flood resilence programme and due to completed over the next financial year.

[4] Capital Expenditure is $3.4m below plan mostly due to the timing. Last year, the Waipaoa River Flood Control works was ahead of plan ($5.8m).The total capital projects for this year relates to regional wide Category 2 flood resilience works, where (90%) is funded through the National Infrastructure Funding and Finance (NIFF) programme.



Ngā Rori me ngā Ara Hīkoi
Roads and Footpaths

What we do

We maintain and develop Tairāwhiti's extensive land transport network to support a connected, resilient, and accessible district. Our work includes maintaining 1,899km of local roads, managing bridges, footpaths, cycleways, and streetlights, and operating public and school bus services. We also deliver road safety education and invest in walking and cycling infrastructure to improve community wellbeing. Reliable transport links are critical for connecting isolated communities, supporting economic activity, and improving travel options across the region. Much of this work is co-funded through Waka Kotahi's National Land Transport Programme.

Highlights

Major bridge repair and rebuild programme progressing
Repairs have been completed on 42 cyclone-damaged bridges, with another 14 funded and construction underway on 13. Four priority bridge rebuilds are also moving into construction phase.

Resilience works underway with iwi partners
Stage one of a drainage improvement programme across key rural evacuation routes has been completed on time and within budget. Planning for stage two, covering 221 sites, is now well advanced.

Tiniroto Road bypass confirmed
A new route around the Hangaroa Bluffs has been confirmed to improve resilience and access. Designs are under way, with construction expected to begin in December 2025.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day



Bridges	413	1899km	Roads
Streetlights	3703	239km	Footpaths
Roundabouts	21	18.5km	Cycle lanes / shared paths

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Strategic network resilience and investment plans	Planning for longer term resilience after recovery, inter-regional connectivity with Hawke's Bay, the heavy vehicle route and better city centre junctions with State Highway for all transport modes.	The Strategic Roading Network Resilience Programme Business Case is in peer review, with submission expected in August. Funding is still being sought for the transport model and interregional connectivity initiatives.
	Resilience improvements	Implementation of any early adoption resilience improvement items identified in the strategic network resilience and investment plans.	Key early resilience projects are progressing under the National Resilience Fund, including the completed Hill Road retaining wall and planned works at Kaiinanga Hill and Tauwhareparae Road. Planning for culvert upgrades on Wheatstone Road is underway.
	Emergency works/ recovery	Ensure Council's ongoing emergency works and recovery programme is delivered.	Recovery works are ongoing, with approximately 30% of recovery projects completed. Contracts are being staged to manage the volume of work, including bridges, slips, and dropouts. Community consultation is continuing, with resilience outcomes incorporated into planning. Additional events, such as Tokomaru Beach erosion, have added to the programme.
	Road and footpath infrastructure renewals	Road and footpath renewals, resurfacing, rehabilitation including drainage, structures, services and environmental renewals within maintenance contracts and consistent with active transport and network strategies.	Renewals are progressing in line with maintenance contracts. NZTA reporting on pothole repairs began in Q3 2024/25, with 84% of repairs completed within the required response timeframes.
	Minor improvements	Safe systems infrastructure improvements for crossings, intersections, schools, traffic calming, delineation, new footpaths and cycleways, LED streetlights and township upgrades etc.	Safety and accessibility improvements continue across the network. The Grey Street trial has been completed and is under review. Township upgrades include new footpaths in Te Karaka and planning for a new footbridge in Matawai. Inclusive infrastructure is being incorporated into wider CBD revitalisation planning.
	Road safety	Working with partners on activities consistent with the regions Road Safety Action Plan to reduce harm on our roads and support safe systems.	Council continues to support road safety outcomes through the regional Road Safety Action Plan. National-level responsibilities, including advertising and speed cameras, have shifted to NZTA, with Police focusing on enforcement of drugs and alcohol.
	Taruheru River path	Progress the Taruheru River Walking and Cycling Project to achieve the goals set in the Tairāwhiti 2050 Spatial Plan.	Early engagement with iwi and affected parties has commenced. External funding has not yet been secured for this project.
	Public transport	Implementation of improvement actions identified through the public transport review and Regional Public Transport Plan, including bus shelter replacements, service improvements and the National Ticketing System.	The new bus contract, effective 1 June 2025, introduces a simplified base network of three cross-city routes operating on an hourly frequency. Waka Kura services have been streamlined, with fewer routes and increased capacity to better meet demand. Fare increases will be implemented in line with national guidance. The rollout of the National Ticketing Solution has been delayed until at least September 2026..

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We ensure the roading network is designed and managed for safe use with low crash and injury rates.					
The change from the previous financial year in the number of fatalities and serious injury crashes on the local road network, expressed as a number. *Mandatory measure - DIA*	Decrease from previous year	3 Fatal 15 serious	0 Fatal 13 serious	1 Fatal 10 Serious	Target partially met. Although the combined total of fatal and serious injury crashes decreased from the previous year, the number of fatal crashes increased by one in 2024/25.
We operate and maintain a reliable roading network that is in good condition and fit for purpose.					
The percentage of customer service requests relating to roads and footpaths to which Council responds within the time frame specified. *Mandatory measure - DIA*	80%	80.2%	82%	83%	Target met.
The average quality of ride on a sealed local road network, measured by smooth travel exposure. (The sealed road network has a roughness reading of less than 150 NAASRA). *Mandatory measure - DIA*	80%	84%	81%	Not measured	Results are sourced from NZTA Transport Insights. Data for 2024/25 was not available at the time of publication and will be reported once released by NZTA.
The percentage of the sealed local road network that is resurfaced. *Mandatory measure - DIA*	5%	8.1%	6%	Not measured	Results are derived from NZTA Transport Insights which has not provided data for 2024/25.
The percentage of footpaths that fall within the service standard for the condition of footpaths that is set out in the Engineering Code of Practice. *Mandatory measure - DIA*	90%	95%	Not measured	97%	Target met.
We provide and maintain affordable and accessible transportation services that balance the needs of all users.					
The number of bus passengers per annum.	≥135,500	123,343	123,934	130,194	Slightly under target however Patronage is up 5% on last year, showing steady recovery four years on from the COVID-19 decline.
Percentage of residents using the shared walking and cycling network as found in the annual survey.	Increase	74%	77%	71%	Target not met. Lower usage reflects reduced national focus and investment in active transport, with local feedback still calling for safer, better-connected routes..

Significant effects of delivering this activity

Potential negative effect	How we manage it
The land transport function is road maintenance and construction; On occasion this may lead to higher greenhouse gas emissions.	Ensuring an efficient maintenance schedule, promoting mode shift, and investigating the use of alternative materials to reduce carbon emissions. Contracts now have broader outcomes to include reduction of carbon emissions and waste reduction.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	24,168	24,251	(83)	58,658
Revenue From Exchange Transactions	179	150	28	94
Expenses	46,730	45,712	(1,018)	83,976
Net Cost of Service	**22,383**	**21,310**	**(1,073)**	**25,224**
Capital Expenditure				
Capital Projects	**51,333**	**84,737**	**33,404**	**42,466**

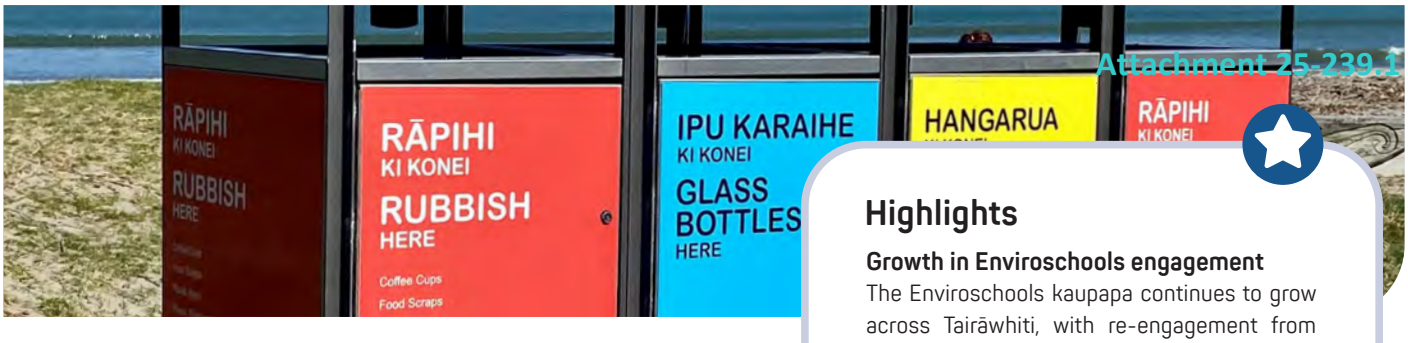
What was different from the budget

[1] Revenue from non-exchange transactions is aligned with plan..

[2] Revenue from exchange transactions aligns with plan

[3] Expenditure is $1m above plan, mostly driven by additional network maintenance costs and additional emergency reinstatement works. After the adoption of the 2024-2027 Three Year Plan, New Zealand Transport Agency granted more funding than we had planned towards our local roads. The additional network maintenance costs have been funded at 68% and emergency works at an average funded rate of 94%.

[4] Capital Expenditure is $33m below plan, mainly due to the timing of emergency reinstatement costs, with works expected to continue over the 2024-2027 Three Year Plan. Recovery projects are scheduled for completion over a three to five year period, with phasing to be updated through the annual planning cycles. Both the external funding and capital expenditure will be carried forward into the following financial years..



Para Mārō
Solid Waste

What we do

We're working to create a cleaner, healthier Tairāwhiti by managing waste responsibly and promoting smarter ways to reduce it. Our services include kerbside collections, rural transfer stations, public place cleaning, recycling initiatives, and landfill management. Guided by our 2018–2024 Waste Management and Minimisation Plan, we're focused on reducing the amount of waste sent to landfill and protecting our environment for future generations, while meeting our responsibilities under national legislation.

Highlights

Growth in Enviroschools engagement
The Enviroschools kaupapa continues to grow across Tairāwhiti, with re-engagement from a number of schools. A total of 7,700 tamariki and students are now involved across 15 early childhood centres and 32 schools.

Community-led waste education
Nine community workshops were held at the Tairāwhiti Environment Centre with five focused on composting and four on broader sustainability topics.

Tokomaru Bay legacy landfill remediation
Council has been granted $4.8 million from the Ministry for the Environment to support remediation of the legacy landfill site at Tokomaru Bay. Planning is underway, with physical works expected to begin within the next 18 months.

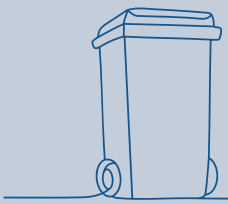
Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Develop and implement the new 2025 - 2031 Waste Management and Minimisation Plan (WMMP)	Develop the 2024 - 2030 WMMP.	Early engagement is complete, and a draft WMMP has been developed. Councillor feedback will be sought through an upcoming workshop, followed by broader engagement with iwi, hapū, businesses, and the community. Adoption is targeted for early 2026.
	Litter bins	Litter bin consolidation / rationalisation for Gisborne city and rural communities. Working with contractors and community to establish bin requirements and placement across the rohe eg. placement, use and potential removal of litter bins.	Council has worked with Community Caretakers to identify bin requirements in rural areas. Damaged bins are being replaced, and underused bins have been removed. Planning is underway for Gisborne's urban areas.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day





Litter bins	544	1727t	Kerbside collection recycling collected
Houses on kerbside collection	14883	2987t	Rural Transfer Station waste recieved
Kerbside collection general waste collected	3973t	645t	Rural Transfer Station recycling recieved

Community outcome/s	Projects	Initiatives	How we are going
	Heritage landfill remediation and investigations	Complete risk assessment review of known legacy landfill sites across the rohe. This will involve investigating remedial options for sites at high risk and site investigations where required. Any new sites will be added and accounted for. Complete remediation of Tokomaru Bay legacy landfill and planning for additional sites for remediation.	Remediation planning for the Tokomaru Bay legacy landfill is progressing, with recent engagement informing the next phase of work. Site management at Paokahu is under review. Risk assessments have been completed for other known legacy sites to support future planning.
	Resource Recovery Centre (RRC)	Phase 2 of the RRC study: design and build aspects. Finalising sites, costs, structures, and operational opportunities.	A preferred site has been identified. Engagement with iwi, marae, and stakeholders is ongoing. Procurement is underway to secure a designer for the next phase of the project.
	Actively engage community with education and behaviour change	Implement programmes for continuous improvement, education, and promotion of waste.	Council continues to work with the Tairāwhiti Environment Centre on waste education initiatives. A review of current composting workshops is underway, with feedback expected in the first quarter of 2025/26.
	Implement new contracts for waste management services in Tairāwhiti	Kerbside collection, transfer station operational, transport and cartage site operations, disposal, and processing contracts.	The current kerbside collection contract has been extended to June 2026. Planning has begun for future contracts, aligned with the development of the Resource Recovery Centre.
	Waste disposal and processing	Investigate local options for disposal and processing. Continue to work with the Ministry for the Environment (MfE), other local authorities and our community to develop a road map for waste minimisation and waste management across the region and adjoining regions.	Recommendations from the Ministry for the Environment's national roadmap have been incorporated into the updated WMMP. Council continues to work with central government, local authorities, and the community to support regional waste minimisation goals.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Solid waste facilities are adequate and available to the community, including regular kerbside collection services and transfer stations.					
Resident satisfaction with kerbside collection as found in the annual survey.	90%	81%	81%	82%	Under target. Survey feedback suggests public concern that excessive kerbside waste is going to landfill. Council and contractors are working to improve sorting practices and communication to address this.
The percentage of customer service requests relating to Solid Waste to which Council responds within the timeframe specified.	80%	New measure		55%	Target not met. Some requests could not be closed within timeframes due to their complexity. Internal processes are being reviewed to improve response times, with changes underway within the team.
Public information and programmes promote waste minimisation.					
Support information and education programmes or workshops that raise awareness and promote waste minimisation.	≥10	6	22	13	Target met.

Measure	Target	2023	2024	2025	Commentary
Waste is diverted from landfill via waste minimisation method.					
Total solid waste to landfill in kg per head of population.	285kg	388kg	389kg	Not measured	Data required to calculate these measures was not supplied by the contractor. Council is working with the provider to resolve this for future reporting.
Ratio of recycling to landfill waste (tonnes).	30:70	24:76	21:79	Not measured	
No adverse effects on the environment or human health from the Paokahu, Waiapu and other legacy landfills.					
Number of resource consent breaches for Paokahu, Waiapu, and other legacy landfills.	≤5	1	1	1	One breach at the Paokahu Landfill. This triggered a requirement for Council to review the site management plan, which is well underway and on track for completion in Q2 of the 2025/26 financial year.

Significant effects of delivering this activity

Potential negative effect	How we manage it
Potential for odour, dust, vermin, litter, and noise from waste minimisation facilities (e.g. landfills and transfer stations), which may affect neighbours and public health.	Continue to manage and monitor facilities to ensure there are no effects on the public. Improve kerbside collection service and cleaning of public areas. Working with our contractors on pest management of sites to reduce number animal pests.
Increased traffic movements to transport waste to landfill (increased carbon emissions from truck movements and landfill). Increasing volume of waste rotting in landfills.	Continue to work with the contractor and community groups to look at new ways to increase waste minimisation. Working with contractors to maximise loads when transporting waste across the district or out of district. Reduce movements where possible, combine product for movement where possible, maximising space where possible. Investigations into local processing of waste streams. Promotion of circular economy initiatives.
Noise may be a factor for the city transfer station.	
Contamination of waterways. Waste deposited on beaches. Waste or leachate ingested by birds and fish.	Continued management of the contract and ensuring the contractor meets the required resource consent conditions.
High volumes of waste in landfills affect the environment.	Protection of old landfills from erosion. Capping of landfills to reduce saturation of materials within the landfill. Improvements to subsoil drainage to collect and treat leachate.
Potential environmental damage. Potential high fines for significant breaches. Potential damage to Council reputation.	Implementation and improvements to provide waste minimisation through Council's Waste Management and Minimisation Plan (WMMP). Support and promotion of circular economy initiatives. Ongoing community education, continued support of locally led initiatives to reduce waste to landfill.
	Managing the sites through significant weather events.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	24,096	19,000	5,096	23,263
Revenue From Exchange Transactions	418	349	69	400
Expenses	32,064	24,504	(7,560)	29,695
Net Cost of Service	**7,549**	**5,155**	**(2,394)**	**6,032**
Capital Expenditure				
Capital Projects	**7,087**	**12,650**	**5,563**	**2**

What was different from the budget

[1] Revenue from non-exchange transactions is $5m above plan, reflecting large woody debris and silt removal costs, with grants and subsidies recognised only to the extent of costs incurred.

[2] Revenue from exchange transaction is $69k above plan, mainly related to waste minimisation revenue, the revenue is only recognised to the extent of costs incurred.

[3] Expenditure is $7.5m above plan, primarily due to the large woody debris and silt removal project, in line with the additional grant income noted above. Other additional increases relate to higher-than-expected tip fees and higher costs arising from rubbish collection and disposal and illegal dumping.

[4] Capital expenditure is $5.5m below plan, primarily due to the Tokomaru Bay transfer station relocaton and the Wheelie bin project. The relocation of the Tokomaru Bay transfer station is to follow upon completion of remediation. The unspent budgets for both projects have been carried forward to 2026.



Waikino Wastewater

What we do

We provide safe and sustainable wastewater services to protect public health and the environment across Tairāwhiti. Our network collects, treats, and disposes of wastewater from Gisborne city, Te Karaka, the western industrial area, and several rural communities.

In Gisborne, domestic wastewater is treated through a multi-stage process including biological treatment, clarification, UV disinfection, and discharge to the marine outfall. Industrial wastewater is managed separately, with businesses treating their own waste onsite before it is screened and discharged. Te Karaka operates via oxidation ponds, while rural areas rely on septic systems, with septage disposed of at Council-managed sites in Te Araroa, Ruatōria, Te Puia Springs, and the Gisborne Wastewater Treatment Plant.

We maintain and invest in this essential infrastructure to safeguard public health, prevent environmental contamination, and support a growing district. Wastewater is regulated through Council's Trade Waste Bylaw to ensure consistent treatment standards across the network.

Highlights

Wastewater treatment plant optimised

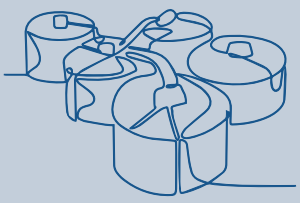
Three of the four principal treatment components have now been optimised, with all wastewater screened, treated, clarified, and disinfected.

Mortuary mound project approved

The proposed site for a mortuary mound has been approved by KIWA Group. Engagement with iwi and hapū will help shape next steps in 2025/26.

Snapshot

These are our essential services and facilities that keep Tairāwhiti progressing in a sustainable manner





Pump stations	46
Wastewater pipes	328km
Wastewater manholes	3007
Wastewater networks	1

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Wastewater pipeline renewals	Renewal of pipes that are beyond their useful life or in poor condition.	The 2024/25 renewals programme was completed in May 2025, with 5.76 km of wastewater pipe lined, 62 manholes refurbished, and 252 lateral junctions installed.
	Localised urban upgrades	Council contribution toward developer-led infrastructure upgrades to future-proof the network.	This year, the upgrade focus has been on Council-led infrastructure improvements, including planning and procurement for the Campion Road pump station. No developer-led projects required co-investment during this period..
	Wastewater pump station renewals	Rolling programme of pump station renewals.	Pump station renewals progressed, with new pumps installed at Wilson Street and procured for the Campion Road upgrade.
	Upgrade Campion Road pump station and rising main	Upgrade of the pump station to maintain service levels and support growth on the city outskirts.	Network modelling is underway to inform design.
	Campion Road pump/land - Infrastructure Acceleration Fund (IAF)	Grant funded portion of Campion Road pump station project, including land purchase.	This grant-funded component of the Campion Road project is progressing in parallel with the above works, with network modelling underway and funding allocated from 2025/26.
	Wastewater Treatment Plant further treatment	Final phase of Stage 2 of the Wastewater Treatment Plant upgrade, focusing on solids removal and water quality improvements.	Optimisation has been achieved across three of four key treatment components. Resolution of performance issues with the tertiary filter is ongoing and critical to project completion. Work will continue into 2025/26.
	Wastewater Treatment Plant upgrades and renewals	Renewal of existing Wastewater Treatment Plant equipment at end of life.	Critical spare parts were procured to support plant resilience and future renewals.
	Wastewater equipment renewals	Renewal of ancillary equipment at the end of its useful life.	Equipment was procured in preparation for planned renewals in 2025/26.
	Te Karaka wastewater land disposal	Disposal of wastewater oxidation pond effluent to land.	Consultation is ongoing with iwi, hapū, and the local community on treatment options for land-based effluent disposal.
	Kaiti area pump station and rising main	Design phase for a pump station to transport Kaiti wastewater directly to the treatment plant.	Design is planned for 2027/28. Network modelling is underway to support the design process.
	Wastewater sensor network	Installation of sensors to monitor wastewater flows for better network understanding.	Sensors and flowmeters were purchased in 2024/25. Installation is scheduled for 2025/26.
	Grey Street pump station upgrade and emergency storage	Upgrade of the Grey Street pump station and emergency storage capacity.	Design is planned for 2027/28, with network modelling currently underway.
	Alternative use and disposal programme	Planning and implementation of wastewater clarification and UV treatment, with effluent directed to a wastewater wetland.	Stage two upgrades at the Wastewater Treatment Plant are nearing completion. Council is working with the KIWA Group to determine next steps for clarification, solids removal, UV treatment, and wetland discharge.

Our levels of service and how we measure progress

	Measure	Target	2023	2024	2025	Commentary
	We provide a well-managed wastewater reticulation and treatment system which protects public health and the physical environment.					
✓	The number of dry weather sewage overflows from the territorial authority's sewerage system, expressed per 1000 sewerage connections to that sewerage system. *Mandatory measure - DIA*	≤1	0	.25	0	Target met.
✓	Discharge compliance - Compliance with resource consents for discharge from the wastewater system: a) measured by the number of abatement notices *Mandatory measure - DIA*	0	0	1	0	Infringement notice issued 19 July 2024 for a section 15 discharge, where a scour valve remained open after closure was advised. In response, operational procedures were updated, including the development of a GIS-based approval system to manage and track valve openings during events.
✗	b) infringement notices *Mandatory measure - DIA*	0	0	2	1	
✓	c) enforcement order *Mandatory measure - DIA*	0	0	0	0	
✓	d) convictions *Mandatory measure - DIA*	0	0	0	0	
✓	Council responds to wastewater overflows resulting from a blockage or other fault in wastewater system: a) Median attendance time from the notification of the fault to the time that service personnel reach the site. *Mandatory measure - DIA*	≤1hr	3.43hr	1.34hr	0.69hr	Target met.
✓	b) Median resolution time measured from the notification of the fault to the time that service personnel confirm resolution. *Mandatory measure - DIA*	≤24hr	24.29hr	3.73hr	2.35hr	Target met.
−	Complaints about odour, system faults, blockages and Council's response to issues with its wastewater system. The total number of complaints per 1000 connections received. *Mandatory measure - DIA*	≤15	33.94	19.83	16.2	Slightly over target. Results show a year-on-year reduction in complaints following the impacts of Cyclone Gabrielle. Proactive maintenance and clearer communication remain a focus.
✓	The annual number of events where sewage is discharged from Council's reticulation into rivers or streams (in a less than a 1-in-10-year rain event).	≤4	0	4	2	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Health risks from overflows from gully traps onto private property. Contamination from controlled emergency discharge of wastewater into waterways.	A 10-year DrainWise programme to reduce the quantity and frequency of overflows.	Operational mitigations continued, including network maintenance programmes and wet/dry weather overflow procedures. The DrainWise programme remains effective, with noticeable improvements in network performance and a significant reduction in wet weather overflows.
	A 10-year DrainWise programme to reduce the quantity and frequency of overflows.	

Potential negative effect	How we manage it	Progress against 3YP
Treated discharges of wastewater to the ocean continue to be culturally offensive to Māori. Odours, visual effects, and effects on groundwater from the septage disposal sites.	Oversight to improving and removing wastewater from the marine outfall is provided through the Wastewater Management Committee (WMC) and through other consultation channels.	Governance continued through four WMC meetings in 2024/25, supported by seven hui of the Tangata Whenua Reference Group.
	Closure of some septage sites and the development of a new site, including the upgrading of other sites.	Existing sites at Te Puia, Ruatōria, and Te Araroa remain in use. The process to establish a new site near Tolaga Bay progressed during the year.

Recovery and resilience

Ongoing focus on network resilience

Both operational programmes like DrainWise and tomo repairs, and capital works such as pipeline and pump station renewals, continue to target known issues and improve overall network performance to support long-term resilience.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue from Non-Exchange Transactions	58	0	58	165
Revenue From Exchange Transactions	316	536	(220)	745
Expenses	13,119	12,475	(644)	11,458
Net Cost of Service	**12,745**	**11,939**	**(806)**	**10,548**
Capital Expenditure				
Capital Projects	**3,825**	**5,360**	**1,535**	**5,248**

What was different from the budget

[1] Revenue from non-exchange transactions was $58k above plan, reflecting additional funding from National Emergency Management Agency (NEMA) for infrastructure reinstatement costs arising from Cylcone Gabrielle.

[2] Revenue from exchange transactions was $220k below plan, mainly due to timing differences between financial years relating to trade waste charges.

[3] Expenditure was $644k above plan, primarily due to higher depreciation costs following the componentisation of the wastewater treatment plant.

[4] Capital expenditure is $1.5m below plan, mainly due to project timing delays, with works now scheduled for completion next financial year.



Photo credit: David Becker on Unsplash

Whakaranea Wai
Water Supply

What we do

We provide safe, treated drinking water to connected communities in Gisborne city, Mākaraka, Manutūkē, Te Karaka, and Whatatūtū. Self-service collection points are available at Patutahi and Muriwai, with tanker filling stations at Muriwai and Bushmere. Water is sourced from the Te Arai Bush Intake and Mangapoike Dams, treated at plants in Waingake, Bushmere, Te Karaka, and Whatatūtū, and delivered for household, commercial, industrial, and emergency use. We also supply water to schools, hospitals, and community facilities across the network.

A safe, reliable water supply is essential for public health, emergency response, and everyday wellbeing. We ensure continuous service to urban connections, support top-up supply for smaller townships, and maintain the infrastructure that underpins water security across Tairāwhiti.

Highlights

Water asset renewals
Renewals focused on high-risk pipes reduced mains breaks and water losses. Residential connection upgrades improved backflow protection across the network.

Improved systems protection and data resilience
Cyber firewalls were installed at water treatment sites and data transmission systems were upgraded to improve security and operational resilience in both normal and emergency conditions.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Water treatment plants	4
Water pipes in reticulation areas	302km
Water reservoirs - treated water	8
Water storage operating capacity	38,300m³

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Gisborne pipe renewals	Renewal of pipelines past their useful lives, at risk or in very poor condition.	Water main renewals were completed in Jellicoe Street, Seddon Crescent, Dillon Bell Road and Argyll Street, balance of budget carried over to new financial year to contract work. This will be in addition to the 2025/26 programme.
	Taruheru Block water extension	Water infrastructure related to growth in the Taruheru Block.	Construction of a new pipeline to support future growth in the Taruheru Block is underway, with contract completion expected by August 2025. The pipeline will complete a ring main between Nelson Road and Hansen Road.
	Bulk distribution: Cathodic protection, replacement of sacrificial anode beds along supply pipeline	Renewal of pipeline corrosion protection systems along Waingake trunk pipeline.	Corrosion protection works progressed with new cables installed along the Te Arai pipeline section. Remaining budget has been carried forward for a broader programme in 2025/26.
	Whatatutu and Te Karaka reticulation renewal	Renewal of residential backflow manifolds in Whatatutu. Renewal of water mains and connections at Te Karaka.	Renewal works in Whatatutu were completed in June 2024. Phase 1 of the Te Karaka renewals installed new mains, with Phase 2 (balance of property connections) scheduled for completion in 2025/26.
	Residential backflow prevention	Ongoing programme of installation of residential backflow preventors with potential connection point for future water meters.	The 2024/25 phase of this ongoing programme saw more than 650 residential connections upgraded, supporting long-term network resilience and potential future metering.
	Waingake Water Treatment Plant renewals	Renewal of Waingake Water Treatment Plant equipment past useful life.	Renewals included firewall deployment to protect operational systems, replacement of plant components and analytical equipment, and upgrades to fencing and safety infrastructure.
	Waipaoa Water Treatment Plant renewals	Renewal of Waipaoa Water Treatment Plant equipment past useful life.	Upgrades included power supply and cybersecurity improvements, along with valve replacements, clarifier repairs, and new analytical equipment.
	Raw water pipeline and treatment resilience	Resilience projects related to raw water pipeline and treatment plant.	Emergency repairs and forward planning progressed, including culvert replacements and dewatering works above Old Weir Track. Spare pipe purchased to support future resilience.
	Waipaoa Water Treatment Plant infiltration gallery	New infiltration gallery intake and pumps to allow better quality water and higher volumes to Waipaoa Water Treatment Plant, especially in high/silted river flows.	Concept design and site selection for a new infiltration gallery and intake have been completed. Consent preparation is underway, and engagement with mana whenua, which will continue into 2025/26.
	Dam resilience	Resilience projects related to water supply dams.	Concept design and cost estimates have been completed for the reinstatement of Sang Dam wall. Failure Mode and Effects Analysis was completed for Clapcott Dam, with remedial actions to be programmed in 2025/26 and beyond.
	Water source resilience	Resilience projects related to water source supply and security.	Design and site identification have progressed for a new intake gallery for the Te Karaka scheme. Consent preparation for a river crossing is underway, and engagement with mana whenua, with further work scheduled for 2025/26.

Our levels of service and how we measure progress

Measure	Water supply	2024/25	Commentary
The extent to which the drinking water supply complies with: a) bacterial rules *Mandatory measure - DIA*	Gisborne	All met.	
	Te Karaka	All met.	
	Whatatutu	All met.	
The extent to which the drinking water supply complies with: b) microbiological monitoring rule *Mandatory measure - DIA*	Gisborne	Almost met.	Gisborne supply was non-compliant with two microbiological monitoring criteria under D3.29, due to low free available chlorine (FAC) results at the Muriwai and Pātūtahi community filling points. FAC levels were below 0.1 mg/L in 7 out of 12 months, attributed to low demand and consequently low turnover at these sites.
	Te Karaka	All met.	
The extent to which the drinking water supply complies with: c) distribution system rule *Mandatory measure - DIA*	Whatatutu	All met.	
The extent to which the drinking water supply complies with: d) protozoal rules *Mandatory measure - DIA*	Gisborne	All met.	
	Te Karaka	All met.	
	Whatatutu	All met.	

Measure	Target	2023	2024	2025	Commentary
We provide water supply infrastructure that meets the needs of our community now and into the future by delivering safe, clean water in a sustainable manner.					
The percentage of real water loss from Council's networked reticulation system. *Mandatory measure - DIA*	<15%	14.7%	19.4%	15.2%	Slightly above target. Ongoing network improvements aim to reduce water loss back below 15%.
Where Council attends a call-out in response to a fault or unplanned interruption to its networked reticulation system, the following median response times are measured: a) attendance for urgent callouts: from the time that Council receives notification to the time that service personnel reach the site. *Mandatory measure - DIA*	≤4hr	0.58hr	0.28hr	0.32hr	Target met.
b) resolution of urgent callouts: from the time that Council receives notification to the that service personnel confirm resolution of the fault or interruption. *Mandatory measure - DIA*	≤6hr	2.33hr	1.01hr	1.16hr	Target met.
c) attendance for non-urgent callouts: from the time that Council receives notification to the time that service personnel reach the site. *Mandatory measure - DIA*	≤4hr	4.01hr	1.95hr	2.08hr	Target met.
d) resolution of non-urgent callouts: from the time that Council receives notification to the time that service personnel confirm resolution of the fault or interruption. *Mandatory measure - DIA*	≤48hr	20.49hr	7.63hr	21.04hr	Target met.

Measure	Target	2023	2024	2025	Commentary
The total number of complaints received about any of the following: a) drinking water clarity b) drinking water taste c) drinking water odour d) drinking water pressure or flow e) continuity of supply, and f) Council's response to any of these issues. Expressed per 1000 connections to the local authority's networked reticulation system. *Mandatory measure - DIA*	≤10	11.97	6.04	3.57	Target met.
The average consumption of drinking water per day per resident within the district. *Mandatory measure - DIA*	≤308 l/p/d	187 l/p/d	176 l/p/d	191 l/p/d	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Effects on the Mangapoike Dams' water quality from land slippage; impacts on the Te Ārai River ecosystem and the Waipaoa River during low summer flows.	Council mitigates these effects through asset operations, management, maintenance, and planning, including: • managing water sources appropriately • implementing effective water treatment processes • meeting resource consent conditions • promoting water conservation through demand management initiatives • improving emergency response planning.	Operational mitigations continued, with a focus on maintaining network performance and environmental safeguards through core asset management practices.
Health and safety risks related to the construction, maintenance, or operation of water supply infrastructure. Property damage from occasional water main failures in reticulation areas. Potential damage to household hot water valves from corrosion by-products where galvanised iron components remain. Temporary impacts on households and industry during water restrictions. Private property impacts during emergency response and disaster recovery.	Council manages these risks through: • implementing Health and Safety controls, with a focus on traffic management and public safety • undertaking condition assessments and renewing assets to reduce the risk of breakages in vulnerable pipes • managing water quality and corrosiveness by blending source waters and refining treatment processes • applying water restrictions and allocations during emergencies to reduce supply loss • progressing emergency response planning in line with agreed Levels of Service	Risk management continues through proactive identification, forward works planning, and prioritisation of capital improvements. Staff recruitment and capability-building support programme delivery. Water quality is maintained through robust compliance systems. Data security and transmission remain a key operational focus.
Loss of access to whenua for tangata whenua in the Mangapoike catchment. Impacts on Te Ārai River flows and related kaitiakitanga responsibilities.	Council supports tangata whenua interests in the Mangapoike catchment through governance arrangements and formal Memoranda of Understanding. Council is planning further freshwater protections, including setting minimum water levels. Water takes are required to comply with mean annual low flow (MALF) limits.	Governance-led partnerships with tangata whenua have progressed, with agreed plans now in place to support shared outcomes. Freshwater protections are delayed due to national direction. A new water take consent for the Te Ārai River is in preparation and will incorporate improved fish passage measures and a formal minimum flow.

Recovery and resilience

Water supply resilience

Work is underway to improve water supply resilience across multiple areas, including the Mangapoike Dams, raw water pipelines, and treatment facilities. Projects to strengthen source security and infrastructure performance are at various stages of design and construction.

Pipeline protection from forest activity

Cyclone Gabrielle caused lasting impacts on both deforested and forested land. The risk of future damage to the Te Arai River water supply pipeline remains high due to unstable slopes, standing trees, and the potential for landslides and wood debris discharge. Solutions for mitigating these risks are still being explored.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	21	0	21	22
Revenue From Exchange Transactions	3,318	4,141	(823)	3,172
Expenses	8,846	8,532	(314)	8,620
Net Cost of Service	**5,508**	**4,392**	**(1,116)**	**5,426**
Capital Expenditure				
Capital Projects	**4,006**	**7,523**	**3,516**	**9,609**

What was different from the budget

[1] Revenue from non-exchange transactions relates to grants and subsidies from National Emergency Management Agency (NEMA) for costs incurred to restore critical infrastructure.

[2] Revenue from exchange transactions is $823k below plan, primarily due to reduced consumption in commercial (metered) water usage.

[3] Expenditure is $314k above plan, mostly related to higher than expected interest,depreciation and operating costs.

[4] Capital expenditure is $3.5m below plan. The Council spent $2.9m on asset renewals and final reinstatement works. Progress on the Water Treatment Infiltration Gallery and Sang Dam upgrade—both originally planned for delivery in the 2025 financial year—has been slower than expected due to extended consultation and design phases. Construction is now scheduled for the second half of the 2026 financial year. As a result, some budgets have been carried forward to align with the revised project timelines.

Waiāwhā Taone
Urban Stormwater

What we do

We provide stormwater services that protect people, homes, and the environment from flooding and pollution. Our work helps improve public health and uphold the mauri of our waterways.

We manage stormwater systems across Gisborne city, including Mākaraka and Wainui/Okitū, and in 12 rural townships from Wharekahika to Matawai. These networks include piped infrastructure, open drains, swales, and overland flow paths. Most of the system was built 30 to 60 years ago and remains in fair condition.

Stormwater is collected from hard surfaces like roofs, roads, and driveways, then channelled away through our primary and secondary networks. To reduce harm to natural waterways, we use a mix of green infrastructure, rain gardens, sediment traps, and gross pollutant traps.

By managing stormwater effectively, we reduce flood risk, support healthy communities, and protect our environment for future generations.

Highlights

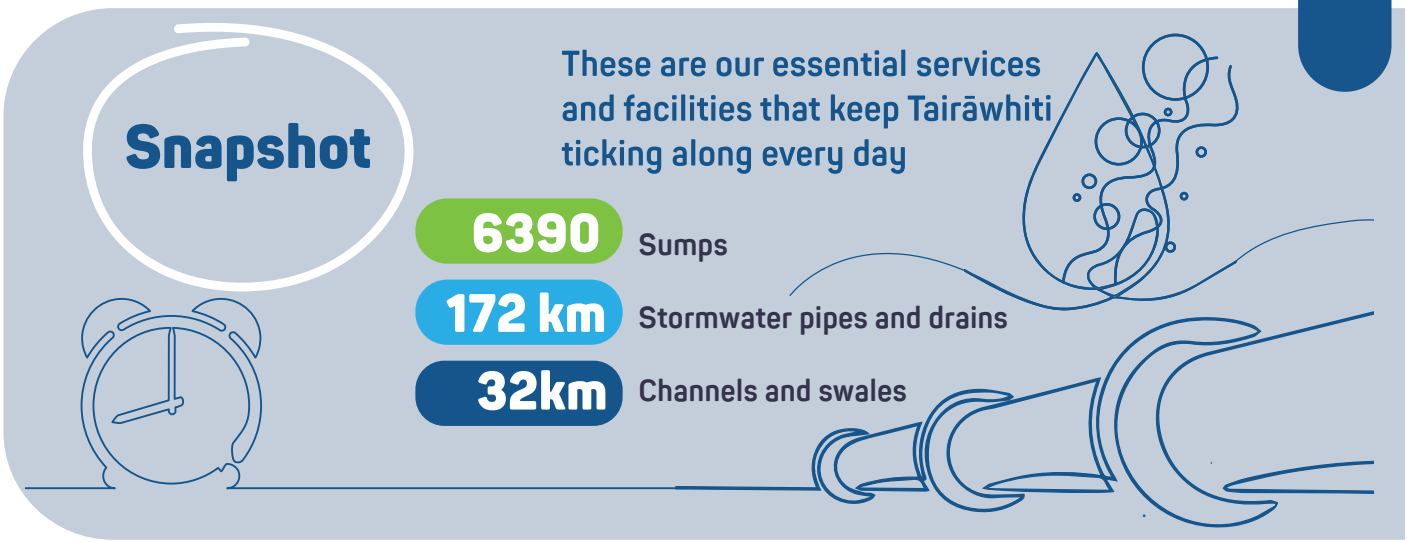
DrainWise programme
In 2024/25, 3,920 properties were inspected, resulting in 750 gully trap repairs, 74 downpipes removed, and two public drain upgrades on private property. Since the programme began, a total of 8,975 inspections have been completed, along with 3,016 gully trap repairs, 162 downpipe removals, and 30 public drain projects.

Preventative maintenance on stormwater network
Council's network contractor carried out maintenance on 57,338 metres of stormwater drains and streams, and serviced 2,111 sumps and vehicle crossings to maintain network performance.

Progress on Water Services Reform
Following a comprehensive business case and public consultation, Council is preparing a Water Services Delivery Plan based on a modified in-house model for submission to the Department of Internal Affairs in 2025/26.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Stormwater in drain structures	Renewal of non-pipe structures past their useful life or in poor condition.	Retaining wall renewal completed at Massey Road.
	Stormwater localised urban upgrades	Council share of cost of requiring developers to upgrade infrastructure for future proofing network.	No developer-led infrastructure upgrades were triggered in 2024/25.
	Stormwater pipeline renewals	Renewal of stormwater pipes in poor condition or past their useful lives.	Renewals completed in MacDonald Street, Gladstone Road, and Shelley Road / Kingfisher Drive.



Community outcome/s	Projects	Initiatives	How we are going
	Integrated Catchment Management Plans (ICMP)	Develop ICMPs to ensure water, wastewater and stormwater planning supports growth while managing impacts on infrastructure networks and natural water resources.	Shelley Road/Kingfisher Drive project completed in June 2025, incorporating water quantity management improvements to support integrated planning.
	Graham/De Latour Road Stormwater Project	Upgrade the existing system to increase capacity and help reduce the risk of localised flooding.	Detailed design completed and verified. Procurement and construction are scheduled for 2025/26.
	Stormwater resilience	A programme of work to build resilience to large natural events into stormwater networks and operation.	Resilience upgrades completed in Stout Street to strengthen stormwater network performance during major events.
	Whataupoko upgrade	Upgrade of stormwater infrastructure to ensure appropriate levels of service in Whataupoko.	Stormwater modelling identified service-level gaps in Whataupoko. Designs are now complete, with construction planned for 2025/26.
	Drainwise programme	A programme of work to prevent stormwater from entering the wastewater network	Inspections and remedial works continued to reduce inflow and infiltration. In FY25, 3,920 properties were inspected, 750 gully traps repaired, 74 downpipes removed, and two public drains on private property completed.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We protect people, dwellings, private property and public areas from flooding by managing the collection and disposal of stormwater in a way that protects the environment and public health.					
The number of flooding events that occur in a territorial authority district. *Mandatory measure - DIA*	<2	7	1	0	Target met.
For each flooding event, the number of habitable floors affected (Expressed per 1000 properties connected to the territorial authority's stormwater system). *Mandatory measure - DIA*	<2	6.12	0.07	0	Target met.
Management of environmental impacts compliance with the territorial authority's resource consents for discharge from its stormwater system, measured by the number of: a) abatement notices *Mandatory measure - DIA*	0	0	0	0	Target met.
b) infringement notices *Mandatory measure - DIA*	0	0	0	0	Target met.
c) enforcement orders *Mandatory measure - DIA*	0	0	0	0	Target met.
d) successful prosecutions received by the territorial authority in relation to those resource consents. *Mandatory measure - DIA*	0	0	0	0	Target met.
The median response time to attend a flooding event, measured from the time that the territorial authority receives notification to the time that service personnel reach the site. *Mandatory measure - DIA*	<30min	71.7min	164min	Not tested	Target met.
The number of complaints received by a territorial authority about the performance of its stormwater system, expressed per 1000 properties connected to the territorial authority's stormwater system. *Mandatory measure - DIA*	<15	19.2	15.52	13.38	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it
Stormwater downpipes connected to gully traps, along with inflow from on-property flooding, place significant pressure on the wastewater network. This increases the risk of wastewater discharges onto private properties and into rivers.	We continue to deliver the DrainWise programme, including on-property inspections to identify and address private drainage issues. We also identify areas of localised flooding on private properties that can compromise gully traps and affect the wastewater network. Projects under the Public Drains on Private Properties (PDPP) programme are implemented to redirect stormwater into the public stormwater system.
Inadequate control of secondary flow paths can lead to flooding on private properties, including the inundation of homes and buildings during heavy rain events.	Council has committed to ongoing stormwater upgrade projects to address these risks. This work is continuing in response to climate change and urban growth pressures.

Recovery and resilience

Network Resilience

Operational programmes like DrainWise, along with capital works such as pipe renewals and stormwater upgrades, continue to address vulnerabilities exposed by recent events. These efforts are critical to improving network performance and building long-term resilience across the district.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	42	0	42	240
Revenue From Exchange Transactions	(19)	0	(19)	(50)
Expenses	3,548	4,244	696	3,647
Net Cost of Service	**3,526**	**4,244**	**718**	**3,457**
Capital Expenditure				
Capital Projects	**1,820**	**3,758**	**1,937**	**1,328**

What was different from the budget

[1] Revenue from non-exchange transactions was $42k above plan, reflecting funding from the National Emergency Management Agency (NEMA) for costs incurred in restoring critical infrastructure.

[2] Revenue from exchange transactions was below plan, driven by an accounting loss on asset disposals

[3] Expenditure is below plan, mainly due to timing delays in the Integrated Catchment Management Plan (ICMP). Works are now scheduled for completion over the next two financial years.

[4] Capital Expenditure is $1.9m below plan, primarily due to stormwater infrastructure upgrades on Graham/Delatour Road and in Whataupoko. These upgrades will carry over to 2025/26, with construction planned in spring 2025.



Te Rōpū Nohoanga Hapori
Liveable Communities

What we do

We shape and manage the community spaces, natural environments, and public facilities that make Tairāwhiti a great place to live. Our work covers biodiversity, biosecurity, catchment and land management, reserves, and the delivery of sustainable open spaces that support both community wellbeing and environmental health.

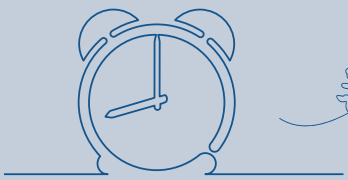
Through integrated planning and a focus on the future, we ensure our facilities and outdoor spaces are safe, accessible, and meet the needs of our growing region. From protecting natural areas to creating engaging places for people, we connect everyday living with long-term care for the whenua.

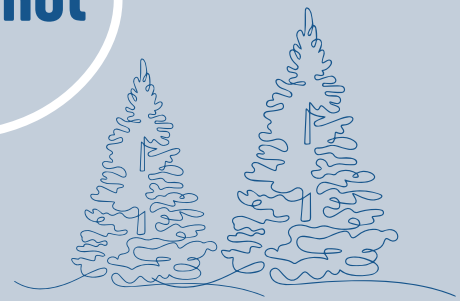
The activities in this group include:

- Biodiversity
- Catchments and Biosecurity
- Cultural Activities
- Recreation and Amenity

Snapshot

These are our essential services and facilities that keep Tairāwhiti progressing in a sustainable manner





2	Panui Taiao
21	Riparian planting sites
255ha	Wilding pine control
8	20x20 vegetation plots

Biodiversity

What we do

We work to protect, restore, and enhance the unique biodiversity and ecosystems of Tairāwhiti. Our team provides specialist advice across land, freshwater, and marine environments, and supports major restoration programmes in partnership with tangata whenua. We help embed biodiversity outcomes across Council projects and provide funding and support to landowners through the Natural Heritage Fund. By working with communities, iwi, government, and research partners, we're helping ensure our region's natural taonga are thriving now and for future generations.

Highlights

Taonga species

Our work at Waingake continues to reveal the presence of rare and threatened species which were previously unknown in the area, including Pūweto (Spotless crake), Mokopirirakau (Southern North Island forest gecko), Pittosporum divaricatum, Northern rātā (Metrosideros robusta), and Tāwhiri karo (Pittosporum cornifolium). These amazing discoveries reinforce the importance of Waingake as a biodiversity haven for Tairāwhiti.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Monitor condition of Protection Management Areas (PMAs)	Visit 25 PMAs annually to assess native flora and fauna present. Record animal and plant pests and impacts as well as other threats.	A condition index has been developed using existing PMA data, with field-based monitoring now in planning to assess ecological health and key threats.
	Panui Taiao	Produce Panui Taiao, Council's quarterly environmental and land management newsletter.	Two editions were published in 2024/25. While quarterly publication was the original intent, production was reduced to manage duplication with He Pānui. Future communication formats are under review across relevant teams.
	Waingake Transformation Programme	Continue the transition of commercial pine forest to indigenous vegetation through active and passive regeneration. Deliver pest plant and animal control in key project sites to improve biodiversity outcomes.	49 hectares were actively planted, and a further 59 hectares are progressing through natural regeneration. Biodiversity outcomes were supported by ongoing pest plant and animal control across key sites.
	Natural Heritage Fund	Manage and distribute the Natural Heritage Fund to support community groups and landowners to improve biodiversity on their land.	Seven of 16 funded projects for 2025 have been completed and paid. The remaining are on track for completion by year end. Applications for the 2026 round opened 1 July.
	Deliver the annual projects described in the Biodiversity Work Plan	A series of actions which focus on understanding the state and trend of biodiversity, and to maintain and restore significant biodiversity.	Projects aligned with the Biodiversity Work Plan are progressing to scope and budget in collaboration with Treaty partners. This includes ground-truthing urban biodiversity and engagement through major events, hui, and site visits.
	Haumanu Tū Ora (H20)	By June 2026, nine stream restoration plans have been completed and four water courses in the Taruheru, Waikanae and Waimata catchments.	Stream assessments have been completed. Restoration planning is underway for nine streams across our catchments in partnership with iwi and hapū.



Catchments and Biosecurity

What we do

We support healthy land, water, and ecosystems across Tairāwhiti through biosecurity, land management, and catchment support. Our team delivers regional pest control, supports farm environment planning, and partners with landowners, tangata whenua, and community groups to improve environmental outcomes. We help implement key statutory plans, provide environmental advice and education, and assist with funding for conservation projects. By working together, we're helping ensure our region's natural resources are protected and used sustainably, now and into the future.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Marine biosecurity	Continue port basin marina dive surveillance for fanworm and removal, observations for any new organisms following Regional Pest Management Plan (RPMP) requirements.	Diver surveillance at the ELP marina found no fanworm or other unwanted organisms, in line with RPMP requirements.
	New-Waimata upper catchment possum control	Support local pest control initiative in pest management, undertake and reduce possum density, establishing baiting networks for long term maintenance.	The final stage of possum control over 662 ha is on track, supporting long-term pest management in the catchment.
	Regional Pest Management Plan (RPMP) implementation	Deliver pest control outcomes as prescribed in the RPMP as resources and timelines permit. Stock take of present RPMP and prepare draft new RPMP. Prioritise work schedules to eliminate pest populations as detected, including directing the removal of noxious weeds on Council property and supporting the community in managing these weeds.	Progress has been made on pest plant control and priority site visits. Surveillance for wallabies near Matawai found no evidence of incursion. Urban pest plant support and control work on Council land continues.

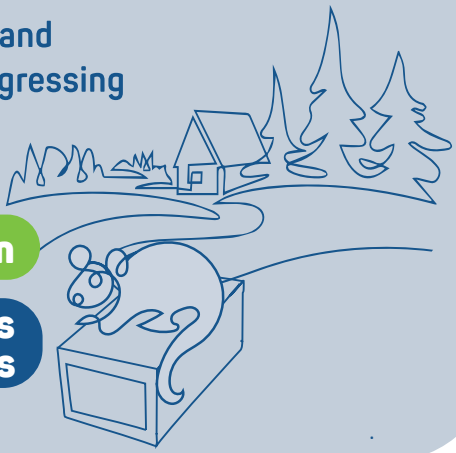
Snapshot

These are our essential services and facilities that keep Tairāwhiti progressing in a sustainable manner

Pest control collaboration

Visits to rural and semi-rural schools advocating Biosecurity awareness





Community outcome/s	Projects	Initiatives	How we are going
	Freshwater biosecurity	Continue the summer student awareness programme across Tairāwhiti about keeping our waterways free of unwanted aquatic plants.	Awareness programmes are delivered periodically to support freshwater biosecurity. While no programme was delivered this year, planning is underway for the next campaign.
	Exclusion and eradication of pests	Collaboration with neighbouring councils about potential incursions of unwanted pests from those regions into Tairāwhiti. Prioritise work schedules to eliminate pests populations as detected.	Regional collaboration continues on rook, wallaby, and pest organism monitoring. One rook remains in Te Puia Springs and is being actively targeted.
	GDC/HBRC (Hawke's Bay Regional Council) possum buffer and GDC/BOPRC (Bay of Plenty Regional Council) feral goat buffer	In collaboration with BOPRC, control feral goats to low densities along our northern regional boundary in the Waikura Valley and Lottin Point.	Baiting has been completed along the Hawke's Bay possum buffer, and four night monitoring routes have been established. Collaboration continues with BOPRC on feral goat control at the northern boundary.
	Biosecurity advocacy	Visits to rural and semi-rural schools advocating biosecurity awareness and initiatives in Tairāwhiti. Community pest plant awareness, through engagement and their participation to carry out control of plants and animals on their property.	Ongoing biosecurity awareness sessions were delivered in rural schools. Community pest plant initiatives supported residents to control species such as moth plant.
	Land Use Capability (LUC) mapping and Erosion Control Plans (ECPs)	Provision of five LUC property maps and five ECPs in 2023-24 and 20 annually for the next three years for the identification of critical source areas and addressing sediment issues in Freshwater Farm Plans (FWFPs).	Five Land Use Capability property maps and five Erosion Control Plans were completed and reported to MPI, meeting the annual targets.
	Technical assistance with afforestation, harvesting and replanting resource consents	Ongoing case by case assessments of consent applications.	Ongoing technical assistance provided on a case-by-case basis in response to applications.
	Assessment of land use options	Transition options for all land uses.	Supporting land use transition discussions through the regional Transition Advisory Group.
	Ongoing land management support for tangata whenua initiatives	Supporting organisations such as Whakaoratia Trust. Providing assistance with environmental funding initiatives by identifying and assisting with funding for erosion control works. Supporting landowners to complete existing Erosion Control Funding Programme (ECFP) funded reversion and pole planting works. Supporting mana whenua through our community/catchment group facilitation support package.	Ongoing support provided for reversion planting, erosion control, and nursery development projects with local partners.
	Supporting tangata whenua and landowners	Supporting existing and new initiatives.	Continued delivery of LUC and ECP mapping alongside catchment facilitation support through the community support framework.
	Freshwater Farm Plans (FWFPs)	Supporting Council to implement the FWFP system, as well as supporting our community through the rollout and what it means for their property.	Regulations remain under review, with implementation anticipated. Council is engaged in national working groups and preparing for future rollout.
	Soil Conservation Nursery	We need to future proof our nursery by investigating what we require from our nursery and ensuring that what we are producing is enough for what our region requires in the wake of the erosion issues we are currently facing.	Options for nursery development and regional supply needs are being assessed.

Community outcome/s	Projects	Initiatives	How we are going
	Land Use Capability (LUC) mapping and Erosion Control Plans (ECPs)	Develop approx. 45 new LUC maps and 45 new ECPs over the next three years. This will build on the catchment context that we currently have, alongside building capability and capacity in land management within Council. LUC and ECPs that are created can be used by landowners to inform their FWFPs.	Work is on track to deliver the three-year target. Demand is expected to increase once FWFPregulations are confirmed. So far five Land Use Capability property maps and five Erosion Control Plans were completed and reported to MPI.
	Catchment support	Providing support to catchments (specifically landowners, whenua Māori etc) in regard to land management. This can be in a capacity to support FWFPs and other regulatory avenues, as well as supporting catchments to come together into catchment groups for a common goal. The Land Management team can be a conduit between rural catchments and Council.	Council's facilitation package continues to support multiple catchments, with positive feedback confirming its value. Ongoing tailored support will be critical to sustain progress.
	Coastal Nursery Project-Hill Country Erosion Funding Programme (HCE Programme)	The objective of the HCE Programme is to support landowners to plan for and treat erosion-prone land and put in place good sustainable management practices to protect vulnerable hill country. Erosion control planting at coastal hill country sites with locally sourced and grown plant material. The Programme will support the establishment of three coastal community nurseries which will produce and plant natives and exotic poplar and willow for treatment of coastal hill country. By June 2027, we will have supported land treatments of 40ha of native reversion / planting and 20ha of pole planting (approx. 2,000).	Nursery structures are complete and planting is underway. A lack of fencing funding poses the most significant risk to success.
	Maunga to Moana - Embracing the Waimata Awa - Nature Based Solutions	A MfE funded feasibility project to explore nature-based solutions (NbS) to work with the natural characteristics of the Waimata Awa and its floodplain to support flood resilience.	This nature-based solutions project is nearing completion. A spatial tool and historical context report have been developed to support future flood resilience and land-use planning.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We actively manage pest animals and plants to prevent their establishment and spread, ensuring the protection of biodiversity, agricultural productivity, amenities, and cultural values.					
Initiate direct control of targeted eradication pests to prevent wider establishment and spread.	100%	New measure		100%	Target met.
We actively manage pest animals and plants to prevent their establishment and spread, ensuring the protection of biodiversity, agricultural productivity, amenities, and cultural values.					
Respond and investigate within 24 hours any reports or sightings of exclusion pests and where required implement controls as defined in the RPMP.	100%	New measure		100%	Target met.
We will work with Iwi, landowners, and the community to reduce soil erosion risk and remediate severe erosion within the district.					
Number of Land Use Capability property maps produced per year.	5	New measure		5	Target met.
Number of Erosion Control Plans produced per year.	5	New measure		5	Target met.
Respond to and document requests from community catchment groups.	5	New measure		9	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it
Several land management roles are reliant on government funding, typically through two- or three-year contracts. This funding currently enables Council to maintain a viable land management team. Without it, staffing levels would fall below what is required.	We continue to deliver a highly effective team that is critical to sustainable land management. This performance helps position the team as essential, increasing the likelihood of securing ongoing external funding or transitioning to internal funding if needed.
Effective land management relies on sustained government support to landowners. However, existing funding sources are fully committed and may not be renewed.	We actively seek out any new funding opportunities as they arise and advocate for continued government investment in sustainable land use practices.
Land management efforts cannot succeed in isolation, they require collaboration with local expertise across Tairāwhiti.	Our team is taking a proactive role in forming and supporting a Tairāwhiti-wide group to identify and implement practical solutions for promoting sustainable land use.



Cultural Activities

What we do

Cultural Activities

We support a vibrant cultural life in Tairāwhiti through venues, services, and programmes that celebrate arts, heritage, learning, and community identity.

Theatres

The War Memorial Theatre, Lawson Field Theatre, and Pātūtahi Hall host performances, events, and gatherings that connect our communities and showcase local and national talent.

Tairāwhiti Museum and Public Art

Council supports the Tairāwhiti Museum Trust to preserve and promote our region's rich cultural heritage, reflecting who we are and where we've come from. Public art initiatives create a sense of pride and local distinctiveness and mirror our cultural diversity.

HB Williams Memorial Library

Our library provides access to lifelong learning, literacy, digital resources, and spaces for all ages — supporting both recreational and educational needs.

Navigate Tairāwhiti

This collaborative programme with tangata whenua and partners tells our stories through art, landscape, and design. Remaining projects include the Hawaiki Tūranga installation, the 1000-Year Bridge, and Te Mārō sculpture.

Highlights

Navigation projects near completion

The 1000-Year Bridge and Te Maro viewing platform have now reached practical completion, following years of collaborative work and support from Lotteries and Trust Tairāwhiti. The installation of Hawaiki Tūranga is also nearing completion, delivered in partnership with Te Rūnanga o Tūranganui a Kiwa, Rongowhakaata Iwi Trust, and Gisborne District Council.

Snapshot

Connect with people through essential services visual arts and facilities

3 Theatres and halls

Central library and museum

Public art and monuments





Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Library stock	Provide current and historical interest materials for library purposes. Improve library services to townships.	Provision of contemporary and research materials continues as part of core service delivery. Improvements to township library services are still in planning stages.
	Gisborne Museum of Art and History Trust	Review and implement new lease and contract for service.	Updated contract documents are with the Trust for final review and signing.
	Navigate Tairāwhiti projects	1000-year bridge and Te Maro viewing platform installation in partnership with Ngāti OneOne. Hawaiki Tūranga soil remediation and installation in partnership with TROTAK.	Bridge construction is complete, with remaining artistic elements to follow. Te Maro viewing platform is nearing completion, and installation at Hawaiki Tūranga is progressing in partnership with iwi.
	Art in public places	Review of art in public places and facilities strategies. Connect with local artists to create murals on rural and urban Council facilities. Te Tauihu Tūranga Whakamana/Canoe Prow.	A plan has been developed for community-led mural work at the Gisborne skate bowl. Restoration planning is underway for Te Tauihu Tūranga Whakamana. Broader strategy review has not yet commenced.
	Facilities upgrades	Ensure Pātūtahi Hall is fit for purpose. Complete renewals for Star of Canada and Lysnar House. Install bilingual signage at the library, theatre and hall venues.	Remediation work has been completed at Lysnar House, with assessments now guiding precinct planning for the Star of Canada. Bilingual directional signage is underway across community venues, with translations completed.
	People together on site	More people make on-site visits to the library, theatres, and museum through the provision of services and programmes alongside partners. High stretch level of service targets.	Visitor numbers to library, museum, and theatre sites continue to grow. Partnerships and programming are supporting stronger community engagement and onsite activity.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Cultural facilities are accessible to Tairāwhiti residents and visitors.					
✓ Number of visitors to HB Williams Memorial library per year: a) online	180,000	179,821	614,277	719,243	Targets met.
✓ b) onsite	90,000	91,890	113,628	128,898	
Regular and varied programmes, events, and exhibitions to support community wellbeing are provided at cultural facilities					
✓ Number of visitors to Te Tairāwhiti Museum per year.	45,000	35,825	47,480	56,108	Target met.
✓ Number of booking days per year: a) Lawson Theatre	100	186	210	165	Targets met.
✓ b) War Memorial Theatre	100	111	146	119	
Maintain cultural facilities at a fit-for purpose, clean and safe standard.					
✓ Percentage of residents satisfied with the cultural facilities and services as found in the annual survey. a) Lawson Field Theatre	85%	82%	80%	88%	Targets met.
✓ b) War Memorial Theatre	85%	87%	83%	89%	
✓ c) Tairāwhiti Museum	85%	85%	87%	91%	
✓ d) HB Williams Memorial Library	85%	86%	84%	92%	



Recreation and Amenity

What we do

Council provides and maintains a wide range of public spaces and facilities across Te Tairāwhiti, including parks, sports grounds, walkways, playgrounds, coastal areas, gardens, street trees, public toilets, cemeteries, community buildings, monuments, and the Kiwa Pools. These assets support recreation, cultural connection, community wellbeing, and resilience to environmental change.

Maintenance is delivered through a mix of contractors, community-based kaitiaki, and Council teams, with services extending to lease and licence management, facility oversight, and burial records. Assets are spread across the district to reflect population needs and ensure access for all our communities.

Highlights

Nature play installations

Installation of new nature play areas in Matawai, Ayton Park and Okitū, using local contractors, local materials and sustainable practices. These delivered great value for money and have been well received by communities.

Cenotaph Cleaning & Restoration

Specialist cleaning and restoration works completed on the Gisborne Cenotaph.

Community-led dune care

With the help of community groups and school partnerships, more than 6,000 plants were established across priority dune sites supporting erosion control, stabilising the coastline, and increasing native biodiversity.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Playgrounds	40	13	Cemeteries
Sports parks	35	53	Public toilets
Basketball and netball courts	12	4800	Street trees
Skateparks and pump tracks	13	2500m²	Gardens

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Public conveniences	Carry out critical maintenance and upgrades to aging facilities across the region, including at Mātāwai, Te Puia and Ūawa township. This will include managing the environmental risk of some sites and ensuring financial sustainability of the network.	Planning is underway for upgrades at Ūawa township, with delivery anticipated in 2025/26. Initial assessments have begun at Mātāwai & Te Puia to inform future options.
	Reserve land	Remediate unstable land sites and landfill sites which are compromised or at risk, to ensure future public access to and enjoyment of these sites. This will include remediation at Tūranga Gardens and track rehabilitation at Tītīrangi, Makorori Headlands and Whataūpoko Reserve.	Tūranga Gardens remains a priority site within Council's contaminated land programme, requiring long-term planning and investment. Monitoring at Makorori Headlands is underway to inform future management, and initial remediation works are complete. Procurement has been finalised for the Tītīrangi stabilisation project, with works scheduled for October 2025.
	Street tree planting	Continue our street tree planting programme with a view to increasing urban canopy cover and mitigating urban flood risk.	Street tree planting continues to expand canopy coverage and climate resilience, with recent planting along key urban routes and the 2025 programme now underway.
	Play spaces	Ensure that our existing play spaces are safe, compliant, and the appropriate quality through targeted renewals, including play spaces such as Te Karaka, Lytton West, Atkinson Street and Waihirere Domain. Additionally, we will pilot further cost-effective play interventions through temporary installations and collaborative projects with key partners.	Renewals at Lytton West and Ayton Park have delivered improved play opportunities, including nature play and accessible equipment. In Okitū, a new timber whale sculpture replaced ageing equipment, created locally using natural materials.
	Cemetery remediation	Re-level cemetery berm rows which have slumped as a result of high groundwater levels throughout 2023 and are affecting our ability to maintain the site.	Relevelling works at Taruheru Cemetery have improved visitor safety and support ongoing maintenance in response to high groundwater impacts.
	Future urban cemetery provision	Assess options for the future provision of urban cemetery services, and ready this site for development. This will include investigating expansion of the Taruheru site and may consider other locations if necessary.	A feasibility study and capacity modelling have clarified current cemetery capacity and timing for future land needs. Options for additional provision are now being considered.
	Indoor multipurpose stadium	Undertake feasibility, design, and planning work to progress the Indoor Multipurpose Stadium Project to an investment ready point.	Feasibility and business case work have been completed and adopted by Council. Further planning is underway to support an investment decision in the 2027–37 LTP.
	Community property	Future proofing our community property assets while continuing to explore ways to build resilience and future proof assets.	Recent restoration projects, including Lysnar House, the Star of Canada, and the Gisborne Cenotaph, have improved resilience and preserved heritage value. Asset condition assessments will guide future investment planning.
	Revitalisation of the City Centre	Refresh and invigorate our CBD through a mixture of temporary and permanent initiatives such as streetscaping and planting.	Stage one of the Catalyst Initiatives Project was completed in partnership with Trust Tairāwhiti and Rongowhakaata Iwi Trust. The next phase will focus on detailed planning and design, alongside broader growth and placemaking strategies.

Community outcome/s	Projects	Initiatives	How we are going
	Waihīrere Domain development	"E kō e te kōmako raro i a Ahititi". Complete the redevelopment of the Domain in partnership with Waihīrere Hapū, as part of implementing the Waihīrere Domain co-management plan.	Toilet upgrades are underway, with completion expected in August 2025. Demolition and site preparation works have supported this redevelopment, delivered in partnership with Waihīrere Hapū.
	Dune care	Support community groups to Improve the health and function of dune systems in critical sites, including access management, planting, pest control, maintenance and education.	Over 6,000 plants were established across priority sites through strong community involvement and school partnerships. GDC supported the national coastal restoration conference and delivered practical workshops on dune system care.
	Outdoor complex resilience	Change the pipe work within the old complex to minimise water wastage.	Upgrades to internal pipework at the outdoor complex have been completed.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Open space, recreation, and amenity areas are accessible, valued and enjoyed by Te Tairāwhiti residents and visitors.					
✗ Per the annual survey, the percentage of users satisfied with the quality of: a) parks	85%	69%	69%	70%	Satisfaction has increased across all areas this year, with a strong uplift for the pool following the opening of the Kiwa Pool Complex. While results remain below target, feedback continues to guide service delivery and investment planning for sustained improvement.
✗ b) sports parks	80%	63%	60%	62%	
✗ c) Council playgrounds	85%	63%	64%	67%	
– d) pool	80%	56%	71%	77%	
We provide and maintain cemeteries for whānau, friends and visitors.					
✓ Percentage of visitors satisfied with cemeteries, as found in the annual survey.	70%	77%	81%	82%	Target met.
Our public facilities are accessible and well maintained.					
✗ Percentage of users satisfied with cleanliness of public facilities, as found in the annual survey.	70%	71%	71%	62%	Satisfaction declined this year despite contractor performance remaining consistent. Feedback reflects rising community expectations and perceptions of aging facilities, which are being considered in future service planning.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Emissions due to maintenance and capital work	Ongoing efforts to reduce emissions while ensuring parks and infrastructure are maintained and delivered where needed.	Low-emission alternatives were pursued in play asset development, favouring natural, locally sourced timber and engaging local contractors to cut transport emissions and reduce carbon footprints.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	825	835	(10)	788
Revenue From Exchange Transactions	2,255	3,508	(1,253)	2,167
Expenses	21,337	20,761	(576)	20,865
Net Cost of Service	**18,257**	**16,418**	**(1,839)**	**17,910**
Capital Expenditure				
Capital Projects	**5,606**	**8,632**	**3,026**	**8,216**

What was different from the budget

[1] Revenue from non-exchange transactions aligns to plan.

[2] Revenue from exchange transactions is $1.2m below plan, primarily driven by an accounting loss on asset disposals, lower-than-expected income from Kiwa Pools, and revenue recognised only to the extent of costs incurred.

[3] Expenditure is $576k above plan, mainly due to higher operational costs in reserves and conveniences as well as increased power costs for the pool driven by rising unit rates.

[4] Capital expenditure is $3m below plan. Key savings came from the Waingake Transformation Project ($0.5m) due to reduced spraying. The 1000 Year Walkway Bridge structure is complete; final artistic elements are pending. Hawaiki Tūranga works are largely complete, with minor finishes due in early FY2026. Land stability and land remediation projects, along with some building and hard surfacing projects have been delayed. They will be completed over the next financial year.

Te Aratakina me ngā Ratonga Tauawhi ā-rohe
Regional Leadership and Support Services

What we do

This group of activities drives a positive organisational culture and supports Council's ongoing focus on being a customer-focused organisation that reflects and serves its community. The teams work to build individual and organisational capability, grow knowledge to meet current and future needs, and promote a learning culture that supports high performance.

- Emergency Management
- Engagement and Māori Partnerships
- Governance and Democracy
- Science
- Strategic Policy and Planning
- Support Services

Highlights

Marae resilience recognised
The Marae Preparedness and Resilience Project and the COP dashboard received two LGNZ SuperLocal Awards in 2024. The marae project was also honoured with an ALGIM Smart Community Award.

Strong regional ShakeOut participation
Tairāwhiti led the country in 2024 ShakeOut participation for the fourth year in a row, with 27% of the region signed up.

National appointment reflects regional capability
CDEM Group Controller Ben Green was appointed as an alternate National Controller for NEMA, reflecting the depth of capability in the regional emergency management team.

Emergency Management

What we do

Council delivers emergency management through Te Tairāwhiti Emergency Management Office (TEMO), which leads local efforts across the four R's: readiness, response, recovery, and reduction. This includes building community awareness, supporting preparedness, coordinating emergency responses, and helping communities recover and build resilience after events.

TEMO works to reduce risk, strengthen readiness, and provide leadership when emergencies occur. This activity is guided by the Civil Defence Emergency Management Act 2002.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

66 Educational initiatives and hui

7266 Shakeout 2024 participants consisting of:

Individuals **14,000**

Businesses **89**

Schools **69**

380 Households signed up

27% of the region's population participated



Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Emergency communications resilience	Develop resilience and failover redundancy into the emergency communications networks to ensure communications function and remain connected during an emergency. This will see the integration of communication nodes (digital radio networks, analogue radio networks, High Frequency (HF), and satellite systems). The project scope includes in-region communications with communities and out-of-region communications to the national emergency network.	Communications resilience has been enhanced with the inclusion of a regional developed mesh communications network that will be rolled out in 2025. Satellite systems i.e. Starlink are in place across the region following on from severe weather events and the impacts on critical Communications infrastructure.
	Monitoring and evaluation	Develop an assurance process to assess and evaluate the performance of the Tairāwhiti Emergency Management Group.	A national assurance framework for emergency management remains under development. Local milestones will be determined once national guidance is confirmed.
	Tairāwhiti Emergency Management website	Build a standalone website that will provide an interactive portal to aggregate various data feeds and disseminate them into digestible content accessible to the public.	The development and build of the emergency management website is currently underway (www.tairawhitiem.govt.nz)
	Tsunami risk reduction programme	Define new tsunami evacuation zones and colour identification, supported by community engagement and education on tsunami preparedness, including the national annual 'ShakeOut' campaign. Reducing tsunami risk is a long-term project that aims to decrease exposure to tsunami consequences and increase our community's resilience to one of our most significant and dangerous risks.	The Director's Guideline (DGL) has been issued providing the guidance for the development of the tsunami zones. Tsunami awareness and risk reduction remain key priorities, with a project plan to be developed once the DGL is released. Tairāwhiti topped the national ShakeOut campaign for the fourth consecutive year in 2024.
	Ongoing Civil Defence Emergency Management training and development	Training for staff in the Tairāwhiti Emergency Management Office (TEMO), ECC, Council staff, community link volunteers, and our iwi partners as part of national, regional, and local training and exercises.	The training program for TEMO, ECC, GDC staff, community link volunteers, and iwi partners contributes to enhancing regional readiness at all levels. Training design aligns national, regional, and local frameworks to develop a coordinated training program.
	Continue to develop Community resilience in the region	Strengthen emergency networks and build the capacity of community groups to respond to emergency events through regional training exercises. Continue to develop, build, and maintain partnerships with iwi and communities through engagement and education activities to improve readiness for emergencies.	The resources and capabilities embedded into the sites across Tairāwhiti now include Gisborne City. An annual training and engagement plan will be an annual undertaking with all community groups that focusses on equipment/capability, regional CIMS model and scenario based training.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We help to build a more resilient district where communities understand and manage their hazards and risks.					
✓ Number of educational initiatives conducted by CDEM to prepare the community for survivability in the event of a natural disaster.	≥10	30+	30+	30+	Target met.
✗ Community satisfaction with Civil Defence and Emergency Management services per the annual survey.	70%	New measure	New measure	64%	Target not met. Council delivered over 30 education initiatives to support community preparedness. Satisfaction remains just below target, with ongoing work to strengthen local engagement.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
A lack of regional readiness and preparedness could lead to an uncoordinated emergency response, increasing the risk of damage and compromising public safety.	Promote collaboration and coordination among government agencies, businesses, and community groups to improve the effectiveness of emergency response and recovery efforts.	No change.
Loss of public trust and confidence in the emergency management system.	Develop and implement clear, concise emergency management procedures and protocols to ensure efficient coordination and response during crises. Strengthen communication systems and channels to support timely dissemination of information and instructions to the public and emergency responders.	Nationally recognised procedures were formalised to strengthen the Public Information Management (PIM) function and ensure consistent emergency communications. Emergency management social media channels also continued to grow, with a highly engaged and responsive audience supporting timely public outreach.



Engagement and Māori Partnerships

What we do

Council leads communications and engagement through multiple channels, including our website, social media, direct email and public consultations. We support township planning, customer services, event approvals and community development funding, all aimed at connecting with our communities and supporting local aspirations.

The Māori Partnerships function supports staff across Council to work effectively with tangata whenua by providing practical tools, guidance and frameworks. The team also leads and maintains key relationships with whānau, hapū and iwi, supporting strategic partnerships and ensuring Māori perspectives are embedded in planning, policy and decision-making.

Highlights

Close to one million page views
With 999,082 page views this year, our website continues to be a key channel for keeping the community informed, connected, and engaged with Council services and updates.

Antenno App released
The Antenno app was released in January, allowing residents to receive local alerts and report issues like potholes, dumping, and water outages.

Strong social media reach
We now have over 25,000 followers across our social media platforms, with more than 1.4 million views this year. These channels continue to support quick, accessible communication with our community.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
Communications and Engagement			
	Improving website functionality	Explore options to improve the functionality of our official Council website and make continuous improvements	Optimisation work has been completed on website forms and key pages, following recommendations from the ALGIM cross-council audit. Improvements focused on navigation, readability, and user experience. Website traffic increased by 9% in the last half of 2024/25, with 402,851 page views compared to 370,582 in the previous year.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

64 In-person hui

13 Consultation campaigns

Social media:

Followers **25,241**

Views **1.5 million**





Community outcome/s	Projects	Initiatives	How we are going
	Ensuring effective public engagement	Monitoring public engagement and regularly reviewing and evaluating the outcomes of our engagements. Regularly checking in with the community about our engagement activities to ensure we are getting things right and meeting their needs and/or providing enough opportunities for them to engage with us. Ensuring that our communications and engagements reach deeper into our community and are inclusive.	An evaluative framework is being developed to measure the reach and impact of Council's engagement activities. Over the past year, Council has prioritised in-person and inclusive engagement, including 26 hui focused on Community Lifelines and a further 38 supporting programmes such as Local Water Done Well, Recovery, TRMP, Freshwater Planning, and the 2025 election. Council also ran 13 Participate campaigns, attracting 26,550 views and 1,527 submissions; achieved 1.47 million social media views across 25,241 followers; and launched the Antenno app, receiving 251 reports from 280 downloads.
Culture and Development			
	Anti-racism policy audit	Undertake an anti-racism policy audit.	The audit is now complete, with recommendations to be incorporated into Council-wide policies.
	'Ask Your Team' surveys	Annual staff surveys for internal feedback.	Completed.
	Organisational Competencies	Create a framework aligned with our values and leadership to support recruitment, performance reviews, and management processes.	A competency framework aligned with Council's values and leadership expectations is in development and will be incorporated into the Organisational Development Strategy. Timing for rollout is still to be confirmed.
Customer Services			
	Customer Service Promise	Embed the Customer Services Promise (CSP) through the organisation.	Council is implementing new projects and initiatives across the organisation to improve RFS responsiveness and quality, with the goal of delivering better outcomes for our community. This work draws on case studies and lessons learned from real examples across the RFS system.
Rural Townships Kaitiaki			
	Rural township upgrades – BOF	This project has a particular focus on constructing new footpaths within Matawai, Ruatōria, Te Karaka and Wharekahika as well as installing safety crossings in Ruatōria, Tikitiki, Te Araroa, Wharekahika and Matawai.	Infrastructure and community development projects are progressing across key rural townships. Recent works include completed footpaths in Wharekahika, Ruatōria, and Te Karaka, improving accessibility and safety. Safety audits for 'Safer Crossings' have been completed in several locations, with designs under review and installation planning underway. A proposed footbridge for Matawai will be explored further in the next financial year. These projects are supported through the Better Off Funding agreement, which runs until July 2027.
	Rural township upgrades	Over the next 3 years, Council aims to work in partnership with two rural communities annually. The purpose of this project is to support communities to realise and implement their aspirations for their township upgrade through contracted engagement and the development and completion of township plans. This project aims to support infrastructure upgrades within each community as deemed as priorities by the community for the community.	Recent projects in Ruatōria and Tolaga Bay have improved public spaces with strong local participation. The concept plan for Patutahi is being finalised following community engagement, and survey results from Te Karaka are under review to inform next steps. Safety improvements, including crossing assessments, are also progressing in line with community priorities.

Community outcome/s	Projects	Initiatives	How we are going
Recovery			
	Community recovery	Coordination of the regional recovery for Tairāwhiti, facilitating planning and prioritisation through engagement with our community and partnering with Iwi, community leaders, Central Government and agencies and community groups to provide support to delivery of recovery efforts.	Council continues to support the delivery of the regional recovery programme through coordination, planning, and engagement with iwi, community leaders, government partners and local organisations. This work remains an active part of our long-term response to the 2023 weather events.
Māori Partnerships			
	Te Matapihi Upgrade	Strengthen Te Matapihi with an evaluative component aligned to the Te Tiriti Compass.	The upgrade of Te Matapihi includes an evaluative component aligned with the Te Tiriti Compass, ensuring it remains a living framework. This supports continuous improvement and helps demonstrate the impact of Council's commitments to partnership.
	Māori Engagement Framework	Develop and implement an organisation-wide framework to guide Māori engagement..	The Engagement Priority Table is now guiding consistent and equitable engagement with tāngata whenua across the organisation. This provides stronger visibility of priorities and helps embed iwi perspectives into decision-making.
	Māori Capability Development	Build organisational capability through a Treaty Partnerships Framework.	Foundational analysis has been completed to inform a Treaty Partnerships Framework and related organisational policies. This work is shaping the pathways for capability growth and strengthening Council's ability to partner effectively.
	Partnership Pathways	Enable partnership opportunities across governance and operations.	Council continues to support partnership opportunities across governance and operations, ensuring tāngata whenua voices are present in both strategic and delivery spaces..
	Partnership Priorities	Support the organisation to deliver on high-priority programmes involving tāngata whenua partners.	Council maintains its support for high priority programmes where delivery involves or impacts tāngata whenua partners, helping embed shared priorities and strengthen trusted relationships.
	Priority Connections	Work with tāngata whenua to identify areas of priority.	Council works with tāngata whenua to identify and progress areas of priority, ensuring community aspirations are reflected in Council planning and implementation.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Council engagement efforts are of high quality and customised to meet community needs. Public engagement campaigns are designed to be impactful and achieve their specific objectives.					
Percentage of Council's engagement initiatives that meet or exceed targets.	80%	New measure		Not measured	The framework to support this measure is still in development and will enable reporting in 2025/26.
Percentage of customers satisfied with the helpfulness of Awarua front desk staff, as measured by the annual survey.	Increase over previous year	64%	64%	69%	Target met.
We commit to clear, prompt, and precise communications, fostering well-informed community engagement and transparency in our decision making processes.					
Percentage of residents satisfied with Council's provision of information, as found in the annual survey.	75%	53%	52%	52%	Target not met. Council are continually reviewing the way we communicate and engage. In the past year, we have focused on inclusive and in-person engagement, delivering 64 hui across key workstreams. Digital reach has also expanded, with nearly one million website page views, 13 Participate campaigns, 1.47 million social media views, and the launch of the Antenno app to support local reporting.
Percentage of residents satisfied with how Council engages the community in its decision-making processes, as found in the Local Water Done Well Consultation	50%	30%	77%*	62%*	On target. Result reflects satisfaction levels drawn from multiple formal consultations conducted throughout 2024/25, offering a broader view of community engagement effectiveness.
We are committed to fostering meaningful and effective partnerships with tangata whenua, aiming for their sustained engagement and influence in shaping the future and decisions of the region.					
Review the implementation of the Te Tiriti Compass across the organisation.	Year 1: Implement Year 2: Review Year 3: Review	New measure		Imple-mented	Target met.
Support the annual review of relationship agreements with Treaty Partners.	Full review annually	New measure		Reviewed	Target met.

*Note: *2022/23 results were based on the Resident Satisfaction Survey. In 2023/24, the methodology shifted to focus on feedback from the Three Year Plan consultation. For 2024/25, results are derived from multiple consultation processes, providing a more targeted and representative assessment of engagement in Council decision-making.*

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Engagement		
Disinformation or misinformation is circulated about Council activities, damaging Council's reputation.	Provide clear, timely, and accurate information.	No change.
Delayed communication leads to communities feeling poorly informed.	Ensure communications are regular, consistent, and proactive.	No change.
Information does not reach all segments of the community.	Use a wide range of channels to improve reach and accessibility.	No change.
Communities feel they have not been adequately consulted on Council decisions or activities.	Engage early in the planning and decision-making process.	Reviewed engagement methodologies to ensure cultural grounding and alignment with Te Tiriti o Waitangi.
Māori Partnerships		
Lack of internal capacity to support implementation of Māori strategy.	Include partnership and engagement intent in activity management plans, with appropriate resourcing.	Implemented partnership goals and performance metrics to encourage best practice aligned with Te Tiriti o Waitangi.
Limited capacity within the Māori Partnerships team.	Apply strategic planning and prioritisation. Some projects may not be supported.	Strategic planning and prioritisation applied. Some projects were not supported.
Current national political environment impacts progress.	Maintain a partnership approach even when shared outcomes are challenged.	No change.
Lack of willingness to engage meaningfully from tangata whenua.	Seek to confirm partnership expectations in writing.	No change.
Townships		
High community expectations versus budget constraints.	Community Groups prioritise short-term aspirations, which are supported through Township Upgrade funding. Medium- and long-term goals are included in each Township Plan to guide future funding applications as opportunities arise.	No change.
Weather events delay township upgrades.	No formal mitigation. Workplans and timeframes are rescoped and reprioritised as needed.	No change.
Unavailability of qualified, SHE-approved suppliers.	Community Groups identify suitable SHE-accredited suppliers during Township Plan engagement. Local suppliers are invited to participate in an Expressions of Interest (EOI) process.	No change.
Supply chain delays.	Materials and services are ordered and scheduled 12 to 18 months in advance of upgrade implementation.	No change.

Governance and Democracy

What we do

This activity supports transparent, democratic decision-making for Te Tairāwhiti. It includes providing advice and support to elected members, delivering civic events, running local elections, managing official information, and ensuring Council meets its legislative obligations under the Local Government and Electoral Acts.

It also involves upholding good governance practices, advocating on national policy, managing relationships with partners such as Trust Tairāwhiti, and supporting Council's participation in the wider local government sector. Governance includes stewardship of Council assets, oversight of Council Controlled Organisations, and enabling partnerships with Māori.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	2025 Local Elections	Manage and deliver the 2025 Local Elections.	Preparations for the 2025 Local Elections are progressing ahead of schedule. Candidate information evenings have commenced, and the Stand Campaign is underway. The steering group continues to oversee delivery to ensure all statutory requirements and timeframes are met ahead of the October election.
	Our meeting and reporting processes ensure our community is informed and enabled to participate in Council decision-making	Agendas are publicly available within legislated timeframes. Reports are easily read and understood, and the decision-making process is transparent.	Council agendas continue to be published within legislated timeframes. Reports are structured to support transparency, clarity, and public understanding of Council decisions.
	Council and Committee reports consider climate change and the changing needs of our communities	Decision making considers climate change, elected members are better informed regarding the impacts of climate change, and our organisation is more able to respond to its effects.	Climate change considerations are now routinely integrated into Council reporting. The latest NZIER review highlighted this as a consistent and positive shift across decision-making processes.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day



52 Council and committee meeetings

4 Citizenship ceremonies

4 Hearings

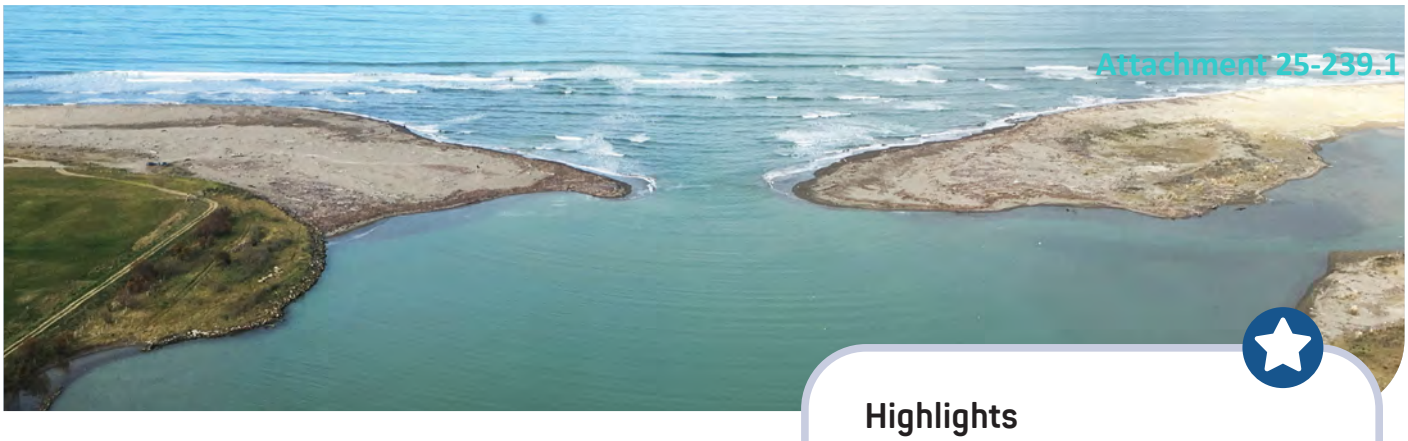
Community outcome/s	Projects	Initiatives	How we are going
	Council and Committee decisions are reflective of our Iwi and Hapū aspirations and include mātauranga Māori and a te ao Māori lens	Council and committee decisions incorporate te ao Māori, mātauranga Māori and te reo Māori.	Council decisions are increasingly reflective of iwi and hapū aspirations, supported by the Te Tiriti Compass framework and practical tools such as the Treaty Writing Guide. Recent external review acknowledged this as a strong and growing feature in Council advice and governance.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Effective systems and processes support two-way communication between elected members and the community.					
Percentage of the community who agree that decisions made by Council represent the best interests of the community as found in the annual survey.	30%	30%	27%	31%	Target met.
Percentage of community members who know how to contact a councillor as per the annual survey.	Increase over the previous year.	New measure		32%	Target met.
We manage the LGOIMA requirements for meetings, agendas and official information requests and complaints to the Ombudsman.					
Agendas for meetings (other than extraordinary meetings) of Council and committees are publicly available at least two working days before advertised meetings.	100%	100%	100%	100%	Target met.
Number of complaints upheld by the Ombudsman.	0	0	1	0	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it
Breaches in legislative time frames under the Local Government Act 2002 and the Local Government Official Information and Meetings Act 1987 resulting in complaints to the Ombudsman.	Careful adherence to legislative timeframes.



Science

What we do

This activity includes Environmental Science and Environmental Monitoring. The teams monitor freshwater, air, soil, and the coastal marine area, and carry out research to improve understanding of our natural ecosystems. They also provide scientific and technical expertise to support strategy, consenting, compliance, emergency management, and other functions across Council.

We do this work to protect and maintain the natural environmentof Te Tairāwhiti, and to build a strongerunderstanding of our region's ecosystems and natural hazards.

Highlights

Flood forecasting model upgraded
We replaced the flood forecasting model and upgraded site communications at key flood warning locations, improving our ability to monitor and respond during extreme weather events.

More water quality data loggers installed
Three new water quality data loggers were added to expand our regional monitoring network and support better environmental insights.

Improved water availability data for East Cape
A total of thirty same-day flow measurements were carried out at four East Cape rivers over summer, helping build a clearer picture of water availability during low-flow periods.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Bore drilling and renewals	Complete bore drilling in the Poverty Bay flats area and renewals to existing bore monitoring sites.	Bore drilling has been deferred to 2025/26 to follow completion of the groundwater monitoring review.
	Groundwater Monitoring Devices	Install/update measuring devices into new/existing bores to monitor groundwater quality and levels.	26 groundwater loggers were installed or upgraded to strengthen aquifer quality and level monitoring.
	Telemetry and Hydrological equipment	Update/replace telemetry and hydrology equipment.	Instrumentation upgrades were completed to improve water level, water quality and climate data capture across monitoring sites.
	Air quality and noise Monitoring equipment	Install monitoring equipment to measure air quality and noise.	Monitoring instruments are operating within expected parameters. A second air quality monitoring site is being explored.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

4,109 Water quality samples collected

46,065,515 Telemetered data points collected

84 Biomonitoring sites monitored under ecology programme

Community outcome/s	Projects	Initiatives	How we are going
	State of Environmental (SOE) reporting	Continue State of Environment (SOE) monitoring programme and prepare and complete the 5-yearly SOE report (2025/26)	Annual monitoring programmes were delivered across groundwater, river, coastal and recreational water sites. The 5-yearly SOE report is in progress, with draft due December 2025.
	Tairāwhiti Resource Management Plan (TRMP) evidence base	Provide scientific research and evidence to support planning for and management of freshwater coastal-marine area, land and soils, natural hazards, historic and cultural heritage, outstanding natural landscapes, features and seascapes, natural character of the coastal environment, coastal environment line, and indigenous biodiversity.	Catchment-scale modelling, freshwater quality analysis, and ecosystem assessments are underway to inform the TRMP evidence base.
	Improve groundwater knowledge base and monitoring.	Review state of existing groundwater monitoring infrastructure and monitoring frequency of groundwater bores and review existing trends or gaps in data.	Phase one of the review was completed, including five new bores and expanded monitoring at four additional sites.
	Deliver the annual projects described in the Science Programme/Plan	A series of research projects to improve our knowledge and understanding of water, soil, freshwater and coastal environments.	Annual science programme projects progressed as planned. Monitoring included estuary health, reef condition, inanga populations, crop cover, and sediment characteristics across key freshwater and coastal environments.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
We will collect and manage environmental data to support good resource management decisions and enable a clear understanding of the state of our environment.					
The number of hits received on environmental data pages on the Council and Tairāwhiti section of Land, Air, Water Aotearoa (LAWA) websites.	30,000	226,684	115,108	60,364	Target met.
We will collect, analyse, and report environmental information under the requirements of the RMA (1991).					
Undertake and report weekly monitoring of freshwater and coastal bathing water sites throughout the bathing water season.	95%	94%	100%	99%	Target met.
For highly productive land, undertake soil surveys for the five land use types in Tairāwhiti. To ensure the scientific evidence is robust, thirty surveys per land use type will be required.	50	30	30	Not measured	Not measured. A staffing vacancy during the reporting period meant no surveys were undertaken. Options for progressing this work are being reviewed.
The percentage of freshwater attributes monitored as required by the National Policy Statement for Freshwater Management (2020) in locations determined by Council and the community.	90%	73%	80%	90%	Target met.
The percentage of attributes monitored as required by the New Zealand Coastal Policy Statement (2010).	15%	17%	17%	33%	Target met.

Significant effects of delivering this activity

Potential negative effect	How we manage it	Progress against 3YP
Disasters or cyclones may destroy or disrupt monitoring sites, equipment, or access to them.	We maintain backup power supplies and use webcams to support remote monitoring.	Demand for more resilient flood warning infrastructure has increased. The Kanakanaia hut was relocated to higher ground after flooding during Cyclone Gabrielle. The radio network was upgraded, and improvements to the flood forecasting model are underway to enable more accurate data capture.
Access to existing equipment or monitoring sites on private property may be restricted.	We actively manage relationships with landowners and maintain open, effective communication.	Monitoring assets are now being prioritised for placement on public land to ensure ongoing access and reduce operational risk.

Recovery and resilience

Hydrology flood forecasting model

Replacement of the legacy system is underway to improve early warning capability and support Civil Defence decision-making.

Urban groundwater bores

Five new telemetered bores have been installed to monitor shallow groundwater movement during high rainfall events.

Aerial electromagnetic mapping

Recent survey data has improved regional groundwater modelling. Post-cyclone monitoring shows aquifer and water table levels are still receding.

Strategic Policy and Planning

What we do

We develop and review the strategies, policies, plans, and bylaws that guide Council's direction, decision-making, and investment. Our work ensures everything Council does is aligned with community aspirations, legislative requirements, and long-term wellbeing goals.

We provide the policy foundations for managing natural and physical resources, planning infrastructure, responding to major government reforms, and supporting climate action. This includes leading the review of the Tairāwhiti Resource Management Plan and integrating new freshwater planning requirements. We also support meaningful engagement with iwi, stakeholders, and the wider community.

By offering evidence-based advice and anticipating shifts in legislation, we help Council stay future-focused, transparent, and consistent in its approach.

Highlights

Storm-affected land framework adopted
Council adopted a framework to guide decisions on Category 3 and other storm-affected land. It balances safety, cost-effectiveness, community outcomes, and partnership with Mana Whenua.

New policy for managing risk-prone dams
A new policy under the Building Act sets out Council's approach to managing dangerous, earthquake-prone, and flood-prone dams, including heritage structures.

Sensitive sites rule updated in alcohol policy
Council reviewed the Sensitive Sites provision in the Local Alcohol Policy and adopted amendments removing the CBD from the rule on 31 July 2025.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Tairāwhiti Resource Management Plan (TRMP) (including freshwater planning)	Finalising work under Phase 1 of the review work programme - notifying plan changes for freshwater, regional policy statement, forestry, and urban development. Starting work on Phase 2 plan review.	Progress has been made on the first stage of reviewing the TRMP, advancing draft plan changes on freshwater, urban growth, forestry, and the Regional Policy Statement. This has involved testing new urban zoning options, refining freshwater catchment planning and technical evidence, and strengthening direction for sustainable land use. This work is guided by local knowledge, science, and iwi and community input, helping us respond to housing, land use, and environmental challenges. Preparation has also begun for the next stage of the review, with some elements paused pending Government resource management reforms. In the meantime, supporting work continues to ensure the plan reflects what matters most to Tairāwhiti.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

- **6** Council-adopted policies reviewed and updated
- **86** Reports authored or co-authored for council
- **32** Reports peer-reviewed for other teams
- **4** Plan changes currently in development

Community outcome/s	Projects	Initiatives	How we are going
	Climate change response	Progressing evidence base for both organisational and regional Emissions Reduction Plans (ERP) and adaptation planning processes.	Work is underway to strengthen the evidence base for both organisational and regional Emissions Reduction Plans (ERP) and adaptation planning. Updated GDC and regional greenhouse gas inventories will be completed by August 2025, with the GDC ERP due in October 2025 and the regional ERP mid-2026. Development of a regional Climate Change Risk and Vulnerability Assessment will begin in September 2025, followed by adaptation planning for both regional and GDC plans through to mid-2027.
	Development Contributions review	In depth review of the policy and growth projects needed - aligned with development of our 2027-2037 Long Term Plan.	Council is progressing to procurement for the review, which will inform growth projects and the 2027–2037 Long Term Plan. Recent Government signals on infrastructure funding are likely to influence scope and timing. The review will remain responsive to these changes to ensure financial prudence and strategic alignment.

Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Council has a clear, rigorous, and current suite of strategies, plans and policies across the range of Council activities including resource management, infrastructure, and social and economic development.					
All plans under development and review meet national directions and statutory timeframes for notification (where applicable).	Achieved	Achieved	Achieved	Achieved	Target met.
Our decision-makers are provided with credible and robust advice on which to make decisions.					
Percentage of Strategic Planning sample reports meet a threshold of good to high quality (e.g. marked between 7-10 out of 10) when independently assessed annually.	80%	86%	67%	85%	Target met.

Recovery and resilience

Transport planning

Recovery from extreme weather events has been led by Waka Kotahi's TREC programme for state highways and Council's Journeys team for local roads, with record investment in emergency works driving extensive repairs to pavements, bridges, drainage, vegetation, and slips, while public transport has seen new bus contracts and initial improvements, active transport initiatives remain on hold due to shifts in GPS priorities, and investment planning has centred on the Strategic Roading Network Resilience Programme business case.

TRMP plan review

Review of natural hazards evidence base conducted to inform the next steps for ensuring updated knowledge is reflected in current and upcoming plan development.

Support Services

What we do

Our support services enable the wider organisation to function effectively and deliver on its commitments to the community. These teams provide the financial, legal, digital, people-focused, and safety-related foundations that underpin all Council activities.

Finance and Performance

We manage Council's finances, risk, and organisational performance. This includes statutory financial services, rating, internal audit, and corporate planning. Our work ensures Council remains financially responsible, accountable, and transparent while continuously improving how we plan, measure, and report on our performance.

Health, Safety and Wellbeing

We support a positive, proactive health and safety culture across Council. Our focus is on embedding safe, everyday practices and empowering staff and contractors to manage risk effectively. We ensure compliance with health and safety legislation while promoting overall wellbeing.

Information Services

We provide the technology, systems, and digital expertise that support effective service delivery and decision-making. Our team enables the responsible management of Council's data and information, ensuring we meet our legal obligations while improving efficiency and access across the organisation.

Legal Services

We provide in-house legal advice to support informed, legally sound decision-making across Council. Our work helps ensure statutory compliance and protects the organisation's interests in a complex and evolving legal environment.

People and Capability

We attract, support, and develop the people who deliver Council's services. Our work includes recruitment, retention, wellbeing, leadership development, and organisational change. We help ensure our teams are equipped to serve the community and deliver outcomes aligned with Council's strategic goals.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Provide financial support across Council hubs and activities	Support the effective and efficient running of day-to-day transactional accounting for Council operations. Explore financial business improvements across Council.	Real time management reports, and financial tools have been embedded throughout the organisation. Specialist management Accountants also support as business partners to activity managers.

Snapshot

These are our essential services and facilities that keep Tairāwhiti ticking along every day

Support the effective and efficient running of Council

Continuous review and improvement of Council's services

Help embed safe business-as-usual practices

Community outcome/s	Projects	Initiatives	How we are going
	Statutory corporate planning and reporting documents	Management, preparation, design and delivery of statutory corporate planning and reporting documents legally required under the Local Government Act 2002 (LGA) e.g. the Three Year Plan, Long Term Plan, Annual Plan, Annual Report and Pre-election Report; the Environmental Scan, Significant Forecasting Assumptions and prioritisation criteria; and supporting community engagement and consultation processes.	Council is currently in year two of the 2024–2027 Three Year Plan. The 2025/26 Annual Plan has been adopted, and development of the 2027–2037 Long Term Plan is now underway.
	Carry out internal audit and risk management activities	Provide independent assurance that Council's risk management, governance and internal control processes are operating effectively.	Ongoing audit and risk assessments are continually under review. Special emphasis and audits have been on externally funded activities. These internal audits are in addition to external audit conducted by New Zealand Transport Agency.
	Manage the local government funding support package of $204m for recovery related works	Manage the funds received and optimise the best use of external funds, particularly as they relate to recovery.	In addition to internal audits, there are operation teams and steering group that meet monthly to review spending, oversee business cases and take a whole of life approach for investment decisions. There is a emphasis on value for money for both the ratepayer and the taxpayer over the life of the assets.
	Source and apply for additional funding	Seek additional funding to support Council activities and projects from a variety of sources, including Philanthropic Trusts, Central Government, Gaming Trusts, Companies, Individuals/Groups.	External funding remains a key focus, with efforts ongoing to identify opportunities and submit applications in support of Council projects and programmes. Despite a constrained funding environment, work continues to align applications with shifting priorities and available funding streams.
	Shared Service arrangement audits	Continue to audit Shared Services and Better Buying arrangements to identify opportunities and benefits for Council.	Shared service arrangements are regularly reviewed to ensure they continue to deliver value and align with Council policies and strategies. Progress includes new and renewed contracts through AoG and BOPLASS.
	Business Continuity	Continuous review and improvement of Council's Crisis Management Plan and Business Continuity planning in accordance with Council's Business Continuity Management Policy.	Business Continuity Plans are maintained, reviewed, and tested annually in line with Council's Business Continuity Management Policy and Crisis Management Plan. All approved plans are published internally to ensure staff accessibility and preparedness.
	Strategic Risk Management	Identify, assess, treat, monitor and report on Council's Strategic and Operational Risks in accordance with Council's Risk Management Policy and Framework. Assess Strategic Risks against Council's Risk Consequence Appetite settings and refresh Council's appetite each triennium. Develop Council's Risk Maturity model.	Strategic and operational risks are actively monitored and assessed using Council's Risk Management Framework and Bowtie methodology. Risk consequence appetite settings are applied across risk areas and refreshed each triennium. Current assessments indicate the Overall Council Strategy risk is within Council's risk appetite. Efforts are ongoing to embed risk practices into everyday operations and project delivery, supporting a consistently risk-aware culture.
	Health, safety, and wellbeing – recovery support	Ensure contractor engagement and management processes remain effective and verification and assurance processes are robust.	Contractor assurance processes remain a key focus, with ongoing verification checks and audit reviews supporting continuous improvement in contractor competency.

Community outcome/s	Projects	Initiatives	How we are going
	Staff wellbeing	Support Council workers health and wellbeing with the introduction of initiatives and formulation of a wellbeing group.	Council's wellbeing group continues to deliver regular initiatives to support the health and wellbeing of staff.
	Culture	Develop a health and safety culture and accountability across Council teams, while ensuring compliance under health and safety legislation.	Survey and audit results are being reviewed to inform the ongoing development of a strong health and safety culture across Council.
	Existing core hardware renewal	Continually supply new staff with Information and Communication Technology (ICT) hardware and replace Council's ICT hardware as components reach end of life.	Core network and firewall hardware has been renewed. Staff hardware replacement is ongoing as equipment reaches end of life.
	Software renewals and upgrades	Where software is partly or wholly a Council asset, this project ensures that software is renewed or upgraded to ensure it is fit-for-purpose.	Only applicable in a few cases, where renewal efforts are ongoing.
	New IS supported software	Where software is partly or wholly a Council asset, this project ensures that new software is implemented.	No new Council software that are considered assets are currently being implemented.
	Digitisation of records	Continue to create high quality digital versions of paper records.	Significant progress is being made in our digitisation efforts, and the work is ongoing with over 50% complete.
	Enterprise Solutions	Continue to implement the upgrade of Council's core software.	This extensive upgrade is well underway, with a major milestone - the finance module going live early 2025. Work will continue throughout the three-year plan to ensure successful implementation.
	Tairāwhiti Resource Management Plan (TRMP) review	Provide Information and Communication Technology (ICT) and Geographic Information System (GIS) support to the TRMP review efforts.	Support is ongoing at the direction of the TRMP team.
	Power resilience (Starlink/ generators)	Support the selection and installation of internet and Information and Communication Technology (ICT) power sources.	Installation of Starlink satellite services on Awarua, CDEM, Waingake and Te Puia buildings, and established mobile units for necessary deployments. Awarua, CDEM and Waingake buildings have backup generators.
	Recovery	Provide Information and Communication Technology (ICT) and Geographic Information System (GIS) support to the Recovery team.	Support is ongoing at the direction of the Recovery team.
	Regional aerial imagery and Light Detection and Ranging (LIDAR) capture	Every other year effort to receive, analyse and make available the latest aerial imagery of the district. LIDAR capture is complete.	Completed for this cycle.
	District-wide property revaluation	Every three years support from Council's Land Information team to update Council's system valuation data.	Support is ongoing, working with the Rates team.
	Waingake Transformation/ Restoration Programme	Provide Information and Communication Technology (ICT) and Geographic Information System (GIS) support to the Waingake team.	Support is ongoing.
	Business analytics	Develop and enhance information solutions applied to Council's data to support operational and strategic decision making.	Work is ongoing to improve data accessibility, reporting capabilities, and analytical tools.

Community outcome/s	Projects	Initiatives	How we are going
	Legal request system	Develop and implement a new legal request system to increase efficiency and enable legal support to be managed with greater alignment to the organisation's strategic values.	Development is on track, with implementation planned as part of a wider service request system rollout across multiple Council business units in 2025.
	Legislative compliance framework	Develop and implement a legislative compliance framework to provide assurance as to the organisation's legislative compliance.	Implementation is on track for 2025/26, supporting stronger organisational assurance and oversight of legislative obligations.
	Recruitment and retention	Develop and implement a comprehensive recruitment and retention strategy and policy.	The Recruitment and Retention Strategy has been completed and integrated into the broader People & Capability Strategy.
	Induction	Conduct a thorough review of the current induction process.	The review has been completed, and improvements are being put in place.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Non-Exchange Transactions	9,638	3,469	6,168	20,979
Revenue From Exchange Transactions	9,096	1,236	7,860	(2,826)
Expenses	60,097	44,684	(15,413)	57,944
Net Cost of Service	**41,363**	**39,979**	**(1,384)**	**39,791**
Capital Expenditure				
Capital Projects	**17,036**	**24,887**	**7,851**	**13,962**

What was different from the budget

[1] Revenue from non-exchange transactions is $6m above plan, driven by additional grant income related to FOSAL category 3 voluntary residential relocation grants and FOSAL category 2P housing lifting.

[2] Revenue from exchange transactions is $7.8m above plan, primarily due to the $6.5m accounting gain recognised from the fair value movement of the concessionary loan.

[3] Expenditure is $15m above plan, primarily due to additional costs associated with FOSAL category 3 voluntary residential relocation grants and FOSAL category 2P house lifting, as noted above. Additionally, $7.8m accounting loss for the FOSAL category 3 voluntary residential buyouts, this represents the differences between the purchase price of the properties and their written down value following cyclone damaage.

[4] Capital expenditure is $7.8m below plan largely due to FOSAL category 3 voluntary property buyouts, the timing of the buyouts and the options of the buyouts. Last year we completed more buyouts than we expected and within this year more owners opted for relocation grant (operating expense) as opposed to a buyout (capital expense). Council's share of these properties represents 50% of the joint arrangement with the Crown.

Ngā Mahinga Arumoni
Commercial Operations

What we do

Council's commercial operations generate non-rates revenue to support capital investment and ease pressure on ratepayers. Most are managed through Gisborne Holdings Limited (GHL), a 100 percent Council-owned company.

GHL oversees property holdings, a large accommodation business, and significant farming operations. Its portfolio includes commercial and rental properties, development projects, the Waikanae Beach TOP 10 Holiday Park, and Tauwharepārae Farms Ltd, which manages over 11,500 hectares of land inland from Tolaga Bay.

Council also owns several semi-commercial assets that provide social or strategic value. These include 120 community housing units for residents aged 55 and over, Gisborne Airport as a key regional connector, and forestry assets for erosion control and water protection.

This mix of commercial and semi-commercial operations balances financial return with long-term community benefit, contributing both income and resilience to Council's wider work.

Progress on the Three Year Plan

Community outcome/s	Projects	Initiatives	How we are going
	Review of Council's group investments	Review Council's group investments and alignment for a best-for-region approach.	Council has approved a new investment strategy for its council-controlled trading organisation. The first major project under this strategy is underway, with development progressing at the Tolaga Bay campground site.
	Climate change adaptation plans	Formulate climate change adaptation plans for Council's investment assets.	Gisborne Holdings Ltd has made strong progress on its sustainability objectives, including verified reductions in greenhouse gas emissions and recognition for exceeding national standards in carbon measurement, reporting, and offsetting.
	Future transfer of assets between Council and Gisborne Holdings Ltd (GHL)	Consult, evaluate and decide on future transfer of assets between Council and GHL.	A longer lead-in period has been agreed for future asset transfers, with decisions subject to the development and approval of supporting business cases. Business cases are expected to be completed ready for consultation in the 2027-2037 Long Term Plan.



Our levels of service and how we measure progress

Measure	Target	2023	2024	2025	Commentary
Council's main investment vehicle is its Council Controlled Trading Organisation (CCTO), Gisborne Holdings Limited (GHL). GHL is 100% owned by Council. GHL manages Council's commercial operations and distributions flow directly to Council to help provide for capital works and minimise demands on ratepayers.					
Improve the investment return level in order to grow the return from 2% of Council revenue to 4%.	2% to 4%	2.8%	0.8%	1.2%	Target not met. Driven by lower dividend from our CCO.
Percentage of customers satisfied with the standard of accommodation and services as found in our annual inspection survey.	95%	96.6%	98.2%	92.6%	Slightly under target. Planned kitchen upgrades and new double glazing in the coming year are expected to lift satisfaction.
Rent as a percentage of market-rate (lower quartile) not to exceed 90%.	Achieve	Achieved	Achieved	Achieved	Target met.

What it cost

Operating revenue and expenditure	Actual 2025 $000s	3YP 2025 $000s	Variance favourable/ (adverse)	Actual 2024 $000s
Revenue From Exchange Transactions	1,814	1,793	21	1,811
Expenses	2,069	1,785	(283)	1,970
Net Cost of Service	**255**	**(7)**	**(263)**	**159**
Capital Expenditure				
Capital Projects	**198**	**411**	**212**	**136**

What was different from the budget

[1] Revenue from Exchange transactions aligns to the plan.

[2] Expenditure is $283k above the plan, driven by higher operating costs, primarily from increased repairs and maintenance.

[3] Capital Expenditure is $212k below plan, as some work was completed under operational costs (repairs and maintenance). Additionally, double glazing work on certain properties is underway and is expected to continue into the next financial year.



Part 5

To tātau pūtea
Our finances

This section contains our audited financial statements, analysis of key variances, and commentary on revenue, expenditure and net position.

Photo credit: Trust Tairāwhiti

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Tauāki tautukunga me te kawenga
Statement of compliance and responsibility

Compliance

The Council and Management of the Gisborne District Council confirm that all the statutory requirements in relation to the Annual Report, as outlined in Schedule 10 of the Local Government Act 2002, have been complied with.

Responsibility

The Council and Management accept responsibility for the preparation of the annual financial statements and the judgements used in them. They also accept responsibility for establishing and maintaining a system of internal control designed to provide a reasonable assurance as to the integrity and reliability of the financial reporting.

In the opinion of Council and Management, the annual financial statements for the year ended 30 June 2025 fairly reflect the financial position, results of operations and service performance achievements of the Gisborne District Council.



Rehette Stoltz
Mayor



Pauline Foreman
Chief Financial Officer



Nedine Thatcher Swann
Chief Executive

Tauāki moni whiwhi me ngā utu
Statement of comprehensive revenue and expenses
for the year ended 30 June 2025

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Note	Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		REVENUE FROM NON-EXCHANGE TRANSACTIONS				
103,771	104,340	Grants and Subsidies - Operational	4	47,818	59,418	59,418
55,790	55,790	Grants, Donations, Subsidies and Contributions - Capital	4	106,846	63,617	63,617
1,160	1,160	Other Non Exchange Revenue	5	1,898	1,778	1,778
26,312	26,157	General Rates And Uniform Annual General Charge	3	30,183	30,459	30,313
49,319	49,319	Targeted Rates (other than a targeted rate for water supply)	3	54,141	54,141	54,141
		REVENUE FROM EXCHANGE TRANSACTIONS				
626	626	Development and Financial Contributions	5	1,863	1,698	1,698
12,711	26,041	Other Revenue	5	14,573	12,764	26,489
2,883	2,760	Targeted Water Rates	3	3,651	3,025	2,879
7	7	Dividends	5	0	316	7
2,934	2,944	Interest Received	10	0	1,465	1,480
(123)	(123)	Other finance income	10	0	6,633	6,633
(620)	(6,893)	Other Gains/(Losses)	6	350	(246)	7,303
254,769	**262,128**	**Total Revenue**		**261,322**	**235,067**	**255,755**
		EXPENSES				
31,186	34,121	Employee Benefit Expenses	7	37,139	34,293	37,428
163,927	171,301	Expenditure on Operating Activities	9	103,671	122,223	129,529
29,011	30,114	Depreciation and Amortisation	8	31,324	30,262	31,348
9,015	9,758	Financing Costs	10	6,786	10,575	11,138
6,636	6,636	Loss FOSAL category 3 buyback	6	0	7,847	7,847
239,775	**251,931**	**Total Expenses**		**178,919**	**205,200**	**217,290**
14,994	**10,197**	**Net Surplus before Taxation and Subvention Income**		**82,403**	**29,867**	**38,465**
282	0	Subvention Payment from GHL		350	629	0
0	9	Income Tax Expense	11	0	0	1,743
15,276	**10,188**	**Net Surplus after Taxation**		**82,753**	**30,496**	**36,722**
		OTHER COMPREHENSIVE INCOME				
139,898	139,898	Gains/(Losses) on Revaluations		48,350	(1,508)	(3,486)
1,390	1,390	Impairment reversal/(loss)		0	(2,584)	(2,584)
0	0	Deferred Tax on Revaluations	11	0	0	71
141,288	**141,288**	**Total Other Comprehensive Income**		**48,350**	**(4,092)**	**(5,999)**
156,564	**151,476**	**Total Comprehensive Revenue and Expenses**		**131,103**	**26,404**	**30,724**

The accompanying notes form an integral part of these financial statements. Please note there are small rounding differences due to the numbers being rounded to the nearest thousand dollar.

Tauāki tūnga pūtea
Statement of financial position
as at 30 June 2025

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Note	Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		CURRENT ASSETS				
21,551	22,481	Cash and Cash Equivalents	13	28,728	(676)	210
20,000	20,000	Term Deposits*		0	0	0
28,741	28,741	Non Exchange and Other Receivables	14	24,671	12,708	12,708
22,475	22,305	Exchange Trade and Other Receivables	14	24,373	31,178	30,814
104	324	Inventories	15	45	107	376
711	711	Current Investments	16	81	206	206
80	80	Non-current Assets Held for Sale	18	80	0	0
694	694	Derivative Financial Instruments	17 & 29A	770	0	0
94,356	**95,336**	**Total Current Assets**		**78,748**	**43,523**	**44,314**
		CURRENT LIABILITIES				
362	362	Deposits Held	19	573	386	386
30,745	30,919	Trade and Other Payables	20	33,393	27,337	28,049
45,148	45,296	Income in advance*		40,187	14,650	14,915
4,082	4,485	Employee Benefit Liabilities	21	3,556	5,147	5,556
30,000	30,000	Borrowings	22	15,000	20,000	20,000
560	560	Provision for Other Liabilities	23	468	479	479
0	0	Derivative Financial Instruments	17 & 29A	0	147	147
0	(459)	Taxation		0	0	228
110,897	**111,163**	**Total Current Liabilities**		**93,177**	**68,146**	**69,760**
(16,540)	**(15,827)**	**Net Working Capital**		**(14,429)**	**(24,623)**	**(25,447)**
		NON-CURRENT ASSETS				
2,838,720	2,950,822	Property Plant and Equipment	24	2,908,858	2,894,745	3,005,302
6,459	9,655	Intangible Assets	25	6,462	7,554	22,640
924	14,706	Biological Assets	26	1,263	1,011	19,351
35,911	3,957	Investments	16	35,294	37,750	5,796
334	334	Derivative Financial Instruments	17 & 29A	958	0	0
2,882,349	**2,979,474**	**Total Non-Current Assets**		**2,952,835**	**2,941,060**	**3,053,089**
		NON-CURRENT LIABILITIES				
147,800	157,121	Borrowings	22	180,374	171,831	179,860
89	89	Employee Benefit Liabilities	21	111	105	104
1,925	1,925	Provision for Other Liabilities	23	2,117	1,435	1,435
812	1,717	Emissions Trading Scheme Liabilities	25	795	824	10,630
0	4,460	Deferred Tax Liability	11	0	0	5,904
0	0	Derivative Financial Instruments	17 & 29A	0	655	655
150,625	**165,312**	**Total Non-Current Liabilities**		**183,398**	**174,850**	**198,589**
2,715,183	**2,798,332**	**Net Funds Employed**		**2,755,008**	**2,741,587**	**2,829,053**
		EQUITY				
541,192	541,765	Accumulated Surplus	27	651,455	577,014	583,810
60,718	60,718	Special Funds	27	35,631	55,403	55,403
2,113,273	2,195,850	Revaluation Reserves	27	2,067,922	2,109,170	2,189,840
2,715,183	**2,798,332**	**Total Equity**		**2,755,008**	**2,741,587**	**2,829,053**

The accompanying notes form an integral part of these financial statements.

Authorised for and on behalf of Gisborne District Council on 2 October 2025.



Rehette Stoltz
Mayor



Nedine Thatcher Swann
Chief Executive

Tauāki panoni tūnga pūtea
Statement of changes in equity
for the year ended 30 June 2025

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Note	Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		EQUITY OPENING BALANCES				
534,082	539,742	Accumulated Funds and Retained Earnings		556,611	541,192	541,765
53,188	53,188	Special Funds and Reserves		47,723	60,718	60,718
1,971,349	2,053,926	Revaluation Reserves		2,019,572	2,113,273	2,195,850
2,558,619	**2,646,856**	**Total Equity Opening Balance**		**2,623,905**	**2,715,183**	**2,798,332**
		CHANGES IN EQUITY				
		Accumulated Surplus (Retained Earnings)				
(8,165)	(8,165)	Transfer (to)/from Special Funds and Reserves		12,091	5,326	5,326
156,565	151,476	Total Comprehensive Income		131,103	26,404	30,724
		Special Funds and Reserves				
8,165	8,165	Transfer (to)/from Retained Earnings		(12,091)	(5,326)	(5,326)
156,565	**151,476**	**Total Changes in Equity**		**131,103**	**26,404**	**30,724**
		EQUITY CLOSING BALANCES				
541,192	541,765	Accumulated Funds and Retained Earnings	27	651,455	577,014	583,810
60,718	60,718	Special Funds and Reserves	27	35,631	55,403	55,403
2,113,273	2,195,850	Revaluation Reserves	27	2,067,922	2,109,170	2,189,840
2,715,183	**2,798,332**	**Total Equity Closing Balance**		**2,755,008**	**2,741,587**	**2,829,053**
		Attributable to:				
2,715,183	**2,798,332**	**Gisborne District Council**		**2,755,008**	**2,741,587**	**2,829,053**

The accompanying notes form an integral part of these financial statements.

Tauāki rerenga moni
Statement of cash flow
for the year ended 30 June 2025

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Note	Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		CASH FLOW FROM OPERATING ACTIVITIES				
74,718	74,563	Receipts from Rates		81,851	83,257	83,111
16,142	28,562	Receipts from Activities		23,856	17,797	31,329
160,704	160,704	Receipts from Government Grants and Subsidies		154,939	104,441	104,441
2,934	2,944	Interest received		0	1,465	1,480
7	7	Dividends received		0	316	7
300	0	Subvention Payment received		350	211	0
(184,229)	(194,888)	Payments to Suppliers and Employees		(140,690)	(152,365)	(162,281)
(12,903)	(12,903)	Grants paid		(982)	0	(56)
1,384	1,384	Net GST paid		0	(2,341)	(2,341)
(8,397)	(9,140)	Interest paid		(6,802)	(8,157)	(8,724)
0	(1,018)	Income Tax paid		0	0	459
50,659	**50,215**	**Net Cash Flows from Operating Activities**	28	**112,522**	**44,624**	**47,424**
		CASH FLOW FROM INVESTING ACTIVITIES				
369	467	Sale of Property Plant and Equipment		350	50	125
459	459	Forestry Harvesting		281	0	0
0	1,105	Sale of Capital Livestock		0		
0	0	Investments Matured		0	20,000	20,000
(89,681)	(90,898)	Purchase of Property Plant and Equipment		(160,032)	(103,940)	(105,565)
(612)	(612)	Purchase of Intangible Assets		0	(1,688)	(1,688)
(21,370)	(21,370)	Purchase of Investments		0	(1,334)	(1,334)
(110,835)	**(110,849)**	**Net Cash Flows from Investing Activities**		**(159,401)**	**(86,912)**	**(88,462)**
		CASH FLOW FROM FINANCING ACTIVITIES				
53,000	51,907	Increase in Borrowings		46,879	20,061	18,768
53,000	**51,907**	**Net Cash Flows from Financing Activities**		**46,879**	**20,061**	**18,768**
(7,176)	(8,727)	**Net Increase/(Decrease) in Cash**		**0**	(22,227)	(22,270)
28,728	31,209	Cash at beginning of the year		28,728	21,551	22,480
21,551	**22,481**	**Cash and Cash Equivalents at Year End**		**28,728**	**(676)**	**210**

The accompanying notes form an integral part of these financial statements.

Tauāki hāngai ki te tahua taurite

Statement concerning balanced budget

for the year ended 30 June 2025

Council 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s
254,771	Operating Income	261,322	235,067
239,775	Operating Expenditure	178,919	205,200
282	Subvention Payment	350	629
0	Income Tax Expense/(Benefit)	0	0
15,278	**Net Operating Surplus After Taxation**	**82,753**	**30,496**
	LESS		
1,875	Capital Rates Income	3,571	3,571
55,760	Capital Grants and Subsidies	106,846	63,595
656	Other Capital Grants, Donations and Contributions	1,863	1,720
(8,084)	Operations funded by Reserve funds	(14,942)	(12,887)
	PLUS		
14,126	Depreciation not Funded	14,390	13,294
20,805	(Decrease)/increase in Council deficit	195	12,208
0	**Balanced Budget - Operating Income Agrees to Operating Expenditure**	**0**	**0**

The accompanying notes form an integral part of these financial statements.

Explanation of Council's balanced budget requirement

Council is required under the provisions of the LGA 2002 (s.101) to manage its revenues, expenses, assets, liabilities, investments and general financial dealings prudently and in a manner that promotes the current and future interests of its community. The LGA 2002 (s.100) requires that local authorities "balance the books". This means Council must ensure that each year's projected operating revenues are set at a level sufficient to meet that year's projected operating expenses (break-even). This is to ensure that there's access to enough funding to enable the services to continue to be provided long term. There are activities where this approach may not be practical or prudent due to the activity's long term nature or where the activity is partially funded by surpluses built up over time.

Tauāki whai wāhi i te taha o ngā CCTO's me ētahi atu kamupene
Statement of involvement in CCTO's and other companies

The Council has control of the following entities:

The Gisborne Disaster Relief Trust

The Trust has been established to provide a vehicle for the collection and distribution of funds in support of local disaster relief efforts. Council passed a resolution to exempt the Trust from Statement of Intent (SOI) reporting requirements under the Local Government Act 2002.

Achievements

The Trust received $1k, (2024 $162k) in donations to provide financial relief or assistance to people who have suffered damage or loss following the severe weather events in the Gisborne District. After paying and committing $24k, (2024 $257k) in grants, the Trust reported a liability of $403k, (2024 $396k) for unused donations.

Gisborne Holdings Ltd

This Council Controlled Trading Organisation (CCTO) comprises Gisborne Holdings Ltd.

The income from the above enterprise for the financial interest, finance or financial assistance of the Council is as follows:

	Dividends 2025 $000s	Dividends 2024 $000s	Subvention 2025 $000s	Subvention 2024 $000s
Gisborne Holdings Ltd	309	0	629	282

Total costs

The provision of financial assistance by the Gisborne District Council to this organisation is by way of share capital. Council holds a $14m internal loan to finance its investment in GHL. Council incurred a $640k (2024: $687k) interest cost on this loan balance.

Performance targets

The Councils objective in establishing Gisborne Holdings Ltd was to provide a commercial vehicle for operating its commercial activities. Council has an obligation under the LGA to undertake regular performance monitoring of its CCTOs. The purpose of that monitoring is to ensure they are making the expected contribution to Council objectives, meeting performance targets in their SOI and Councils overall aims and outcomes. CCTO financial statements and performance targets and other measures are audited annually by an independent auditor.

After the provision of a tax deductible subvention payment of $629k (2024: $282k) to the Council and reporting a net revaluation increase of $4.6m (2024: $6.6m decrease), Gisborne Holdings Ltd reported a net surplus after tax of $4.8m (2024: net loss after tax of $5.3m) for the year. Net assets increased $14.5m from 2024 $106.2m to 2025 $120.7m.

He pito kōrero mō ngā tauāki pūtea
Notes to the financial statements

Note 1: Statement of accounting policies

Reporting entity

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

The Gisborne District Council Group (the "Group") consists of Gisborne District Council and its subsidiaries, Gisborne Holdings Ltd (100% owned) and the Gisborne Disaster Relief Trust (100% controlled). Gisborne Holdings Ltd and the Gisborne Disaster Relief Trust are incorporated in New Zealand, and pursuant to the Local Government Act 2002 are Council Controlled Trading Organisations.

The primary objective of Council is to provide goods or services for the community or social benefit rather than making a financial return. Accordingly, the Council and Group are public benefit entities for the purpose of financial reporting.

The financial statements of the Council and Group comply with Public Benefit Entity (PBE) standards.

Basis of preparation

The financial statements of the Group are for the year ended 30 June 2025. The financial statements were authorised for issue by Council on 2 October 2025.

The Council and Group financial statements have been prepared in accordance with the requirements of the Local Government Act 2002, which includes the requirement to comply with New Zealand Generally Accepted Accounting Practice (NZ GAAP). They comply with Tier 1 PBE Standards as appropriate for public benefit entities.

The financial statements have been prepared on a historical cost basis, modified by the revaluation of certain fixed assets, forestry assets, livestock assets and certain financial instruments to reflect fair value. The financial statements are presented in New Zealand dollars and all values are rounded to the nearest thousand dollars ($000). The functional currency of Council is New Zealand dollars.

There have been no changes in accounting policies of the Group in the year ended 30 June 2025.

Specific accounting policies

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

Basis of consolidation

Council consolidates its subsidiaries in the group, where Council has the capacity to control their financing and operating policies so as to obtain benefits from the activities of the entity. This power exists where Council controls the majority voting power on the governing body or where such policies have been irreversibly predetermined by Council or where the determination of such policies is unable to materially impact the level of potential ownership benefits that arise from the activities of the subsidiary. The Group is a going concern due to the ability of Council to access funding through LGFA up to 175% of total revenue.

Subsidiaries are consolidated by adding together corresponding assets, liabilities, revenues and expenses on a line-by-line basis. All significant inter-company/Council transactions are eliminated on consolidation. Council's investment in its subsidiaries is carried at cost less any impairment charges in Councils own "parent entity" financial statements.

The group has an interest in a jointly controlled operation. A jointly controlled operation involves use of assets and other resources of the venturers rather than establishment of a separate entity. The group recognises its interest in the assets and the liabilities of the jointly controlled operation. The Group also makes note of the expenses that it incurs and the income that it earns from the sale of goods or services by the jointly controlled operation.

Revenue recognition

Revenue is measured at the fair value of consideration received. Revenue is comprised of:

- Non-exchange transactions - rates, government grants, vested assets, rental revenue - subsidised, fees and charges - subsidised.
- Exchange transactions - targeted water rates, rental revenue - full cost recovery, fees and charges - full cost recovery, and development and financial contributions.

Non-exchange revenue in general includes revenue from activities that are partially funded by general rates, as set out in the Councils 2024 - 2027 Three Year Plan Revenue and Financing Policy.

The following specific recognition criteria must be met before revenue is recognised:

General and targeted rates

General and targeted rates are set annually and invoiced within the year. The group recognises revenue from rates when the Council has struck the rates and provided the rates assessment. Rates revenue is measured at the amount assessed, which is the fair value of the cash received or receivable.

Government grants and subsidies

Government grants with no stipulations attached are recognised as revenue in the financial statements of the reporting period in which they are received or receivable by the Council.

To the extent that there are stipulations attached to government grants that would give rise to a liability to repay the grant amount or to return the granted asset, income in advance is recognised instead of revenue. Revenue is then only recognised once the Council has satisfied these conditions.

Council receives substantial grants from Waka Kotahi NZ Transport Agency, which subsidises part of Council's costs in maintaining the local roading infrastructure. The subsidies are recognised as revenue upon entitlement as conditions pertaining to eligible expenditure have been fulfilled. Council also receives other government grants in addition to Waka Kotahi.

Other revenue

Revenue is recognised on an accrual basis when the service is completed.

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

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

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

Donations, gifts and bequests are recognised at the fair value of consideration received upon receipt.

Interest received, finance income and finance costs

Interest income is recognised using the effective interest method.

In accordance accounting policies for financial liabilities concessionary loans received which are initially measured at fair value in accordance with the market effective interest rate. Any difference between the fair value and transaction price of the concessionary loan at initial recognition is accounted based on the existence and nature of any stipulations attached to the loan. A non-exchange liability is recognised where there are conditional stipulations for the concessionary loan, subsequently recognised as finance income (non-exchange) as and when the 'conditions' are satisfied.

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

Grant expenditure

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

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

Income tax

Income tax expense in relation to the surplus or deficit for the period comprises current tax and deferred tax except where it relates to an item recognised in Other Comprehensive Income.

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

Deferred tax is the amount of income tax payable or recoverable in future periods in respect of temporary differences and unused tax losses. Temporary differences are variances between the carrying amount of assets and liabilities in the financial statements and the corresponding tax basis used in the computation of taxable profit.

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

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

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

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

Current tax and deferred tax is charged or credited to surplus/deficit except when it relates to items charged or credited directly to other comprehensive income, in which case the tax is dealt with in other comprehensive income.

Leases

Group as a lessee - operating leases

An operating lease is a lease that does not substantially transfer all the risks and rewards incidental to ownership of an asset. Lease payments under an operating lease are recognised as an expense on a straight-line basis over the lease term.

Group as a lessor - operating leases

Leases in which the Group does not transfer substantially all the risks and rewards of ownership of an asset are classified as operating leases. Initial direct costs incurred in negotiating an operating lease are added to the carrying amount of the leased asset and recognised over the lease term. Rent received from an operating lease is recognised as income on a straight-line over the lease term.

Trade and other receivables

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

The provision for impairment of receivables is determined based on an expected credit loss (ECL) model.

In assessing credit losses for receivables, the Group apply the simplified approach and record lifetime ECL on receivables.

In measuring ECL's, receivables have been grouped into rates receivable and other receivables, and assessed on a collective basis as they possess shared credit risk characteristics. They have then been grouped based on days past due. Expected loss rates are applied based on payment profiles and corresponding historical credit losses experienced within the year. Expected loss rates are adjusted to reflect current and forward-looking factors specific to the debtors and the economic environment.

Rates are "written-off":

- When remitted in accordance with the Councils rates remission policy; and
- In accordance with the write-off criteria of sections 90A (where rates cannot be reasonably recovered) and 90B (in relation to Maori freehold land) of the Local Government (Rating) Act 2002.

Other receivables are written-off when there is no reasonable expectation of recovery.

Financial assets

The Group financial assets (other than shares in subsidiaries) are initially recognized at fair value. They are then classified as, and subsequently measured under, the following categories:

- amortised cost;
- fair value through other comprehensive revenue and expense (FVTOCRE); and
- fair value through surplus and deficit (FVTSD).

Transaction costs are included in the value of the financial asset at initial recognition unless the asset has been designated at FVTSD, in which case it is recognized in surplus or deficit.

The classification of a financial asset depends on its cash flow characteristics and the Council and Group's management model for managing them.

A financial asset is classified and subsequently measured as amortised cost if it gives rise to cash flows that are 'solely payments of principal and interest' (SPPI) on the principal outstanding and is held within a management model whose objective is to collect the contractual cash flows of the asset.

A financial asset is classified and subsequently measured at FVTOCRE if it gives rise to cash flows that are SPPI and held within a management model whose objective is to collect the contractual cash flows of the asset.

Financial assets that do not meet the criteria to be measured at amortised cost or FVTOCRE are subsequently measured at FVTSD. However, the Council and Group may elect at initial recognition to designate any equity investment not held for trading as subsequently measured at FVTOCRE.

Subsequent measurement of financial assets at amortised cost

Financial assets classified at amortised cost are subsequently measured at amortised cost using the effective interest method, less any expected credit losses (ECL). Where applicable, interest accrued is added to the investment balance.

Instruments in this category include community loans.

Subsequent measurement of financial assets at FVTOCRE

Financial assets in this category that are debt instruments are subsequently measured at fair value with fair value gains and losses recognized in other comprehensive revenue and expense, except ECL and foreign exchange gains and losses that are recognized in surplus or deficit. When sold, the cumulative gain or loss previously recognized in other comprehensive revenue and expense is reclassified to surplus and deficit. Council has no instruments in this category.

Financial assets in this category that are equity instruments designated as FVTOCRE are subsequently measured at fair value with fair value gains and losses recognized in other comprehensive revenue and expenses. There is no assessment for impairment when fair value falls below the cost of the investment. When sold, the cumulative gain or losses previously recognized in other comprehensive revenue and expenses is transferred to accumulated funds within equity. The Council and Group designate into the category all equity investments that are not held for trading as they are strategic investments that are intended to be held for the medium to long term.

Subsequent measurement of financial assets at FVTSD

Financial assets in this category are subsequently measured at fair value with fair value gains and losses recognized in surplus or deficit.

Interest revenue and dividends recognized from these financial assets are separately presented within revenue.

Instruments in this category include Derivatives, LGFA Borrower Notes and Unlisted Investments.

Expected credit loss allowance (ECL)

The Council and Group recognize an allowance for ECLs for all debt instruments not classified as FVTSD. ECLs are the probability-weighted estimate of credit losses, measured at the present value of cash shortfalls, which is the difference between the cash flows due to Council and Group in accordance with the contract and the cash flows it expects to receive. ECLs are discounted at the effective interest rate of the financial asset.

ECLs are recognized in two stages. ECLs are provided for credit losses that result from default events that are possible within the next 12 months (a 12 month ECL). However, if there has been a significant increase in credit risk since initial recognition, the loss allowance is based on losses possible for the remaining life of the financial asset (lifetime ECL).

When determining whether the credit risk of the financial asset has increased significantly since initial recognition, the Council and Group considers reasonable and supportable information that is relevant and available without undue cost or effort. This includes both quantitative and qualitative information and analysis based on the Council and Group's historical experience and informed credit assessment and including forward-looking information.

The Council and Group consider a financial asset to be in default when the financial asset is more than 90 days past due. The Council and Group may determine a default occurs prior to this if internal or external information indicates the entity is unlikely to pay its credit obligations in full.

Shares in subsidiaries (at cost)

The investment in subsidiaries is carried at cost in the Council's parent entity financial statements.

Accounting for derivative financial instruments

The Group uses financial instruments to manage its interest rate risk from financing activities. In accordance with its treasury policy, the Group does not hold or issue derivative financial instruments for trading purposes.

Derivatives are initially recognised at fair value on the date a derivative contract is entered into and are subsequently re-measured at their fair value at each balance date. The Group's derivative financial instruments are not designated as hedging instruments for accounting purposes. Accordingly, the resulting gain or loss is recognized in the surplus or deficit.

Biological assets

Livestock

Livestock is valued at fair value less point of sale costs. Changes in the value of existing productive livestock and the numbers and/or composition of the livestock are treated as revenue items.

Forestry assets

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

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

Intangible assets

Intangible assets predominately comprise computer software and carbon credits.

Software acquisition and development

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

For any Software as a Service (SaaS) arrangements, for an intangible asset to be recognised, the Group must either have a software lease contract with the vendor or obtain control of the software.

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

Amortisation

The carrying value of an intangible asset with a finite life is amortised on a straight line basis over its useful life. Amortisation begins when the asset is available for use and ceases at the date that the asset is derecognised. The amortisation charge for each period is recognised in the Statement of Comprehensive Income.

The useful lives and associated amortisation rates of major classes of intangible assets have been estimated as follows:

- computer software 8 years.

Emissions trading scheme

The Group's forestry holdings incorporates forestry assets held by the Council.

Gisborne Holdings Limited (GHL) has voluntarily entered the New Zealand Emissions Trading Scheme (ETS) in respect of 1,224 hectares of forest land located in the Tauwharepārae area. This entitles GHL to receive emission units (units) for carbon stored in the specified area from a 1 January 2008 baseline.

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

Units received are recognised at fair value on the date they are received and subsequently measured at cost subject to impairment. While there are no specific conditions attached to units received, should carbon stored in the specified area fall below the amount compensated for, a portion of units received must be returned. Units received are recorded on the Statement of Financial Position as an intangible asset until it is clear that they will not be required to meet future emissions obligations. The value of units is then recognised in the Statement of Comprehensive Income. Where there is an obligation to return units this liability is recognised in the Statement of Financial Position, measured with reference to the carrying value of units on hand.

Where there are insufficient units on hand to meet the emissions obligation, this is measured by reference to the current market value for units held.

Property, plant and equipment

Property, plant and equipment comprises:

(i) Operational assets

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

(ii) Infrastructural assets

Infrastructural assets are the fixed utility systems owned by Council and comprise the sewer, water, storm water, roading, flood control, and the waste disposal infrastructures. Each asset type includes all items that are required for the network to function, for example sewer reticulation piping and sewer pump stations.

Initial recognition and subsequent expenditure

Property, plant and equipment is measured initially at cost. Cost includes expenditure that is directly attributable to the acquisition of the items. The cost of an item of property plant and equipment is recognised only when it is probable that future economic benefit or service potential associated with the item will flow to the Group, and if the item's cost or fair value can be reliably measured.

The present value of the expected cost for the decommissioning of an asset after its use is included in the cost of the respective asset if the recognition criteria for a provision are met.

Where an asset is acquired in a non-exchange transaction for nil or nominal consideration the asset is initially measured at its fair value.

Subsequent costs that meet the recognition criteria above are recognised in the carrying value of the item of property, plant and equipment. Such cost includes the cost of replacing part of the property, plant and equipment if the recognition criteria are met.

There are a number of building assets not revalued due to the short-term nature and lower value, where there is an uncertain future of these assets therefore they are held at cost less accumulated depreciation. For assets that are revalued, subsequent costs between valuations are recorded at cost, except for vested assets. Certain infrastructural assets and land have been vested in Council as part of the subdivision consent process. Vested assets are recognised as revenue when control over the asset is obtained. Vested assets are valued at fair value when received.

Measurement subsequent to initial recognition

Operational assets

All operational assets, with the exception of operational land and operational buildings, are measured using the cost model less accumulated depreciation and impairment losses. Buildings not revalued as stated above are carried at cost less accumulated depreciation.

Operational land

Operational land is measured using the revaluation model. The fair value of operational land is determined by a registered valuer using market based evidence. Valuations are performed with sufficient frequency to ensure that the fair value of a revalued asset does not differ materially from its carrying amount. The valuation cycle for revalued asset classes is normally three years, or more frequently when there are indicators that the values may have changed substantially from carrying value.

Operational buildings

Operational buildings are measured using the revaluation model. The fair value of operational buildings is determined by a registered valuer by using either the investment, direct comparison or depreciated replacement cost approach. Valuations are performed with sufficient frequency to ensure that the fair value of a revalued asset does not differ materially from its carrying amount. The valuation cycle for revalued asset classes is normally three years, or more frequently when there are indicators that the values may have changed substantially from carrying value.

Other operational assets - library books

General collections - All new and replacement books are recorded at cost in the year they are purchased and subsequently depreciated based on useful lives. Donated books are capitalised at fair value and subsequently depreciated based on useful life. Lost, sold and otherwise unsalvageable books are recognised in disposals. At year-end, stock on hand and remaining useful lives are determined by the Head Librarian using data maintained in the Liberty Library Management system.

Permanent collections - The permanent collection is carried at deemed cost.

Infrastructure assets

Infrastructure assets, with the exception of roading, are independently valued every 3 years at depreciated replacement cost. Between independent valuations they are updated to reflect market movements in intervening years.

Infrastructure assets - roading

Roading assets are independently revalued annually.

Infrastructure assets - airport assets

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



Depreciation

Depreciation is provided on a straight-line basis on all fixed assets other than land and land under roads. The depreciation rates used will write off the cost (or valuation) of the assets to their estimated residual values over their useful lives. The useful lives and associated depreciation rates of major classes of assets have been estimated as follows:

Infrastructure assets

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

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

Derecognition

An item of property, plant and equipment is derecognised upon disposal or when no further future economic benefits or service potential are expected from its use or disposal. Gains and losses on disposals are determined by comparing proceeds with the carrying amount. These are included in surplus or deficit.

Upon disposal or derecognition, any revaluation reserve relating to the particular asset being sold is transferred to accumulated comprehensive revenue and expense.

Impairment of non-financial assets

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

If the recoverable amount of a non-financial asset is less than its carrying amount, the item is written down to its recoverable amount. The write down of an item recorded at cost is recognised as an expense in surplus/deficit. When a revalued item is written down to recoverable amount, the write down is recognised as a downward revaluation to the extent of the corresponding revaluation reserve through other comprehensive income, and any balance recognised in surplus/deficit.

The carrying amount of a non-financial asset that has previously been written down to a recoverable amount is increased to its current recoverable amount if there has been a change in the estimates used to determine the amount of the write down.

The increased carrying amount of the item will not exceed the carrying amount that would have been determined if the write down to recoverable amount had not occurred.

Trade and other payables

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

Financial liabilities: borrowings

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

Employee entitlements

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

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

Long service leave and retirement leave

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

Provisions

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

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

Where the Group expects some or all of a provision to be reimbursed, for example under an insurance contract, the reimbursement is recognised as a separate asset but only when the reimbursement is virtually certain.

The expense relating to any provision is presented in the Statement of Comprehensive Income net of any reimbursement.

Public equity

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

- Accumulated Funds and Retained Earnings
- Special Funds and Reserves
- Asset Revaluation Reserves

Accumulated funds

Comprise accumulated surpluses over the years.

Special funds and reserves

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

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

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

Asset revaluation reserve

Comprise accumulated revaluations increments or decrements.

Detail on the movement of reserves held by the Group can be found in Note 27A: Asset Revaluation Reserve on page 173.

Statement of cash flows

Operating activities include all transactions and other events that are not investing or financing activities. Cash flows from operating activities are presented using the direct method.

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

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

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

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

Term deposits include short-term investments with an original maturity of 4 to 12 months.

Critical accounting estimates and assumptions

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

Infrastructural assets

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

- The physical deterioration and condition of an asset, for example, Council could be carrying an asset at an amount that does not reflect its actual condition. This is particularly so for those assets which are not visible, for example stormwater, wastewater and water supply pipes that are underground. This risk is minimised by Council performing a combination of physical inspections and condition-modelling assessments of underground assets.
- Estimating any obsolescence or surplus capacity of an asset.
- Estimates are made when determining the remaining useful lives over which the asset will be depreciated. These estimates can be impacted by the local conditions, for example, weather patterns and traffic growth.
- If useful lives do not reflect the actual consumption of the benefits of the asset, then Council could be over or underestimating the annual depreciation charge recognised as an expense in the Statement of Comprehensive Income. To minimise this risk, Councils infrastructural assets' useful lives have been determined with reference to the NZ Infrastructural Asset Valuation and Depreciation Guidelines published by the National Asset Management Steering Group, and have

been adjusted for local conditions based on past experience.

- Asset inspections, deterioration and condition modelling are also carried out regularly as part of Council's asset management planning activities, which provides Council with further assurance over its useful life estimates.

Experienced independent valuers perform Council's infrastructural asset revaluations.

Category three properties under the Future of Severely Affected Land (FOSAL)

There are a number of assumptions and estimates used when performing the valuations in respect of category three properties post acquisition. These include:

- These properties were impaired as their recoverable amount is considered less than the consideration paid, due to the removal of the right to build a residential dwelling and, in some cases, flood damage.
- The impaired value of these properties, as determined by independent valuation, has been reported within property, plant and equipment in the statement of financial position.

Experienced independent valuers performed Council's rateable valuations.

GST

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

Budget figures

The Annual Plan are those approved by Council and published in the Long-Term Plan (LTP). They have been prepared using the same accounting policies as are employed in preparing these financial statements.

Cost allocation

Expenditure has been reported by the nature of the expense.

Capital management

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

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

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

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

Standards issued and not yet effective, and not early adopted

Presentation of Financial Reports (Amendments to PBE IPSAS1)

Amendments to PBE IPSAS 1 Presentation of Financial Reports was issued in October 2024. The amendments define the requirements with regard to the classification of liabilities between current and non-current, and further disclosure requirements. It is effective for reporting periods beginning on or after 1 July 2026. The group has not yet assessed in detail the effect of the new standard.

New and amended standards and interpretation that have an impact on the financial statements

Disclosure of Fees for Audit Firms' Services (Amendment to PBE IPSAS 1)

This amendment is effective for annual periods beginning on or after 1 January 2024. The amendments specify enhanced disclosure requirements for the fees incurred for services received from audit or review firms, separately for:

- Audit or review of the financial statements
- Other services, using the following categories:
- Audit or review related services
- Other assurance services and other agreed-upon procedure engagements
- Taxation services

The amendments also require a description of each of the services received from the audit or review firms.

Note 1B: Local Water Done Well

The Water Services Act is now in force, establishing new requirements for the delivery of water services across New Zealand.

In response, Gisborne District Council considered a range of service delivery options and undertook public consultation in early 2025. Following this process, Council resolved to establish an internal business unit to retain the delivery of water services within Council.

As part of the legislative requirements Council was required to submit a Water Services Delivery Plan (WSDP) to the Secretary for Local Government for approval in September 2025. This plan was adopted by Council on the 21st of August 2025 and has been submitted to the Secretary for Local Government and is currently under consideration by the Department of Internal Affairs (DIA). As of the date of this report, no decision has been received.

The water services reform process to date has had no impact on the financial and non-financial performance reported in this annual report. However, until the DIA accepts or rejects the WSDP, the Council's decision to retain three waters services in-house remains subject to confirmation.

Refer to section "Our Challenges and Responses" for further information on Local Water Done Well.



Note 2 : Summary cost of services by activity for the year ended 30 June 2025

Council 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s
	REVENUE FROM EXCHANGE TRANSACTIONS		
1,811	Commercial Operations	1,793	1,814
5,569	Environmental Services & Protection	6,569	6,571
(2,826)	Regional Leadership & Support Services	1,236	9,096
74	Land, Rivers & Coastal	292	10
94	Roading	150	179
745	Wastewater	536	316
(50)	Urban Stormwater	0	(19)
400	Solid Waste	349	418
3,172	Water Supply	4,141	3,318
2,167	Liveable Communities	3,508	2,255
11,155	**Total Revenue From Exchange Transactions**	**18,574**	**23,957**
	REVENUE FROM NON-EXCHANGE TRANSACTIONS		
737	Environmental Services & Protection	1,248	1,586
20,979	Regional Leadership & Support Services[2]	3,469	9,638
79	Land, Rivers & Coastal	912	762
58,658	Roading	24,251	24,168
165	Wastewater	0	58
240	Urban Stormwater	0	42
23,263	Solid Waste[3]	19,000	24,096
22	Water Supply	0	21
788	Liveable Communities	835	825
104,930	**Total Revenue From Non-Exchange Transactions**	**49,716**	**61,196**
	EXPENSES[1]		
2,196	Commercial Operations	2,153	2,268
15,314	Environmental Services & Protection	14,889	17,659
43,416	Regional Leadership & Support Services[2]	30,610	46,661
4,157	Land, Rivers & Coastal	5,149	3,855
87,319	Roading	49,646	50,711
12,871	Wastewater	12,967	13,639
4,000	Urban Stormwater	4,588	3,873
29,916	Solid Waste[3]	24,588	32,063
9,011	Water Supply	9,473	9,003
24,939	Liveable Communities	24,856	25,466
233,138	**Total Expenses**	**178,919**	**205,200**
117,053	**Net Cost of Service**	**110,630**	**120,047**

[1] Expenses include internal charges, this is why the COS expense amounts differ with each activity, but the total will be the same. Each significant activity is stated gross of internal costs and revenues, and excludes general and targeted rates attributed to that activity.

[2] Regional leadership and support revenue from non exchange transactions is more than Year 1 by $6m. This is mostly due to grant income from FOSAL Category 3 relocation grants and Category 2P grants for resilience on residential property (ie house lifting or land stabilisation).

[3] Solid Waste expenses relate to Large Woody Debris where there is a timing of delivery and matches income difference. The project will continue over the next year. Any unspent funds arising from Woody Debris grants, will be used within the first half of 2025/26.

Note 3: Rates revenue

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
78,514	78,236	**Gross Rates Revenue**	87,974	87,624	87,333
		Gross Rates Revenue Consists of :			
8,056	7,901	General Rates	9,794	10,070	9,925
18,256	18,256	Uniform Annual General Charge	20,389	20,389	20,389
49,319	49,319	Targeted Rates	54,140	54,140	54,140
2,883	2,760	Metered Water Rates	3,651	3,025	2,879
78,514	**78,236**	**Gross Rates Revenue**	**87,974**	**87,624**	**87,333**
1,549	1,549	Less Remissions[1]	2,200	1,473	1,473
76,965	**76,687**	**Net Rates Revenue**	**85,774**	**86,151**	**85,860**

[1] Remissions include:

- Rates write-off (rate instalment amounts or arrears based on hardship)
- Penalties waived
- Rate remissions to certain ratepayers (for Permanent Crops, some Māori Freehold Land and Community, Sporting and Other Organisations.

Total remissions were $1.5m against the Annual Plan budget of $2.2m.

For the years ended 30 June 2025 and 2024, the annual rates income of the Council for the purposes of the LGFA Guarantee and Indemnity Deed disclosure is the same as the rates total amount shown above in line with Deed 16.9(c).

Note 4: Revenue from grants and subsidies

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		REVENUE FROM GRANTS AND SUBSIDIES			
74,657	75,226	Central Government Grants	88,250	67,421	67,422
84,904	84,904	Waka Kotahi (NZTA) Roading Subsidies	66,413	55,614	55,614
159,561	**160,130**	**Total Revenue from Grants and Subsidies**	**154,663**	**123,035**	**123,036**

Revenue from grants and subsidies are for either operational or capital work streams. The majority of the operational grants relate to roading network ($67m) for roading maintenance and for emergency reinstatement, and for woody debris removal ($24m).

Total capital grants make up $60m (2024 $55.8m). These capital grants were from roading costs of $42m (2024 $42m); Waipaoa flood control scheme $5.6m (2024$5.15m), Flood resilience Cat2P $7.6m (2024, nil) and FOSAL category 3 voluntary residential property buyouts $5.8m (2024 $8m).

Some of the grants received but not fully spent during the year have therefore been recognised only to the extent that conditions have been fulfilled.

There are no other contingencies attached to grants received. Cash flows from grants and subsidies (and hence operating cost inflows) for Council with respect to these capital grants see the associated outflows recognised as investing activities.

Note 5: Revenue from operating activities

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		REVENUE FROM OPERATING ACTIVITIES			
626	626	Development Contributions	1,863	1,698	1,698
463	463	Rates Penalties	650	579	579
13,085	26,414	Activity Revenue	15,456	13,657	27,381
7	7	Dividends	-	316	7
322	322	Petroleum Tax	365	306	306
14,504	**27,833**	**Total Revenue from Operating Activities**	**18,334**	**16,556**	**29,972**

Note 6: Revenue from other gains

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		REVENUE FROM OTHER GAINS (LOSSES)			
(160)	(4,502)	Gain/(Loss) on Changes in Fair Value of Forestry Assets	0	87	951
0	(2,019)	Gain/(Loss) on Changes in Fair Value of Livestock	0	0	3,696
(467)	(379)	Gain/(Loss) on Disposal of Property, Plant and Equipment	350	(338)	(338)
0	0	Gain/(Loss) on Disposal of Intangible Assets	0	0	0
7	7	Net Emission Trading Income	0	6	2,994
(620)	**(6,893)**	**Total Revenue from Other Gains (Losses)**	**350**	**(246)**	**7,303**
6,636	6,636	Loss on FOSAL category 3 buyback	0	7,847	7,847
6,016	**(256)**		**350**	**7,601**	**15,149**

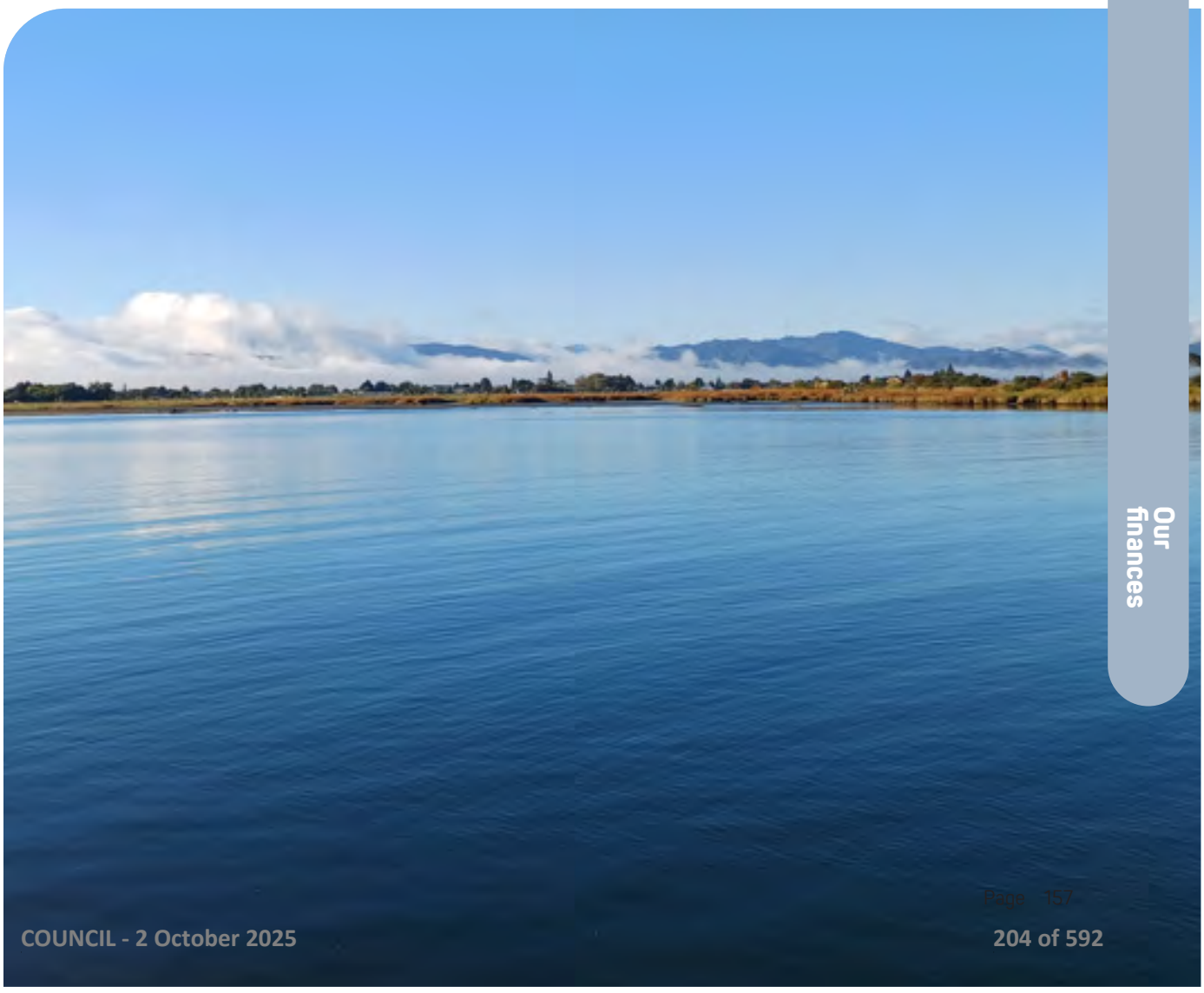
Note 7: Employee benefit expenses

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		EMPLOYEE BENEFIT EXPENSE			
36,439	39,254	Salary and Wages	45,205	40,732	43,801
988	1,058	Defined Contribution Plans Expense	1,188	1,110	1,201
338	388	Increase/(Decrease) in Leave Liabilities	0	256	232
(6,579)	(6,579)	Less Recharged to Other Expense Categories[1]	(9,254)	(7,806)	(7,806)
31,186	**34,121**	**Total Employee Benefit Expenses**	**37,139**	**34,293**	**37,428**

[1] Wages and salaries can be recharged to other expense categories and capitalised project costs.

Note 8: Depreciation and amortisation expenses

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		DEPRECIATION AND AMORTISATION EXPENSES			
790	1,893	Commercial Operations	786	788	1,873
64	64	Environmental Services & Protection	61	63	63
177	177	Land, Rivers & Coastal	197	211	211
3,311	3,311	Liveable Communities	3,735	3,395	3,395
1,894	1,894	Regional Leadership & Support Services	1,783	1,861	1,861
15,014	15,014	Roading	15,598	14,534	14,534
248	248	Solid Waste	490	229	229
1,470	1,470	Urban Stormwater	1,537	1,540	1,540
2,862	2,862	Wastewater	3,667	4,090	4,090
3,181	3,181	Water Supply	3,470	3,552	3,552
29,011	**30,114**	**Total Depreciation and Amortisation Expense**	**31,324**	**30,262**	**31,348**
28,355	29,458	Total Depreciation	31,324	29,651	30,736
657	657	Total Amortisation	0	612	612
29,011	**30,114**		**31,324**	**30,262**	**31,348**



Note 9: Expenditure on operating activities

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		OPERATING EXPENDITURE			
3,030	3,032	Administration Expenses[1]	2,786	3,126	3,126
260	343	Fees to audit firm - Audit of annual report	270	270	341
4,012	4,408	Consultants and Professional Services[2]	2,518	3,971	4,401
849	1,096	Elected Members and Director's Fees	975	881	1,143
325	338	Indirect Employment Costs	258	247	302
866	1,171	Grants and Donations	989	907	950
2,234	2,369	Insurance Costs[3]	2,016	2,156	2,270
1,928	3,973	Rental and Operating Leases	2,114	1,979	4,028
15,656	16,062	Repairs and Maintenance[4]	15,756	16,191	16,537
1,160	1,160	Bad Debts Written Off - Rates	1,700	1,024	1,024
174	174	Bad Debts Written Off - Other	(84)	156	156
133	133	Change to Impairment of Receivables	173	360	360
238	238	IRD Compliance Costs	174	254	254
2,444	2,546	Litter Bins and City Cleaning[5]	2,400	3,067	3,157
48,993	48,993	Emergency Works[6]	9,849	8,262	8,262
81,624	85,264	Other Operating Expenditure[7]*	61,778	79,373	83,218
163,927	**171,301**	**Total Operating Expenditure**	**103,671**	**122,223**	**129,529**

1. Additional subscriptions for the council website and interactive data visualisations, LGNZ memberships and access to tablet internet coverage for teams working on the journeys network has added to higher than expected costs.Vehicle costs are more than planned, due to more inspections required and more compliance and monitoring around forestry investigations.
2. While consultancy fees are above budget, their costs have been offset from a combination or lower employee benefit costs and from on-charging in resource and building cosents.
3. New assets such as the Kiwa Pools has increased the material damage costs and the new waste water treatment plant has seen the reticulation infrastructure market value increase by 8% .
4. There were higher than expected repairs and maintenance costs for water supply laterals repairs.
5. There were higher costs relating to cleaning of public areas, kerbside collections and illegal dumping.
6. Emergency works is under Plan due to more capital works undertaken for the reinstatement of critical road and bridge infrastructure and is consistent with the increase of capital grants and subsidies.
7. Other operating expenses above budget include items such as forestry investigations, electricity, operational contracts, tip and transfer station fees, roading maintenance contracts, mayoral relief fund payments, reserves contractor costs. Many Operational contracts like Wood Debris and FOSAL buyouts are grant funded.

Note 10: Finance costs

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
2,934	2,944	Interest Received	0	1,465	1,480
2,934	**2,944**	**Total Interest Income**	0	**1,465**	**1,480**
(123)	(123)	Gain/(Loss) on Derivatives (Interest rate swaps)	0	0	0
0	0	Concessionary loans received (day-one fair value difference)	0	6,633	6,633
(123)	**(123)**	**Total Finance Income**	**0**	**6,633**	**6,633**
(8,184)	(8,184)	Interest on Debentures and Interest Rate Swaps	- 5,435	- 7,658	- 7,658
(21)	(764)	Interest on Bank Borrowings and Commercial Paper	- 1,290	- 323	- 886
(100)	(100)	Line Fee	- 60	- 161	- 161
(701)	(701)	Losses on Derivatives (Interest Rate Swaps)	-	- 1,831	- 1,831
(8)	(8)	Discount Unwind on Provisions and Concessionary Loans	-	- 603	- 603
9,015	**9,758**	**Total Finance Costs**	**6,786**	**10,575**	**11,138**

Note 11 : Income tax

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
14,994	10,196	Surplus Before Tax	82,403	29,867	38,466
282	0	Subvention Payment	350	629	0
4,277	2,855	Tax @ 28%	23,171	8,539	10,771
		Plus/(Less) Tax Effect of:			
(4,277)	(2,798)	Net Non Taxable and Non Deductible Items	(23,171)	(8,539)	(9,141)
0	(55)	Group Loss Offset	0	0	65
0	0	Imputation credits Utilised	0		0
0	7	Deferred Tax Adjustment	0	0	49
0	**9**	**Tax Expense**	**0**	**0**	**1,743**
		Made up of -			
0	(7)	Current Tax Expense	0	0	229
0	16	Deferred Tax Expense	0	0	1,514
0	**9**		**0**	**0**	**1,743**

Deferred tax asset/(liability) - group

	Property, Plant and Equipment $000s	Biological Assets $000s	Employee Entitlements and Other $000s	Tax Loss Recognised $000s	NZ Emission Units $000s	Total $000s
Balance as at 30 June 2023	**(1,135)**	**(2,776)**	**84**	**23**	**(642)**	**(4,445)**
Charged to surplus or deficit	(1,016)	926	20	55	0	(16)
Charged to Equity	0	0	0	0	0	0
Balance as at 30 June 2024	**(2,152)**	**(1,850)**	**105**	**78**	**(642)**	**(4,460)**
Charged to surplus or deficit	67	(730)	50	(65)	(837)	(1,515)
Charged to Equity	71	0	0	0	0	71
Balance as at 30 June 2025	**(2,014)**	**(2,579)**	**154**	**13**	**(1,478)**	**(5,904)**

Deferred tax has been calculated at 28%. Council (the parent) has recognised a deferred tax asset of $nil (2024: nil) in relation to unused tax losses of $nil (2024: nil). Generally local authorities are exempt from income tax, except for income derived from any Council Controlled Organisation or port activity as per section CW32 Income Tax Act 2007.

Note 12 : Reconciliation of funding impact statement with statement of comprehensive revenue and expenses

	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
RECONCILIATION OF REVENUE				
Sources of operating funding				
Total operating funding (A) as per Funding Impact Statement	**101,997**	**196,286**	**152,263**	**166,163**
Add Sources of capital funding				
Subsidies and grants for capital expenditure	44,535	55,790	106,846	63,617
Development and financial contributions	1,622	626	1,863	1,698
Profit / (Loss) on Sale of Assets	50	(4,569)	350	(4,258)
	148,205	**248,133**	**261,322**	**227,221**
As per Statement of Comprehensive Income - Total Operating Income	**148,205**	**248,133**	**261,322**	**227,221**
RECONCILIATION OF EXPENDITURE				
Applications of operating funding				
Total applications of operating funding (B) as per Funding Impact Statement	96,359	204,127	147,595	167,092
Add depreciation and amortisation expense	24,907	29,011	31,324	30,262
	121,266	**233,139**	**178,919**	**197,354**
As per Statement of Comprehensive Income - Total Operating Expenditure	**121,266**	**233,139**	**178,919**	**197,354**
RECONCILIATION OF TOTAL COMPREHENSIVE INCOME				
Surplus/(deficit) of operating funding (A-B)	5,638	(7,842)	4,668	63,617
Add Subvention Payment	600	282	350	(928)
Add Subsidies and grants for capital expenditure	44,535	55,790	106,846	629
Add Development and financial contributions	1,622	626	1,863	(4,258)
Add Profit / (Loss) on Sale of Assets	50	(4,569)	350	1,698
Less Depreciation and amortisation expense	(24,907)	(29,011)	(31,324)	(30,262)
Add Gains/(Loss) on Property Revaluation	62,321	141,288	48,350	(4,092)
	89,859	**156,565**	**131,103**	**26,404**
As per Statement of Comprehensive Income - Total Comprehensive Income	**89,860**	**156,565**	**131,103**	**26,404**

Note 13 : Cash and cash equivalents

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		Cash and Cash Equivalents			
21,551	22,481	Cash at the Bank and in Hand	28,728	(676)	210
21,551	**22,481**	**Total Cash and Cash Equivalents**	**28,728**	**(676)**	**210**

The cash and cash equivalents balance of the Council included an amount of $2.0m (2024: $2.23m) that relates to contract retentions and are subject to restrictions. The contract retentions relate to contract work performed on various infrastructure projects, repairs and woody debris extraction. The restrictions attached to these funds specify that a percentage of the total contract is withheld until the warranty period has passed or practical completion has been met.

Council has $35m (2024: $35m) of funding on call. At reporting date the draw down under this facility was $2,890,000 (2024: nil). Interest is payable at floating interest rates. The facility expires 01 July 2026.

GHL has a working capital facility with a limit of $3.5m. The facilities are secured by way of a general security agreement. The balance at 30 June 2025 was $nil (2024: $nil).

Note 14 : Trade and other receivables

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
9,088	9,088	Rates Receivable	9,204	10,545	10,545
24,620	24,620	Roading Subsidy Due	20,572	7,528	7,528
11	11	Community Loans	12	0	0
21,267	21,097	Other Receivables	21,884	30,219	29,856
1,700	1,700	Prepayments	3,054	1,423	1,423
56,686	**56,516**		**54,726**	**49,715**	**49,352**
(5,470)	(5,470)	Provision for Impairment of Receivables	(5,681)	(5,830)	(5,830)
51,217	**51,047**	**Total Trade and Other Receivables**	**49,045**	**43,886**	**43,522**
		Trade and Other Receivables Classified as:			
51,217	51,047	Current Receivables	49,045	43,886	43,522
51,217	**51,047**		**49,045**	**43,886**	**43,522**
28,741	28,741	**Non Exchange Trade and Other Receivables**	24,671	12,708	12,708
22,475	22,305	**Exchange Trade and Other Receivables**	24,373	31,178	30,814

Fair value

The carrying value of trade and other receivables (excluding community loans) approximates their fair value.

Impairment

Council does not provide for any impairment on general title land rates receivable as it has various powers under the Local Government (Rating Act 2002) to recover outstanding debts.

Below we have included tables to reflect financial assets that are past due as at the end of the reporting period but not impaired. Roading subsidies, debtor control, GST receivable and GHL current account are not included as not past due.

These powers allow Council to commence legal proceedings to recover any rates that remain unpaid four months after the due date for payment. If the payment has not been made within three months of the Court's judgement, Council can apply to the Registrar of the High Court to have a judgement enforced by sale or lease of the rating unit.

Because of the powers available under the Local Government (Rating Act 2002), such action is rarely necessary.

As at 30 June 2025 and 2024, all overdue receivables had been assessed for impairment and appropriate provisions applied where necessary. Council holds no collateral as security or other credit enhancements over receivables that are either past due or impaired.

The impairment provisions have been calculated based on the expected credit loss (ECL) model. Expected credit losses have been determined based on a review of specific overdue receivables and a collective assessment. The collective assessment is based on an analysis of past collection history and debt write offs. Individual assessment has been determined based on the significant financial difficulties and circumstances being experienced by the debtor.

Movements in the provision for impairment of receivables are as follows:

Note 14A : Impairment

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
5,337	5,337	Beginning Balance	5,470	5,470
133	133	Charge for Year	360	360
5,470	**5,470**	**Ending Balance**	**5,830**	**5,830**

The status of Receivables as at 30 June 2025 and 2024 are detailed below:

Note 14B: Receivables

COUNCIL 2024 Gross $000s	Impaired $000s	Net $000s		COUNCIL 2025 Gross $000s	Impaired $000s	Net $000s
			SUNDRY INVOICE RECEIVABLES			
11,843	0	11,843	Current	2,897	0	2,897
70	0	70	Past Due 1 month	35	0	35
99	0	99	Past Due 2 months	75	0	75
551	14	537	Past Due 3 months	1,999	0	1,999
12,563	**14**	**12,549**		**5,006**	**0**	**5,006**

GROUP 2024 Gross $000s	Impaired $000s	Net $000s		GROUP 2025 Gross $000s	Impaired $000s	Net $000s
			SUNDRY INVOICE RECEIVABLES			
11,673	0	11,673	Current	2,533	0	2,533
70	0	70	Past Due 1 month	35	0	35
99	0	99	Past Due 2 months	75	0	75
551	14	537	Past Due 3 months	1,999	0	1,999
12,393	**14**	**12,379**		**4,642**	**0**	**4,642**

Note 14C : Rates receivable

Council 2024 No. Of Properties	Outstanding $000s		Council 2025 No. Of Properties	Outstanding $000s
		GENERAL LAND RATES		
1,960	2,182	Current <12 months	1,285	3,035
180	773	Past Due 1 to 2 Years	201	972
72	443	Past Due 2 to 3 years	88	477
133	727	Past Due >3 years	148	790
2,345	**4,125**	**Total Outstanding**	**1,722**	**5,274**
		MĀORI LAND RATES		
268	1,192	Current <12 months	185	1,339
141	883	Past Due 1 to 2 Years	88	1,030
52	684	Past Due 2 to 3 Years	118	816
444	2,204	Past Due >3 Years	475	2,087
905	**4,962**	**Total Outstanding**	**866**	**5,271**
		METERED WATER SUPPLY		
602	418	Current	577	422
5	63	Past Due 1 month	1	2
14	8	Past Due 2 months	31	6
20	15	Past Due 3 months	36	35
641	**503**	**Total Outstanding**	**645**	**464**

Note 15 : Inventories

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		INVENTORIES			
14	14	Olympic Pool	4	17	17
9	9	Drainage	2	4	4
72	72	Soil Conservation	39	86	86
9	9	Bee Cards	0	0	0
0	7	Waikanae Holiday Park	0	0	8
0	11	Car Wash	0	0	11
0	202	Farming	0	0	250
104	**324**	**Total Inventories**	**45**	**107**	**376**

No inventories have been pledged as security for liabilities.

Note 16 : Investments

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		ORDINARY SHARES			
32,455	0	Gisborne Holdings Ltd	32,455	32,455	0
92	92	Civic Financial Services Ltd	92	94	94
9	9	BOPLASS Ltd	9	9	9
0	499	Shares held in unlisted Company	0	0	499
100	100	LGFA Shares	100	100	100
3,965	3,965	LGFA Notes	2,718	5,297	5,297
0	2	Top 10 Shares	0	0	2
36,622	**4,668**	**Total Investments**	**35,375**	**37,956**	**6,002**
		Investments Classified as:			
711	711	Current Investments	81	206	206
35,911	3,957	Non-Current Investments	35,294	37,750	5,796
36,622	**4,668**		**35,375**	**37,956**	**6,002**

Civic Financial Services Ltd

The carrying amount of this investment is recorded at fair value. Movements in fair value are recognised as part of the Other Gains/(Losses) on the Statement of Comprehensive Revenue and Expenses.

BOPLASS Ltd

The carrying amount of this investment is recorded at fair value. Movements in fair value are recognised as part of the Other Gains/(Losses) on the Statement of Comprehensive Revenue and Expenses.

LGFA Borrower Notes

LGFA borrower notes are subordinated convertible debt instruments that the Council is required to subscribe for when borrowing from the LGFA, currently set at 2.5% of the amount borrowed. The LGFA will redeem borrower notes when the Council's related borrowings are repaid or are no longer owed to the LGFA or may convert them to equity under specific circumstances.

The fair value of the borrower notes is calculated using the discounted cashflows. The significant input used in the fair value measurement of borrower notes is the LGFA funding curve at 30 June 2025. The movement in fair value is recognised as part of the Other Gains/(Losses) on the Statement of Comprehensive Revenue and Expenses.

All other investments are held at cost.

Group Information

The financial statements of the Group includes Gisborne Holdings Limited (GHL). GHL is a controlled entity and the Council has 100% equity interest in GHL. The carrying value of the Council's investment in GHL is $32.4m (2024: $32.4m). The reporting date of the Council and GHL is 30 June.

Note 17 : Derivatives

The Group has interest rate swap contracts with a fair value liability of $0.8m (2024: asset of $1m). These swaps are exposed to fair value movements as interest rates change.

The weighted average effective interest rate of the interest rate swaps was 3.36% (2024: 3.28%). Fair value of the Group's interest rate swaps is determined by bank valuations as at balance date.

The interest rate swaps are measured at fair value. As the Group does not apply hedge accounting, movements in fair value are taken directly to the Statement of Comprehensive Revenue and Expenses.

For further information on the interest rate swaps, please refer to Note 29.

Note 18 : Assets held for sale

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
80	80	Buildings	80	0	0
80	**80**	**Total Non Current Assets Held for Sale**	**80**	**0**	**0**

The current assets held for sale were two cabins from Churchill Park. These were sold in the financial year 2025.

Note 19 : Deposits held

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
9	9	General and Other Deposits	11	9	9
27	27	Resource Consent Bonds	27	27	27
326	326	Footpath Deposits	535	351	351
362	**362**	**Total Deposits Held**	**573**	**386**	**386**

Note 20 : Trade and other payables

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		ACCOUNTS PAYABLE			
446	0	Gisborne District Council Disaster Relief Fund		407	0
2,318	2,318	Contract Retentions	2,640	2,269	2,269
147	147	Accruals - Audit Fees	179	190	190
4,527	4,581	Accruals - Other	2,197	1,696	1,731
23,308	23,875	Trade and other Payables	27,840	22,776	23,859
30,745	**30,919**	**Total Trade and Other Payables**	**33,394**	**27,338**	**28,049**

Trade and other payables are non-interest bearing and are normally settled on 30 day terms, therefore the carrying value of trade and other payables approximates their fair value.

Please refer to Note 4: Revenue from Grants and Subsidies for more details on revenue recognised against expenditure incurred.

Note 21 : Employee benefit liabilities

	Accrued Wages & Salaries $000s	Annual Leave $000s	Long Service Leave $000s	Retirement Leave $000s	Sick Leave $000s	Total $000s
GROUP						
2024						
Balance at 1 July 2023	1,189	2,513	5	239	213	4,160
Additional leave accrued	1,009	3,308	0	27	50	4,393
Amounts Paid	(1,007)	(2,969)	(3)	0	0	(3,979)
Balance at 30 June 2024	**1,190**	**2,852**	**2**	**266**	**263**	**4,574**
2025						
Balance at 1 July 2024	1,191	2,852	2	266	262	4,574
Additional leave accrued	1,924	3,548	0	18	35	5,525
Amounts Paid	(1,101)	(3,300)	0	(37)	0	
Balance at 30 June 2025	**2,014**	**3,101**	**2**	**247**	**297**	**5,660**
Current Portion	2,014	3,101	2	143	297	**5,556**
Non Current Portion	0	0	0	104	0	**104**
Total Provisions	**2,014**	**3,101**	**2**	**247**	**297**	**5,660**
COUNCIL						
2024						
Balance at 1 July 2023	1,007	2,362	5	239	102	3,715
Additional leave accrued	1,101	3,284	0	27	23	4,435
Amounts Paid	(1,007)	(2,969)	(3)	0	0	(3,979)
Balance at 30 June 2024	**1,101**	**2,677**	**2**	**266**	**125**	**4,171**
2025						
Balance at 1 July 2024	1,101	2,677	2	266	125	4,171
Additional leave accrued	1,894	3,577	0	18	29	5,518
Amounts Paid	(1,101)	(3,300)	0	(37)	0	(4,438)
Balance at 30 June 2025	**1,894**	**2,954**	**2**	**247**	**154**	**5,251**
Current Portion	1,894	2,954	2	143	154	**5,147**
Non Current Portion	0	0	0	104	0	**104**
Total Provisions	**1,894**	**2,954**	**2**	**248**	**154**	**5,252**

Sick leave

Provision for sick leave is made only to the extent that is expected to be used in future periods and assessed using a three yearly rolling average on actual hours taken in excess of entitlement.

Long service leave and retirement leave

Council has calculated retirement and long service leave using an estimated probability calculation. As an employee grows older and nears retirement age the probability of eligibility to their full entitlement increases.

Retirement leave calculations have been calculated at future rates of pay and been discounted to present value using a discount rate of 3.86% (2024: 4.52%) and assumed salary inflation of 2.07% (2023: 2.40%). (Treasury discount rates: 1 year 3.25%, 2 years 3.31%, 5 years 3.86%).

Note 22 : Borrowings

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
30,000	30,000	Debenture	15,000	20,000	20,000
30,000	**30,000**	**Total Current**	**15,000**	**20,000**	**20,000**
0	9,321	Bank Loans	70,574	0	8,029
147,800	147,800	Debenture and FRN Debt Securities	109,800	171,831	171,831
147,800	**157,121**	**Total Non Current**	**180,374**	**171,831**	**179,860**
177,800	**187,121**	**Total Borrowings**	**195,374**	**191,831**	**199,860**

Note 22A: Fair value

The carrying amounts of borrowings approximate their fair value as the Council and the Group's secured loans and debentures are on floating interest rates.

Debenture and floating rate note (FRN) debt securities

Council has issued $191.8m (2024: $177.8m) of debentures and floating rate notes with maturities from 15 April 2026 to 8 May 2034. Interest is paid quarterly in arrears. The interest rates range as at 30 June 2025 varies from 0% to 5.73% (2024: 0% to 6.54%) and floating rates are subject to quarterly reset dates.

The Council has entered into a concessionary loan agreement with the Crown as part of a funding agreement in respect of North Island weather events in 2023. The facility is $30m, matures in 10 years from each drawdown date and has a 0% interest rate. At reporting date $15m has been drawndown under this facility (2024: $10m). Drawdowns to 30 June 2025 have an initial fair value of $8.5m. The fair value gain on initial recognition is $6.5m and the subsequent finance expense of $0.5m has been recognised in the Statement of Comprehensive Revenue and Expenses for the period.

	Note	Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
Concessionary loan liability		0	15,000	15,000
Non-exchange fiannce income recognised (Stipulated conditions satisfied)	10	0	(6,513)	(6,513)
Finance expense for discount unwind (Interest applied)	10	0	544	544
Closing balance		**0**	**9,031**	**9,031**

Total external debt (i.e. debentures) at reporting date is $197.8m (2024: $177.8m)

Bank facilities

Council has $35m (2024: $35m) worth of committed funding facilities available. At reporting date the draw down under these facilities was $2.89m (2024: $nil). Interest is payable at wholesale market rates.

GHL has Term facilities of $12.7m are in place with ANZ Bank New Zealand Limited. $8.0m drawn as at 30 June 2025. $4.6m terminates on 31 May 2027 and $8.1m terminates on 31 July 2028.

Security

Council borrowings are secured by way of a Debenture Trust Deed over Council rates revenue. GHL loans are secured by way of general security agreement and mortgage.

Note 23: Provision for other liabilities

COUNCIL and GROUP	Paokahu Landfill Aftercare $000s	Waiapu Landfill Aftercare $000s	Other Provisions $000s	Total $000s
2024				
Balance at 1 July 2023	981	946	543	2,470
Additional Provisions Made/(Reversed)	0	0	92	92
Amounts Used	(85)	0	0	(85)
Discount unwind	10	(2)	0	8
Balance at 30 June 2024	**906**	**944**	**635**	**2,485**
2025				
Balance at 1 July 2024	906	944	635	2,485
Additional Provisions Made/(Reversed)	44	0	(475)	(431)
Amounts Used	(129)	0	(27)	(156)
Discount unwind	21	(6)	0	15
Balance at 30 June 2025	**842**	**937**	**134**	**1,913**
Current Portion	84	357	37	478
Non Current Portion	758	580	96	1,435
Total Provisions	**842**	**937**	**134**	**1,913**

Landfill closure and aftercare liability

The long-term nature of these liabilities means that there are inherent uncertainties in estimating costs to be incurred. To provide for the estimated costs a charge is made each year against each landfill.

Council has a legal obligation under its resource consent to provide ongoing maintenance and monitoring services at the Paokahu and Waiapu landfills after closure. A provision for post-closure costs is recognised as a liability when the obligation for post-closure arises.

The provision is measured based on the present value of future cash flows expected to be incurred, taking into account future events including new legal requirements and known improvements in technology. Each separate landfill provision includes all costs associated with landfill post-closure.

The discount rate used reflects current market assessments of the time value of money and the risks specific to the cash flows associated to the aftercare.

Paokahu landfill

The landfill closed on 31 December 2002 and aftercare costs started six months after the closure of the site. It is expected that future costs will be incurred until 2037.

The following major assumptions have been made in calculating the 2025 provision:

- Future cash flows were indexed at 2.0% (2024: 2.05%) before a discount rate of 4.61% (2024: 4.66%) was applied.

Waiapu landfill

The current landfill cells are closed as of 30 June 2025 (no longer accepting waste) with aftercare costs expected to commence from January 2026. The future costs have been estimated to be incurred for 30 years, until 2055.

The following major assumptions have been made in calculating the 2025 provision:

- Future cash flows were indexed at 1.99% (2024: 2.02%) before a discount rate of 4.79 (2024: 4.41%) was applied.

Other provisions

Other provisions includes the Risk Pool liability.

This provisions includes Risk Pool liability. The Council Gisborne District Council was previously a member of the New Zealand Mutual Liability Risk Pooll scheme ('Riskpool'). The Scheme is in wind down, however the Council has an ongoing obligation to contribute to the scheme should a call be made in respect of any historical claims (to the extent those claims are not covered by reinsurance), and to fund the ongoing operation of the scheme. The likelihood of any call-in respect of historical claims diminishes with each year as limitation periods expire.

A provision of $134k has been recognised in respect of Risk Pool at 30 June 2025 (2024: $160k). The current liability in is $37k (2024: Nil) and non-current liability $96k (2024: $160k). The amount and timing of when the provision will be used has been estimated based on historic calls and correspondence from Risk Pool. Further information pertaining to contingent liabilities in respect of Risk Pool is disclosed in Note 32A: Contingent Liabilities.

Note 24: Property plant and equipment

COUNCIL 2025	Cost/Revaluation 1 July 2024 $000s	Accumulated Depreciation and Impairment 1 July 2024 $000s	Carrying Amount 1 July 2024 $000s	Current Year Transfers $000s	Additions $000s	Current Year Disposals & other movements $000s	Revaluation Current Year $000s	Revaluation (accumulated depreciation reversed) $000s	Current Year Depreciation $000s	Recovered Depreciation $000s	Impairment $000s	Cost/Revaluation 30 June 2025 $000s	Accumulated Depreciation and Impairment 1 July 2025 $000s	Carrying Amount 30 June 2025 $000s
OPERATIONAL ASSETS														
Land	318,056	–	318,056	1,698	13,053	(95)	(43,523)	–	–	–	(3,781)	285,406	–	285,406
Buildings/Land Improvements	154,129	(11,305)	142,823	3,589	12,749	(44)	3,398	7,374	(3,345)	1	(4,065)	169,755	(7,276)	162,479
Plant /Motor Vehicles	21,063	(6,662)	14,401	–	1,979	(1,467)	–	–	(1,353)	1,447	–	21,574	(6,567)	15,007
Office Equipment	7,686	(5,383)	2,304	–	198	(2,223)	–	–	(188)	2,223	–	5,662	(3,348)	2,314
Other Equipment	6,100	(3,818)	2,283	308	592	(2,797)	–	–	(684)	2,797	–	4,203	(1,704)	2,499
Wharves	3,424	(1,009)	2,415	–	–	–	–	–	(68)	–	–	3,424	(1,077)	2,347
Library Books - General	1,417	(839)	578	–	176	(177)	–	–	(118)	136	–	1,416	(821)	595
Library Books - Permanent	336	(6)	330	–	–	–	–	–	–	–	–	336	(6)	330
Assets Under Construction	6,564	–	6,564	(5,595)	641	–	–	–	–	–	–	1,611	–	1,611
Total Operational Assets	**518,775**	**(29,021)**	**489,754**	**0**	**29,388**	**(6,802)**	**(40,126)**	**7,374**	**(5,756)**	**6,604**	**(7,847)**	**493,389**	**(20,799)**	**472,590**
INFRASTRUCTURAL ASSETS														
Sewer and Wastewater Reticulation Systems	78,440	(5)	78,435	29	2,876	(8)	18,406	1,802	(1,804)	0	–	99,744	(6)	99,737
Sewer and Wastewater Treatment Plant & Facilities	82,563	(9)	82,554	–	104	–	5,440	2,262	(2,259)	–	–	88,107	(7)	88,100
Stormwater	83,767	(4)	83,763	196	633	(20)	18,812	1,539	(1,540)	1	–	103,387	(5)	103,382
Water Supply Reticulation Systems	76,520	(5)	76,514	230	167	(25)	896	1,941	(1,943)	2	–	77,787	(6)	77,781
Water Supply Treatment Plant & Facilities	77,822	(4)	77,818	664	943	–	8,706	1,571	(1,570)	–	(2,584)	85,551	(4)	85,547
Solid Waste	2,343	(514)	1,829	–	–	(29)	(214)	651	(168)	9	–	2,100	(21)	2,079
Flood Control	104,999	(1)	104,999	407	372	(39)	5,049	200	(200)	–	–	110,788	(1)	110,787
Waiapu Aftercare Provision Deferred Expense Asset	575	(522)	53	–	–	–	–	–	(53)	–	–	575	(575)	–
Roading	1,826,873	0	1,826,873	7,314	27,017	–	(50,169)	14,357	(14,357)	–	–	1,811,035	0	1,811,035
Assets under Construction	16,129	–	16,129	(8,839)	36,417	–	–	–	–	–	–	43,707	–	43,707
Total Infrastructural Assets	**2,350,030**	**(1,064)**	**2,348,966**	**0**	**68,528**	**(121)**	**6,925**	**24,323**	**(23,895)**	**12**	**(2,584)**	**2,422,778**	**(624)**	**2,422,154**
Total Property Plant and Equipment	**2,868,806**	**(30,085)**	**2,838,720**	**0**	**97,916**	**(6,924)**	**(33,200)**	**31,697**	**(29,651)**	**6,616**	**(10,430)**	**2,916,167**	**(21,423)**	**2,894,744**

COUNCIL 2024	Cost/Revaluation 1 July 2023 $000s	Accumulated Depreciation and Impairment 1 July 2023 $000s	Carrying Amount 1 July 2023 $000s	Current Year Transfers $000s	Additions $000s	Current Year Disposals & other movements $000s	Revaluation Current Year $000s	Revaluation (accumulated depreciation reversed) $000s	Current Year Depreciation $000s	Recovered Depreciation $000s	Impairment $000s	Cost/Revaluation 30 June 2024 $000s	Accumulated Depreciation and Impairment 1 July 2024 $000s	Carrying Amount 30 June 2024 $000s
OPERATIONAL ASSETS														
Land	315,543	–	315,543	–	5,047	–	–	–	–	–	(2,534)	318,056	–	318,056
Buildings / Land Improvements	148,226	(8,401)	139,825	632	9,970	(598)	–	19	(3,284)	360	(4,102)	154,129	(11,305)	142,823
Plant / Motor Vehicles	15,730	(5,673)	10,057	3,941	1,886	(495)	–	–	(1,387)	398	–	21,063	(6,662)	14,401
Office Equipment	7,537	(5,236)	2,301	2	176	(29)	–	–	(176)	29	–	7,686	(5,383)	2,304
Other Equipment	5,421	(3,169)	2,252	79	608	(7)	–	–	(653)	4	–	6,100	(3,818)	2,283
Wharves	3,424	(941)	2,484	–	–	–	–	–	(68)	–	–	3,424	(1,009)	2,415
Library books - General	1,460	(868)	593	–	170	(214)	–	–	(119)	147	–	1,417	(839)	578
Library books - Permanent	336	(6)	330	–	–	–	–	–	–	–	–	336	(6)	330
Assets Under Construction	7,299	–	7,299	(4,621)	3,888	(1)	–	–	–	–	–	6,564	–	6,564
Total Operational Assets	**504,976**	**(24,292)**	**480,684**	**33**	**21,745**	**(1,343)**	**0**	**19**	**(5,687)**	**938**	**(6,636)**	**518,775**	**(29,021)**	**489,754**
INFRASTRUCTURAL ASSETS														
Sewer and Wastewater Reticulation Systems	72,631	(5)	72,627	1,618	3,135	(49)	1,104	1,706	(1,707)	1	–	78,440	(5)	78,435
Sewer and Wastewater Treatment Plant & Facilities	36,735	(3)	36,733	44,637	2,072	–	(881)	1,105	(1,111)	–	–	82,563	(9)	82,554
Stormwater	79,667	(4)	79,663	736	1,118	(51)	2,297	1,470	(1,471)	1	–	83,767	(4)	83,763
Water Supply Reticulation Systems	70,962	(5)	70,957	719	1,933	(47)	1,666	1,784	(1,792)	8	1,287	76,520	(5)	76,514
Water Supply Treatment Plant & Facilities	67,075	(3)	67,072	2,744	6,592	(0)	1,411	1,344	(1,344)	–	–	77,822	(4)	77,818
Solid Waste	2,329	(327)	2,002	20	–	(5)	–	–	(187)	0	–	2,343	(514)	1,829
Flood Control	92,092	(0)	92,092	1,428	8,519	(11)	2,868	167	(167)	0	103	104,999	(1)	104,999
Waiapu Aftercare Provision Deferred Expense Asset	575	(469)	106	–	–	–	–	–	(53)	–	–	575	(522)	53
Roading	1,687,163	0	1,687,163	626	30,107	(46)	109,023	14,834	(14,834)	–	–	1,826,873	–	1,826,873
Assets under Construction	53,706	–	53,706	(52,560)	15,215	(232)	–	–	–	–	–	16,129	–	16,129
Total Infrastructural Assets	**2,162,935**	**(816)**	**2,162,119**	**(33)**	**68,691**	**(441)**	**117,489**	**22,410**	**(22,668)**	**10**	**1,390**	**2,350,030**	**(1,064)**	**2,348,966**
Total Property Plant and Equipment	**2,667,911**	**(25,108)**	**2,642,803**	**(0)**	**90,436**	**(1,784)**	**117,489**	**22,429**	**(28,355)**	**948**	**(5,247)**	**2,868,806**	**(30,085)**	**2,838,720**

GROUP 2025	Cost/Revaluation 1 July 2024 $000s	Accumulated Depreciation and Impairment 1 July 2024 $000s	Carrying Amount 1 July 2024 $000s	Current Year Transfers $000s	Additions $000s	Current Year Disposals & other movements $000s	Revaluation Current Year $000s	Revaluation (accumulated depreciation reversed) $000s	Current Year Depreciation $000s	Recovered Depreciation $000s	Impairment $000s	Cost/Revaluation 30 June 2025 $000s	Accumulated Depreciation and Impairment 1 July 2025 $000s	Carrying Amount 30 June 2025 $000s
OPERATIONAL ASSETS														
Land	398,007	(2,990)	395,017	1,698	13,053	(95)	(46,074)	–	(157)	–	(3,781)	362,807	(3,148)	359,659
Buildings/Land Improvements	190,667	(14,352)	176,316	3,589	12,839	(44)	2,996	8,349	(3,938)	1	(4,065)	205,982	(9,940)	196,042
Plant /Motor Vehicles	23,835	(8,134)	15,701	–	2,251	(1,487)	–	–	(1,516)	1,447	–	24,598	(8,202)	16,396
Office Equipment	8,269	(5,734)	2,535	–	247	(2,329)	–	–	(361)	2,223	–	6,187	(3,872)	2,315
Other Equipment	6,100	(3,818)	2,283	308	592	(2,797)	–	–	(684)	2,797	–	4,203	(1,704)	2,499
Wharves	3,424	(1,009)	2,415	–	–	–	–	–	(68)	–	–	3,424	(1,077)	2,347
Library Books - General	1,417	(839)	578	–	176	(177)	–	–	(118)	136	–	1,416	(821)	595
Library Books - Permanent	336	(6)	330	–	–	–	–	–	–	–	–	336	(6)	330
Assets Under Construction	6,680	–	6,680	(5,595)	1,881	(3)	–	–	–	–	–	2,964	–	2,964
Total Operational Assets	**638,736**	**(36,881)**	**601,855**	**0**	**31,039**	**(6,931)**	**(43,079)**	**8,349**	**(6,842)**	**6,604**	**(7,847)**	**611,918**	**(28,770)**	**583,148**
INFRASTRUCTURAL ASSETS														
Sewer and Wastewater Reticulation Systems	78,440	(5)	78,435	29	2,876	(8)	18,406	1,802	(1,804)	0	–	99,744	(6)	99,737
Sewer and Wastewater Treatment Plant & Facilities	82,563	(9)	82,554	–	104	–	5,440	2,262	(2,259)	–	–	88,107	(7)	88,100
Stormwater	83,767	(4)	83,763	196	633	(20)	18,812	1,539	(1,540)	1	–	103,387	(5)	103,382
Water Supply Reticulation Systems	76,520	(5)	76,514	230	167	(25)	896	1,941	(1,943)	2	–	77,787	(6)	77,781
Water Supply Treatment Plant & Facilities	77,822	(4)	77,818	664	943	–	8,706	1,571	(1,570)	–	(2,584)	85,551	(4)	85,547
Solid Waste	2,343	(514)	1,829	–	–	(29)	(214)	651	(168)	9	–	2,100	(21)	2,079
Flood Control	104,999	(1)	104,999	407	372	(39)	5,049	200	(200)	–	–	110,788	(1)	110,787
Waiapu Aftercare Provision Deferred Expense Asset	575	(522)	53	–	–	–	–	–	(53)	–	–	575	(575)	–
Roading	1,826,873	0	1,826,873	7,314	27,017	–	(50,169)	14,357	(14,357)	–	–	1,811,035	0	1,811,035
Assets under Construction	16,129	–	16,129	(8,839)	36,417	–	–	–	–	–	–	43,707	–	43,707
Total Infrastructural Assets	**2,350,030**	**(1,064)**	**2,348,966**	**0**	**68,528**	**(121)**	**6,925**	**24,323**	**(23,895)**	**12**	**(2,584)**	**2,422,778**	**(624)**	**2,422,154**
Total Property Plant and Equipment	**2,988,766**	**(37,945)**	**2,950,821**	**0**	**99,567**	**(7,052)**	**(36,153)**	**32,672**	**(30,737)**	**6,616**	**(10,430)**	**3,034,696**	**(29,394)**	**3,005,302**

GROUP 2024	Cost/Revaluation 1 July 2023 $000s	Accumulated Depreciation and Impairment 1 July 2023 $000s	Carrying Amount 1 July 2023 $000s	Current Year Transfers $000s	Additions $000s	Current Year Disposals & other movements $000s	Revaluation Current Year $000s	Revaluation (accumulated depreciation reversed) $000s	Current Year Depreciation $000s	Recovered Depreciation $000s	Impairment $000s	Cost/Revaluation 30 June 2024 $000s	Accumulated Depreciation and Impairment 1 July 2024 $000s	Carrying Amount 30 June 2024 $000s
OPERATIONAL ASSETS														
Land	395,494	(2,809)	392,685	–	5,047	–	–	–	(181)	–	(2,534)	398,007	(2,990)	395,017
Buildings/Land Improvements	183,836	(10,835)	173,001	632	10,898	(598)	–	19	(3,896)	360	(4,102)	190,667	(14,352)	176,316
Plant /Motor Vehicles	18,332	(7,186)	11,146	3,941	2,363	(509)	–	–	(1,504)	398	–	24,127	(8,291)	15,836
Office Equipment	8,108	(5,528)	2,580	2	188	(29)	–	–	(369)	29	–	8,269	(5,868)	2,401
Other Equipment	5,421	(3,169)	2,252	79	608	(7)	–	–	(653)	4	–	6,100	(3,818)	2,283
Wharves	3,424	(941)	2,484	–	–	–	–	–	(68)	–	–	3,424	(1,009)	2,415
Library Books - General	1,460	(868)	593	–	170	(214)	–	–	(119)	147	–	1,417	(839)	578
Library Books - Permanent	336	(6)	330	–	–	–	–	–	–	–	–	336	(6)	330
Assets Under Construction	7,610	–	7,610	(4,930)	4,002	(1)	–	–	–	–	–	6,681	–	6,681
Total Operational Assets	**624,023**	**(31,342)**	**592,681**	**(276)**	**23,275**	**(1,357)**	**0**	**19**	**(6,789)**	**938**	**(6,636)**	**639,029**	**(37,173)**	**601,856**
INFRASTRUCTURAL ASSETS														
Sewer and Wastewater Reticulation Systems	72,631	(5)	72,627	1,618	3,135	(49)	1,104	1,706	(1,707)	1	–	78,440	(5)	78,435
Sewer and Wastewater Treatment Plant & Facilities	36,735	(3)	36,733	44,637	2,072	–	(881)	1,105	(1,111)	–	–	82,563	(9)	82,554
Stormwater	79,667	(4)	79,663	736	1,118	(51)	2,297	1,470	(1,471)	1	–	83,767	(4)	83,763
Water Supply Reticulation Systems	70,962	(5)	70,957	719	1,933	(47)	1,666	1,784	(1,792)	8	1,287	76,520	(5)	76,514
Water Supply Treatment Plant & Facilities	67,075	(3)	67,072	2,744	6,592	(0)	1,411	1,344	(1,344)	–	–	77,822	(4)	77,818
Solid Waste	2,329	(327)	2,002	20	–	(5)	–	–	(187)	0	–	2,343	(514)	1,829
Flood Control	92,092	(0)	92,092	1,428	8,519	(11)	2,868	167	(167)	0	103	104,999	(1)	104,999
Waiapu Aftercare Provision Deferred Expense Asset	575	(469)	106	–	–	–	–	–	(53)	–	–	575	(522)	53
Roading	1,687,163	0	1,687,163	626	30,107	(46)	109,023	14,834	(14,834)	–	–	1,826,873	0	1,826,873
Assets under Construction	53,706	–	53,706	(52,560)	15,215	(232)	–	–	–	–	–	16,129	–	16,129
Total Infrastructural Assets	**2,162,935**	**(816)**	**2,162,119**	**(33)**	**68,691**	**(441)**	**117,489**	**22,410**	**(22,668)**	**10**	**1,390**	**2,350,030**	**(1,064)**	**2,348,966**
Total Property Plant and Equipment	**2,786,958**	**(32,157)**	**2,754,800**	**(309)**	**91,966**	**(1,798)**	**117,489**	**22,429**	**(29,457)**	**948**	**(5,247)**	**2,989,059**	**(38,237)**	**2,950,822**

Properties held for resale are recorded at net cost as at 30 June 2025.

Roading assets

The roading asset valuation was undertaken at 30 June 2025 by Pauline True, Rebecca Tinga and Brian Smith independent valuers of Stantec Limited. The depreciated replacement cost of roading assets as at 30 June 2025 is $1.8b (2024: $1.8b).

Land and buildings

Land and buildings were revalued to fair value as at 30 June 2025 by Ben Inder and Che S Whitaker independent valuers of Lewis and Wright valuation and consultancy Ltd. Airport land and buildings were also revalued by Brian Sharman of IAM Consulting (B Sharman) Ltd.

Included within Land and Buildings/ Land Improvements are properties acquired as part of the Cyclone Gabrielle FOSAL Category 3 buyout. These properties have been purchased under agreed terms with the purchase price being determined at a market value of the respective properties immediately prior to Cyclone Gabrielle. The value of the properties has been subsequently adjusted down to reflect the fair value of the respective properties, as determined by independent valuation. A financial summary of these properties which is reflected with Land and Buildings/ Land Improvements are as follows:

Land - Additions $7.2m (2024: $5.0 m), Impairment $3.8m (2024: $2.5m), Carrying amount $5.8m (2024: $2.5m).

Buildings/ Land Improvements - Additions $4.9m (2024: $4.7m), Impairment $4.1m (2024: $4.1m), Carrying amount $0m (2024: $0.6m).

The impairment charge on these properties has been reflected in the Statement of Comprehensive Revenue and Expense.

Infrastructural assets

Infrastructural assets, excluding roading, Dams and Pipe Bridges, were revalued as at 30 June 2025 by Rachel Wells and Jaimie Cable independent valuers of WSP New Zealand. An internal CGPI uplift was applied to the Dams and Pipe Bridges on the depreciated replacement cost method.

Insurance disclosure

Property, plant and equipment

The total value of assets covered by insurance contracts for these assets is $501m. The following summarises our different insurance contracts for these assets:

- Material Damage and combined Business Interruption Excluding Fire. This covers all risk including earthquake but excluding fire. Council's limit of liability varies as per Council Material Damage site schedule.
- Material Damage including Fire caused by natural disaster. This covers for fire caused by natural disaster. Council's limit of liability varies as per Council.
- Material Damage site schedule. Machinery Breakdown Coverage. This covers breakdown of insured plant and machinery. Council's limit of liability is $1m.

Forestry

The total value of assets covered by insurance contracts for forestry is $1.4m. This covers loss or damage to trees principally by fire and reinstatement costs. Council's limit of liability is $1m.

Motor vehicles

The total value of our fleet is $3.57m. Insurance for our vehicles covers accidental damage to Council vehicles and third party liability. All vehicles are insured for market or replacement value. Third party liability is limited to $20m across BoPLASS.

Water, wastewater, stormwater, rivers and land drainage

The declared value for infrastructure assets is $718m. Insurance covers physical loss caused by a natural catastrophe event. Council has a limit of liability of $350m.

Impairment of non-financial assets impacted by Cyclone Gabrielle

As at 30 June 2025, Council identified three major classes of assets that were severely impacted by the Cyclone and required impairment, being four waters and other infrastructure, timber piles and roading which includes roads and bridges.

The value of the impairment attributed to those assets was an area of judgement based on managements and external assessment of the assets condition. This included the roading and bridge network where scoped work completed, subsequent to the Cyclone was recorded. In addition, an assessment was made based upon the percentage of damage done to the asset as a whole and/or valuing the remaining portion of a previously existing asset.

A number of these assets have been restored during 2025 and the capital costs incurred as part of the restoration process has been capitalised. As at 30 June 2025, only some roading network assets remain impaired; Roading Network $8.7m (2024 $14m), Flood impairment $nil (2024 $113k).

The movement between last year and this year, is between the capitalised costs made in restoring assets as well as assets that were found to be unrecoverable and were written off during the year, plus a reversal of impairment an upward movement in the revaluation reserve.

Costs incurred for minor repairs to assets; general clean-up of assets including removal of woody debris and silt.; and any other cost incurred not identified as capital in nature will continue to be recognised as an expense.

Note 24A : Assets under construction

	Council		Group	
	2024 $000s	2025 $000s	2024 $000s	2025 $000s
Building/Land Improvements	543	0	659	1,353
Community Property Management	747	76	747	76
Conveniences	481	9	481	9
Information Management	326	481	326	481
Parks and Open Spaces	4,484	1,392	4,484	1,392
Plant	0	135	0	135
Rivers and Flood Control	1,170	8,986	1,170	8,986
Roading	12,810	29,039	12,810	29,039
Sewer and Wastewater	214	1,026	214	1,026
Solid Waste	35	447	35	447
Stormwater	617	1,346	617	1,346
Water Supply	1,282	3,186	1,282	3,186
Total Assets Under Construction	**22,711**	**46,121**	**22,827**	**47,474**

Note 25 : Intangible assets

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		OTHER INTANGIBLE ASSETS			
13,125	**13,125**	**Balance at 1 July - Cost**	**12,910**	**13,737**	**13,737**
17	**17**	**Balance at 1 July - WIP**	**0**	**18**	**18**
(8,194)	(8,194)	Less Accumulated Amortisation and Impairment	(7,979)	(8,850)	(8,850)
4,949	4,949	Opening Carrying Amount	4,931	4,904	4,904
1	1	Additions/Disposals to WIP	0	785	785
611	611	Additions	0	903	903
0	0	Disposals	0	(4,023)	(4,023)
0	0	Transfers from WIP	0	0	0
0	0	Change in Fair Value	0	0	0
(657)	(657)	Less Amortisation Charge	0	(612)	(612)
0	0	Amortisation Recovered	0	4,023	4,023
4,904	**4,904**	**Closing Carrying Amount**	**4,931**	**5,982**	**5,982**
		Balance at 30 June			
13,755	13,755	Cost	12,910	11,421	11,421
(8,850)	(8,850)	Less Accumulated Amortisation and Impairment/Change in Fair Value	(7,979)	(5,439)	(5,439)
4,904	**4,904**	**Closing Carrying Amount**	**4,931**	**5,982**	**5,982**
		EMISSIONS TRADING SCHEME ASSETS			
1,531	**4,727**	**Balance at 1 July - Cost**	2,681	**1,554**	**4,750**
0	0	Less Impairment	0	0	0
1,531	4,727	Opening Carrying Amount	2,681	1,554	4,750
0	0	Additions	0	18	11,907
23	23	Disposals	0	0	0
0	0	Impairment	0	0	0
1,554	**4,750**	**Closing Carrying Amount**	**2,681**	**1,573**	**16,658**
		Balance at 30 June			
1,554	4,750	Cost	2,681	1,573	16,658
0	0	Less Impairment	0	0	0
1,554	**4,750**	**Closing Carrying Amount**	**2,681**	**1,573**	**16,658**
6,459	**9,655**	**Total Intangibles**	**7,612**	**7,554**	**22,639**
		EMISSIONS TRADING SCHEME LIABILITIES			
795	**1,700**	**Balance at 1 July - Cost**	**2,570**	**812**	**1,717**
0	0	Additions	0	13	8,913
16	16	Disposals	0	0	0
0	0	Impairment/Revaluation	0	0	0
812	**1,717**	**Closing Carrying Amount**	**2,570**	**824**	**10,630**
743	**3,033**	**Net Emissions Trading Scheme Assets**	**111**	**749**	**6,027**

Note 26 : Biological assets – livestock

Biological assets

Council biological assets consist of forest only ($1.01m). Group biological assets consist of sheep and cattle (livestock - $11.3m) and forestry ($8.03m). The Group farms livestock for the sale of sheep, lambs, cattle and calves. As at 30 June 2025 the Group had 20,992 sheep, 3,793 cattle (2024: 24,737 sheep, 3,584 cattle). During the year the Group sold 27,257 sheep, 1,526 cattle (2024: 27,066 sheep, 2,470 cattle).

Reconciliation of Opening Balance to Closing Balance - 2024

	SHEEP		CATTLE		Total
GROUP	Quantity	$000s	Quantity	$000s	$000s
Opening Balance as at 1 July 2024	**24,737**	**3,293**	**3,584**	**4,334**	**7,626**
Natural Increase	25,542	3,873	1,714	2,037	5,910
Purchases	25	31	37	359	390
Changes in Fair Value	0	1,738	0	2,329	4,067
Sales	(27,257)	(3,646)	(1,526)	(2,500)	(6,146)
Death and Killed	(2,055)	(452)	(16)	(73)	(524)
Closing Balance as at 30 June 2025	**20,992**	**4,837**	**3,793**	**6,487**	**11,322**

Reconciliation of Opening Balance to Closing Balance - 2023

	SHEEP		CATTLE		Total
GROUP	Quantity	$000s	Quantity	$000s	$000s
Opening Balance as at 1 July 2023	**29,132**	**4,736**	**4,456**	**4,910**	**9,646**
Natural Increase	26,483	2,488	1,745	1,501	3,989
Purchases	60	71	23	142	213
Changes in Fair Value	0	(910)	0	875	(35)
Sales	(27,066)	(2,627)	(2,470)	(2,885)	(5,512)
Death and Killed	(3,872)	(465)	(170)	(210)	(675)
Closing Balance as at 30 June 2024	**24,737**	**3,293**	**3,584**	**4,334**	**7,626**

Note 26A : Biological assets – livestock

The fair value of livestock as at end of year was:

2023/24			2024/25	
Quantity	$000s		Quantity	$000s
		SHEEP		
24,556	3,278	Mature	20,987	4,836
181	15	Immature	5	0
24,737	**3,293**	**Total Sheep**	**20,992**	**4,836**
		CATTLE		
2,046	3,053	Mature	2,132	4,643
1,538	1,282	Immature	1,661	1,844
3,584	**4,335**	**Total Cattle**	**3,793**	**6,487**

Note 26B : Biological assets – livestock

2023/24 Quantity	2023/24 Average Price $	2024 $000s		2024/25 Quantity	2024/25 Average Price $	2025 $000s
			SHEEP			
27,066	97	2,627	Sales	27,257	134	3,646
			Less Cost of Sales			
29,132	163	4,736	Opening Stock	24,737	133	3,293
60	1,183	71	Add Purchases	25	1,240	31
24,737	133	3,293	Less Closing Stock	20,992	230	4,837
		1,514	Total Cost of Sales			(1,514)
		1,113	**Gross Profit from Sheep**			**5,160**
			CATTLE			
2,470	1,168	2,885	Sales	1,526	1,639	2,500
			Less Cost of Sales			
4,456	1,102	4,910	Opening Stock	3,584	1,210	4,335
23	6,174	142	Add Purchases	37	9,708	359
3,584	1,209	4,334	Less Closing Stock	3,793	1,710	6,487
		718	Total Cost of Sales			(1,792)
		2,167	**Gross Profit from Cattle**			**4,293**

The fair value of livestock is determined by independent valuation as at 30 June 2025. The independent livestock valuation was performed by Gisborne East Coast Farmers Ltd, independent livestock agents, in accordance with the Group's accounting policy detailed in Note 1: Statement of Accounting Policies.

The independent valuation used the quoted price in an active market, minus costs to sell, as the appropriate basis for determining fair value. Where there is more than one active market that the Council and Group have access to, the most relevant market has been used. The gain on initial recognition of livestock sold is recognised in the Statement of Comprehensive Income in the year of sale. At time of harvest, wool is recorded as inventory.

No livestock or other inventories have been pledged as security for liabilities, nor are any inventories subject to retention of title clauses.

There is no financial risk management strategy for livestock.

Note 26C : Forestry

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
1,543	12,040	Balance at 1 July	1,263	924	7,080
(160)	(4,502)	Gains/(Losses) arising from changes in fair value less estimated point of sale costs attributable to price changes	0	87	950
(459)	(459)	Harvest	0	0	0
924	**7,080**	**Balance at 30 June**	**1,263**	**1,011**	**8,029**

No harvesting was undertaken during the year; income received from log sales was Nil (2024: $460k).

Councils forestry holdings have been valued by PF Olsen and Company Limited. A pre-tax discount rate of 7.8% (2024 7.8%) has been used in discounting the present value of expected cash flows. The valuations are compliant with PBE IPSAS27.

The valuation of the Pamoa forestry assets as at 30 June 2025 is $406k. (2024: $363k).

The valuation of the Council's forestry assets as at 30 June 2025 is $605k. (2024: $561k).

Tauwharepārae forests

The fair value of the forest tree crop is determined by independent valuation. Independent forestry valuation as at 30 June 2025 was performed by PF Olsen and Company Limited, independent providers of professional forestry services. The fair value is assessed as follows:

- The maturity value of the existing tree crop and the future costs of realising that revenue are determined.
- Future costs and revenue are discounted.

The appropriate discount rate is determined by considering the recent sales of forests and the relative sensitivity of the value of the forest to future log prices.

Significant assumptions applied in this determination of fair value are:

- Appropriate Discount Rate (post-tax) - 6.5% (2024: post-tax 6.5%)
- Rate of Inflation - 1% (2024: 1%)
- Rate of Tax - 28% (2024: 28%)

During the year there was no forestry development expenditure capitalised to the forest asset (2024: $nil).

Financial risk management strategies

The Group is exposed to financial risks arising from changes in timber prices. The Group is a long-term forestry investor and does not expect timber prices to decline significantly in the foreseeable future, therefore has not taken any measures to manage the risks of a decline in timber prices.

Note 27: Equity

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 3YP $000s	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		ACCUMULATED SURPLUS (RETAINED EARNINGS)			
534,081	539,742	Balance at 1 July	556,611	541,192	541,765
(7,530)	(7,530)	Transfers (to)/from Special Funds	12,091	5,315	5,315
(636)	(636)	Transfers from Asset Revaluation Reserve on Disposal of Property, Plant and Equipment	0	11	11
15,276	10,188	Surplus/(Deficit) for the year	82,753	30,496	36,723
541,192	**541,765**	**Balance at 30 June**	**651,455**	**577,014**	**583,814**
		SPECIAL FUNDS AND RESERVES			
53,188	53,188	Balance at 1 July	47,723	60,718	60,718
7,530	7,530	Transfer (to)/from Retained Earnings	(12,091)	(5,315)	(5,315)
60,718	**60,718**	**Balance at 30 June**	**35,631**	**55,403**	**55,403**
		ASSET REVALUATION RESERVES			
1,971,349	2,053,926	Balance at 1 July	2,019,572	2,113,273	2,195,850
141,288	141,288	Revaluations	48,350	(4,092)	(6,070)
636	636	Transfers to Retained Earnings on Disposal of Property, Plant and Equipment	0	(11)	(11)
0	0	Deferred Tax on building revaluations	0	0	71
2,113,273	**2,195,850**	**Balance at 30 June**	**2,067,922**	**2,109,170**	**2,189,840**

Note 27A : Asset revaluation reserve

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s	ASSET CLASSES	Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
90	90	Investments	90	90
		OPERATIONAL ASSETS		
291,759	361,252	Land	248,169	315,106
56,400	70,775	Buildings/Land Improvements	67,289	82,238
		INFRASTRUCTURAL ASSETS		
53,657	53,657	Sewer and Wastewater	81,553	81,553
52,609	52,609	Stormwater	72,946	72,946
97,421	97,421	Water Supply	107,940	107,940
1,749	1,749	Solid Waste	2,183	2,183
1,494,832	1,494,832	Roading	1,459,020	1,459,020
64,883	64,883	Flood Control	70,108	70,108
(126)	(1,417)	Deferred Tax Asset Revaluation	(126)	(1,343)
2,113,273	**2,195,850**		**2,109,170**	**2,189,840**

Note 27B : Internal borrowings

	Opening Balance 1 July 2024 $000s	New Borrowings $000s	Interest $000s	Repayments Principal $000s	Closing Balance 30 June 2025 $000s
Commercial Operations	261	0	12	16	245
Environmental Services & Protection	227	7	11	(0)	233
Land, Rivers & Coastal	19,488	1,034	903	200	20,323
Liveable Communities	23,098	2,597	1,068	1,551	24,145
Regional Leadership & Support Services	40,284	20,711	1,694	1,921	59,073
Roading	17,558	403	834	1,289	16,673
Solid Waste	2,079	6,717	159	490	8,306
Urban Stormwater	9,032	1,044	418	490	9,586
Wastewater	60,419	1,217	2,735	855	60,780
Water Supply	7,304	690	339	258	7,736
	179,751	**34,419**	**8,171**	**7,070**	**207,099**

Note 27C: Special funds and other reserves

	Opening Balance 1 July 2024 $000s	Transfers to Reserves $000s	Transfers from Reserves $000s	Closing Balance 30 June 2025 $000s	Description / Use
Waipaoa River Flood Control Scheme	808	27	0	835	Reserve is a funding source for minor and major capital work in relation to the Waipaoa River Flood Control Scheme.
Civil Defence Disaster Relief	519	18	43	493	Reserve is to provide for civil defence emergency costs not covered by Government subsidies and for discretionary contributions to other district Civil Defence Disaster Relief activities.
Capital Development Fund	1,562	904	0	2,466	Reserve is to hold proceeds of selected asset sales which are to be utilised for capital developments as determined by Council.
Quarry Rehab	1,264	43	0	1,307	Reserve is to provide for the restoration and rehabilitation of the Patutahi Quarry.
Olympic Pool Development	32	1	0	33	Reserve is to hold donations and bequests given in relation to the Olympic Pool. Funds will be utilised for the redevelopment of the Olympic Pool complex.
Reserves Contributions	136	5	0	140	Reserve holds reserve contributions received. These contributions have now been replaced by development contributions. Funding is utilised for capital expenditure on Parks and Open Spaces resulting from growth due to developments within the district.
Land Transport - Urban Development Contributions	243	204	0	447	Reserve holds development contributions received in relation to Roading. Funding is utilised for capital expenditure on Land Transport infrastructure resulting from growth due to developments within the district.
Water Supply - Urban Development Contributions	141	108	15	233	Reserve holds development contributions received in relation to Water Supply. Funding is utilised for capital expenditure on Water Supply infrastructure resulting from growth due to developments within the district.
Wastewater - Urban Development Contributions	1,526	470	0	1,997	Reserve holds development contributions received in relation to Wastewater. Funding is utilised for capital expenditure on Wastewater infrastructure resulting from growth due to developments within the district.
Stormwater - Urban Development Contributions	(542)	144	5	(403)	Reserve holds development contributions received in relation to Stormwater. Funding is utilised for capital expenditure on Stormwater infrastructure resulting from growth due to developments within the district.
Reserves - District Development Contributions	445	51	0	496	Reserve holds development contributions received in relation to Parks and Open Spaces. Funding is utilised for capital expenditure on Parks and Open Spaces resulting from growth due to developments within the district.
HMNZ Blackpool Scholarship Fund	7	0	0	7	Reserve holds funds that are distributed in accordance with the trust deed.
Pamoa Restoration Reserve	3,600	114	636	3,079	Funds from Pamoa harvest for the restoration around the Waingake water supply.
Land Subdivision	380	13	0	393	Reserve predates Gisborne District Council. Further investigation is required into what the funds were set aside for. It is likely to relate to Financial Contributions received as a result of subdivision.
Organisation Development Reserve	5,315	40	521	4,834	Operational Surplus to be used to fund organisational development.
Depreciation	45,283	23,601	29,838	39,047	Reserve holds funds utilised on projects that replace the district's assets.
Total Special Funds and Other Reserves	**60,718**	**25,743**	**31,058**	**55,403**	

Note 28 : Reconciliation of net surplus to operating cash flows

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
15,276	10,188	Reported Net Surplus after tax	30,496	36,723
		ADD/(DEDUCT) NON CASH ITEMS		
29,011	30,114	Depreciation & Amortisation	30,262	31,348
824	824	Unrealised (Gain)/Loss on Derivative Financial Instruments and Concessionary Loans	2,313	2,313
0	0	Other Fixed and Investment Asset Changes/(Credits)	0	(0)
0	2,019	Livestock Holding (Gain)/ Loss	0	(3,696)
7,096	7,009	(Profit)/ Loss on Disposal of Assets	338	369
160	4,502	Forestry Value (Gain) / Loss	(87)	(951)
15	15	Other provisions and deferred expense asset	(572)	(572)
0	16	Increase in Deferred Taxation	0	1,514
0	0	Carbon Credit Allocation	(5)	(2,993)
0	0	Bad Debts Written Off	0	0
37,106	**44,498**		**32,249**	**27,331**
		ADD ITEMS CLASSIFIED AS INVESTING ACTIVITIES		
(775)	(775)	Movement of Plant, Property and Equipment included in Trade Payables	6,017	6,017
0	0	Movement of Investments	1,334	1,334
0	(1,105)	Sale of Capital Livestock	0	0
(775)	**(1,880)**		**7,351**	**7,351**
		INCREASE/(DECREASE) IN WORKING CAPITAL		
(2,517)	(2,482)	Trade & Other Receivables	7,749	7,525
(59)	(43)	Inventories	(3)	(52)
(212)	(212)	Deposits Held	25	25
1,365	757	Trade & Other Payables	(33,907)	(33,253)
456	415	Employee Benefit Liabilities	1,080	1,086
18	0	Subvention Payment Due	(418)	(0)
0	(1,026)	Taxation Payable	0	687
(948)	**(2,591)**		**(25,473)**	**(23,982)**
50,659	**50,215**	**Net Cash Inflow from Operating Activities**	**44,623**	**47,424**

Note 29A : Financial instruments

The following tables are comparisons of carrying amounts of the Group's financial assets and liabilities in each of the financial instrument categories:

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		FINANCIAL ASSETS		
		Amortised Cost		
21,551	22,480	Cash and Cash Equivalents	(676)	210
20,000	20,000	Term Deposits	0	0
51,217	51,047	Trade and Other Receivables	43,886	43,522
92,768	**93,527**	**Total at amortised cost**	**43,210**	**43,732**
		Fair Value Through Surplus or (Deficit)		
1,028	1,028	Derivative Financial Instruments	0	0
3,254	3,254	NZ LGFA Borrower Notes	5,297	5,297
202	703	**Unlisted Shares**	204	**705**
4,484	**4,985**	**Total at FVTSD**	**5,501**	**6,002**
97,252	**98,512**	**Total Financial Assets**	**48,711**	**49,734**
		FINANCIAL LIABILITIES		
		Amortised Cost		
0	9,321	Bank Loan	0	8,029
177,800	177,800	Secured Debentures	191,831	191,831
80,496	80,814	Trade Payables and Accruals	47,238	47,949
258,296	**267,935**	**Total at Amortised Cost**	**239,069**	**247,809**
		Fair Value Through Surplus or (Deficit)		
0	0	Derivative Financial Instruments	802	802
0	**0**	**Total at FVTSD**	**802**	**802**
258,296	**267,935**	**Total Financial Liabilities**	**239,871**	**248,611**

Note 29B - Fair value hierachy

For those instruments recognized at fair value in the statement of financial position, fair values are determined according to the following hierarchy:

Level 1 – Quoted market price – Financial instruments with quoted prices for identical instruments in active markets.

Level 2 – Valuation technique using observable inputs – Financial instruments with quoted prices for similar instruments in active markets or quoted prices for identical or similar instruments in inactive markets and financial instruments valued using models where all significant inputs are observable.

Level 3 – Valuation techniques with significant non-observable inputs – Financial instruments valued using models where one or more significant inputs are not observable.

The fair value of the financial instruments as well as the methods used to estimate the fair value are summarised in the table below:

Council

Year Ended 30 June 2024 Valuation Technique					Year Ended 30 June 2025 Valuation Technique			
Quoted Market Price (Level 1) $000s	Observable Inputs (Level 2) $000s	Non Observable Inputs (Level 3) $000s	Total $000s		Quoted Market Price (Level 1) $000s	Observable Inputs (Level 2) $000s	Non Observable Inputs (Level 3) $000s	Total $000s
				FINANCIAL ASSETS				
0	0	202	202	Unlisted Investments	0	0	204	204
0	3,254	0	3,254	LGFA Borrower Notes	0	5,297	0	5,297
0	1,028	0	1,028	Derivative Financial Instruments	0	0	0	0
0	**4,282**	**202**	**4,484**		**0**	**5,297**	**204**	**5,500**
				FINANCIAL LIABILITIES				
0	0	0	0	Derivative Financial Instruments	0	802	0	802
0	**0**	**0**	**0**		**0**	**802**	**0**	**802**

Group

Year Ended 30 June 2024 Valuation Technique					Year Ended 30 June 2025 Valuation Technique			
Quoted Market Price (Level 1) $000s	Observable Inputs (Level 2) $000s	Non Observable Inputs (Level 3) $000s	Total $000s		Quoted Market Price (Level 1) $000s	Observable Inputs (Level 2) $000s	Non Observable Inputs (Level 3) $000s	Total $000s
				FINANCIAL ASSETS				
0	0	703	703	Unlisted Investments	0	0	705	705
0	3,254	0	3,254	LGFA Borrower Notes	0	5,297	0	5,297
0	1,028	0	1,028	Derivative Financial Instruments	0	0	0	0
0	**4,282**	**703**	**4,985**		**0**	**5,297**	**705**	**6,001**
				FINANCIAL LIABILITIES				
0	0	0	0	Derivative Financial Instruments	0	802	0	802
0	**0**	**0**	**0**		**0**	**802**	**0**	**802**

There were no transfers between the different levels of the fair value hierarchy.

Valuation techniques with significant non-observable inputs (level 3)

The table below provides a reconciliation from the opening balance to the closing balance for the level 3 fair value measurements:

2024 $000		2025 $000
199	Balance at 1 July	202
3	Gains and losses recognised in surplus or deficit	2
0	Gains and losses recognised in other comprehensive revenue and expenses	0
0	Purchases	0
0	Sales	0
0	Transfers into level 3	0
0	Transfers out of level 3	0
202	Balance at 30 June	**204**

Changing a valuation assumption to a reasonable possible alternative assumption would not significantly change fair value.

Financial instrument risks

The Council's activities expose it to a variety of financial instrument risks, including credit risk, liquidity risk and market risk. The Council and Group has a series of policies to manage the risks associated with financial instruments and seeks to minimize exposure from its treasury activities. The Council has established and approved Liability Management and Investment policies. These policies do not allow any transactions that are speculative in nature to be entered into.

Credit risk

Credit risk is the risk that a third party will default on its obligations to the Group, causing the Group to incur a loss. The Group invests funds only in deposits with registered banks and its investment policy limits the amount of credit exposure to any one institution or organisation. The Group only invests funds with those entities which have a Standard and Poor's credit rating of at least A2 - for short term and A – for long-term investments. The Council and Group hold no collateral or credit enhancements for financial instruments that give rise to credit risk.

Maximum exposure to credit risk

The Council's maximum credit risk exposure for each class of financial instrument is as follows:

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		Financial Assets		
21,551	22,480	Cash and Cash Equivalents	(676)	210
20,000	20,000	Term Deposits	0	0
51,217	51,047	Trade and Other Receivables	43,886	43,522
1,028	1,028	Derivative Financial Instruments	0	0
93,796	**94,555**	**Total Financial Assets**	**43,210**	**43,732**

Credit risk exposure by credit risk rating grades, excluding receivables

The gross carrying amount of financial assets, excluding receivables, by reference to Standard and Poor's credit ratings are provided below:

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		Cash at Bank and Term Deposits		
41,551	42,480	AA-	(676)	210
		Derivative Financial Instruments		
1,028	1,028	AA-	0	0
		COUNTERPARTIES WITHOUT CREDIT RATINGS		
11	11	Existing counterparty with no defaults in the past	0	0

The credit quality of financial assets that are neither past due nor impaired can be assessed by reference to Standard and Poor's credit ratings (if available) or to historical information about counterparty default rates.

Receivables arise mainly from the Council's statutory functions, therefore, there are no procedures in place to monitor or report the credit quality of receivables with reference to internal or external credit ratings. The Council has no significant concentrations of credit risk in relation to receivables, as it has a large number of credit customers, mainly ratepayers, and Council has powers under the Local Government (Rating) Act 2002 to recover outstanding debts from ratepayers.

Liquidity risk

Liquidity risk is the risk that the Council will encounter difficulty raising liquid funds to meet commitments as they fall due. Prudent liquidity risk management implies maintaining sufficient cash, the availability of funding through an adequate amount of committed credit facilities, and the ability to close out market positions. To provide flexibility in the management of the Group's liquidity, the Group has committed bank advance facilities available (for details refer to Note 22: Borrowings).

On a cash flow basis, the Council maintains sufficient funds to cover all obligations as they fall due. Facilities are maintained in accordance with the Council's Treasury Management Policy and Procedures.

Contractual maturity analysis of financial assets

The table below analyses Council's financial assets into relevant maturity groupings based on the remaining period at the balance date to the contracted maturity date.

The Group's maximum exposure to credit risk at balance date is:

COUNCIL 2025	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	> 5 Years $000s
Cash and Cash Equivalents	(676)	(676)	(676)	0	0	0
Term Deposits	0	0	0	0	0	0
Derivative Financial Instruments	0	0	0	0	0	0
Trade and Other Receivables	43,886	43,886	43,886	0	0	0
Total Financial Assets	**43,210**	**43,210**	**43,210**	**0**	**0**	**0**

COUNCIL 2024	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	> 5 Years $000s
Cash and Cash Equivalents	21,551	21,551	21,551	0	0	0
Term Deposits	20,000	20,000	20,000	0	0	0
Derivative Financial Instruments	1,028	1,145	666	391	83	5
Trade and Other Receivables	51,217	51,217	51,205	0	0	11
Total Financial Assets	**93,796**	**93,913**	**93,422**	**391**	**83**	**16**

GROUP 2025	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	> 5 Years $000s
Cash and Cash Equivalents	210	210	210	0	0	0
Term Deposits	0	0	0	0	0	0
Derivative Financial Instruments	0	0	0	0	0	0
Trade and Other Receivables	43,522	43,522	43,522	0	0	0
Total Financial Assets	**43,732**	**43,732**	**43,732**	**0**	**0**	**0**

GROUP 2024	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	> 5 Years $000s
Cash and Cash Equivalents	22,480	22,480	22,480	0	0	0
Term Deposits	20,000	20,000	20,000	0	0	0
Derivative Financial Instruments	1,028	1,145	666	391	83	5
Trade and Other Receivables	51,047	51,047	51,035	0	0	11
Total Financial Assets	**94,555**	**94,672**	**94,181**	**391**	**83**	**16**

Contractual maturity analysis of financial liabilities

The table below analyses the Council and group's financial liabilities into relevant maturity groupings based on the remaining period at balance date to the contractual maturity date. Future interest payments on floating rate debt are based on the floating rate on the instrument at balance date. The amounts disclosed are the contractual undiscounted cash flows and include interest payments.

COUNCIL 2025	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	>5 Years $000s
Trade Payables and other financial liabilities	47,238	47,238	47,134	0	105	0
Bank Loans	0	0	0	0	0	0
Debentures	191,831	221,934	26,725	44,461	112,887	37,861
Derivative Financial Instruments	802	699	187	350	356	(194)
Total Financial Liabilities	**239,871**	**269,871**	**74,046**	**44,811**	**113,348**	**37,666**

COUNCIL 2024	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	>5 Years $000s
Trade Payables and other financial liabilities	80,496	80,496	80,408		52	36
Bank Loans	0	0	0	0	0	0
Debentures	177,800	206,672	38,443	16,535	110,767	40,927
Derivative Financial Instruments						
Total Financial Liabilities	**258,296**	**287,169**	**118,850**	**16,535**	**110,819**	**40,963**

GROUP 2025	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	>5 Years $000s
Trade Payables and other financial liabilities	47,949	47,949	47,845	0	105	0
Bank Loans	8,029	8,029	8,029	8,029	8,029	0
Debentures	191,831	221,934	26,725	44,461	112,887	37,861
Derivative Financial Instruments	802	699	187	350	356	(194)
Total Financial Liabilities	**248,611**	**278,611**	**82,786**	**52,840**	**121,377**	**37,666**

GROUP 2024	Statement of Financial Position $000s	Total Contractual Cash Flows $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s	>5 Years $000s
Trade Payables and other financial liabilities	80,785	80,785	80,697	0	52	36
Bank Loans	9,321	9,321	0	0	9,321	0
Debentures	177,800	206,672	38,443	16,535	110,767	40,927
Derivative Financial Instruments						
Total Financial Liabilities	**267,906**	**296,779**	**119,140**	**16,535**	**120,140**	**40,963**

Market risk

The Group enters into derivative financial instruments to manage interest rate risk. A treasury committee, headed by senior management personnel, provides oversight for risk management and derivatives activities and ensures activities comply with the Treasury Management Policy which is formally approved by Council as part of the Council's Long Term Plan.

Interest rate risk

Interest rate risk is the risk that the fair value or future cash flows of the Group's financial instruments will fluctuate due to changes in market interest rates.

The Group is exposed to interest rate risk from its interest-earning financial assets and interest-bearing liabilities. The Group is risk averse and seeks to minimise exposure from its treasury activities. It does not undertake unnecessary investment or borrowing activity, nor is any speculation permitted in the activity it undertakes.

The Group manages its interest rate risk by maintaining the ratio of borrowing between fixed and floating interest rates and by maintaining portions of its borrowings in a range of maturity profiles.

The effective interest rates of financial instruments are as follows:

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		WEIGHTED EFFECTIVE INTEREST RATES		
5.37%	5.37%	Debentures	3.95%	3.95%
3.28%	3.28%	Derivative Financial Instruments	3.36%	3.36%

Interest rate sensitivity

At balance date, the group had $132.8m of variable rate borrowings and $70m of interest rate swaps. The interest rate impact for fixed rate borrowing is zero, as a change in market interest rates will not change interest cash flow amounts. If interest rates at that date had been 100 basis points higher/lower with all other variables held constant, net surplus for the year would have adjusted by the amounts in the table below:

Council 2023/24 Actual $000s	Group 2023/24 Actual $000s		Council 2024/25 Actual $000s	Group 2024/25 Actual $000s
		NET SURPLUS HIGHER/(LOWER)		
177	177	+ 100 Basis Points	1,224	1,224
(263)	(263)	- 100 Basis Points	(1,364)	(1,364)

Note 30 : Commitments

COUNCIL 2025	Total $000s	0 - 12 Months $000s	1 - 5 Years $000s
Capital Commitments - Approved and Contracted	28,625	24,800	3,825
Total Commitments	**28,625**	**24,800**	**3,825**

COUNCIL 2024	Total $000s	0 - 12 Months $000s	1 - 5 Years $000s
Capital Commitments - Approved and Contracted	21,118	20,451	667
Total Commitments	**21,118**	**20,451**	**667**

GROUP 2025	Total $000s	0 - 12 Months $000s	1 - 5 Years $000s
Capital Commitments - Approved and Contracted	30,359	26,534	3,825
Total Commitments	**30,359**	**26,534**	**3,825**

GROUP 2024	Total $000s	0 - 12 Months $000s	1 - 5 Years $000s
Capital Commitments - Approved and Contracted	21,118	20,451	667
Total Commitments	**21,118**	**20,451**	**667**

Note 31A : Leases

	Total $000s	0 - 12 Months $000s	1 - 5 Years $000s	5+ Years $000s
GROUP 2025				
Operating Lease Payments	1,743	256	515	973
Total Non Cancellable Operating	**1,743**	**256**	**515**	**973**
GROUP 2024				
Operating Lease Payments	918	195	521	202
Total Non Cancellable Operating	**918**	**195**	**521**	**202**
COUNCIL 2025				
Operating Lease Payments	20,773	2,071	7,081	11,621
Total Non Cancellable Operating	**20,773**	**2,071**	**7,081**	**11,621**
COUNCIL 2024				
Operating Lease Payments	22,738	2,010	7,552	13,176
Total Non Cancellable Operating	**22,738**	**2,010**	**7,552**	**13,176**

Gisborne District Council leases buildings from Gisborne Holdings Ltd. This arrangement began 1 December 2015. In 2024, the annual lease amount was $2m. Non-cancellable lease terms range between 10 and 20 years from start date.

The Council leases photocopiers and duplex units for which there is no monthly lease obligation. The term of the lease is for 5 years from 17 February 2022 for the duplex unit and 5 years from 10 July 2023 for the photocopiers. The Council incurs charges for the number of copies made each period. Included within the lease agreement is a termination clause which imposes a penalty for early termination of the lease agreement. The penalty is calculated based on the number of months outstanding in the agreement multiplied with a target number of copies. As at 30 June this penalty is calculated to be $222k (2024: $183k).

The Council lease two motor vehicles for the specific purpose of one project which is scheduled to cease in two years from inception in August 2024. It is more economical to lease these motor vehicles over and above an outright purchase for this purpose

Note 31B : Residential lease

	Total $000s	0 - 12 Months $000s	1 - 2 Years $000s	2 - 5 Years $000s
COUNCIL AND GROUP 2025				
Operating Lease Commitments	108	108	0	0
Total Operating Lease Commitments	**108**	**108**	**0**	**0**
COUNCIL AND GROUP 2024				
Operating Lease Commitments	103	103	0	0
Total Operating Lease Commitments	**103**	**103**	**0**	**0**

The future aggregate minimum lease payments to be received under operating leases are outlined in the table above.

Council leases its residential property assets to tenants. The terms of each tenancy are governed by the Residential Tenancies Act 1986. Rent is charged at less than market value. The leases are cancellable by the tenants and this is provided by the Residential Tenancies Act. A minimum notice period of 28 days applies or, if cancelled by Council, 90 days' notice is required.

Note 32A : Contingent Liabilities

Paokahu consent bond

As a condition of the Paokahu landfill resource consent the Council entered into a bond with the Paokahu owners for the sum of $100,000. This acts as security for the performance of any of the conditions of the resource consent, including any conditions relating to after care and post closure remediation.

New Zealand emissions trading scheme obligations

The Group has a contingent liability in respect to both its pre-1990 and post-1989 forests which are part of the New Zealand Emissions Trading Scheme.

Should the Group deforest all of its pre-1990 forests, it would have a liability under the ETS to surrender New Zealand emissions units of approximately $54.2m determined at 30 June 2025 (2024: $46.4m).

Should the Group experience a decrease in total carbon stocks for all of its post-1989 forests, whether due to events such as harvest or forest fire, it would have a liability under the ETS in addition to that already recognised in the financial statements to surrender New Zealand emissions units of approximately $13.3m determined at 30 June 2025 (2024: $11.4m). The amount and timing of any liability is uncertain and is dependent on the occurrence of the circumstances described above and the price of emissions units at the time of deforestation.

If these contingencies were to arise, emissions units held may be utilised to settle these obligations.

New Zealand Local Government Funding Agency Limited

Gisborne District Council is a guarantor of the New Zealand Local Government Funding Agency Limited (NZLGFA). The NZLGFA was incorporated in December 2011 with the purpose of providing debt funding to local authorities in New Zealand and it has a current credit rating from Standard and Poor's of AAA.

Gisborne District Council is one of 30 local authority shareholders and 72 local authority guarantors of the NZLGFA. In that regard it has uncalled capital of $20m. When aggregated with the uncalled capital of other shareholders, $20m is available in the event that an imminent default is identified. Also, together with the other shareholders and guarantors, Gisborne District Council is a guarantor of all of NZLGFA's borrowings. At 30 June 2025, NZLGFA had borrowings totaling $25.53b (2024: $23.03b).

Financial reporting standards require Gisborne District Council to recognise the guarantee liability at fair value. However, the Council has been unable to determine a sufficiently reliable fair value for the guarantee, and therefore has not recognised a liability. The Council considers the risk of NZLGFA defaulting on repayment of interest or capital to be very low on the basis that:

- We are not aware of any local authority debt default events in New Zealand; and
- Local Government legislation would enable local authorities to levy a rate to recover sufficient funds to meet any debt obligations if further funds were required.

Category 3 Properties under FOSAL programme

Council was responsible for categorising land and determining how and to what extent assistance would be provided to affected properties. This was part of the Future of Severely Affected Land (FOSAL) information pack on the back of the Severe Weather Event Emergency Legislation (SWERL) Act 2023 which was introduced on 20 March 2023, following the events of Cyclone Gabrielle and Hale. At 30 June 2025 there are 5 properties pending negotiation and settlement, these will complete the Category 3 property buyouts. It is expected to remain within the funding available for the programme including the $30m cap that was agreed with Council and central government, and other funding streams received for the programme.

Risk Pool

Gisborne District Council was previously a member of the New Zealand Mutual Liability Riskpool scheme ('Riskpool'). The Scheme is in wind down, however the Council has an ongoing obligation to contribute to the scheme should a call be made in respect of any historical claims (to the extent those claims are not covered by reinsurance), and to fund the ongoing operation of the scheme. The likelihood of any call-in respect of historical claims diminishes with each year as limitation periods expire.

However, as a result of the Supreme Court decision on 1 August 2023 in Napier City Council v Local Government Mutual Funds Trustee Limited, it has been clarified that Riskpool has a liability for that member's claim in relation to non-weathertight defects (in a mixed claim involving both weathertight and non-weathertight defects). Riskpool has advised that it is working through the implications of the Supreme Court decision. At this point any potential liability is unable to be quantified.

Note 32B : Contingent assets

As of 30 June 2025, the Council has a contingent asset arising from an insurance claim lodged in relation to the damages incurred from Cyclone Gabrielle, which occurred in February 2023.

Nature of the Claim: The claim has been filed with the relevant insurance provider due to extensive damage caused by the cyclone.

Maximum Amount Receivable: The maximum potential amount receivable from the claim is estimated to be 40% of $17,467,485.

Uncertainty of Estimation: Due to the complexity of the claim and the uncertainty surrounding the assessment of damages and the insurance provider's response, the Council is unable to estimate the amount that may ultimately be received. As such, no asset has been recognized in these financial statements in accordance with IPSAS 19.105.

Disclosure of Contingent Asset: The Council will continue to evaluate the situation and will disclose any developments that may affect the outcome of this claim in future financial statements.

Note 33 : Related party transactions

All the above services were provided on normal terms and conditions of trade. Figures for services provided are shown exclusive of GST. Balance sheet items are GST inclusive. All balances have been eliminated on consolidation.

Relationship with Gisborne Holdings Ltd

Gisborne Holdings Ltd (GHL) is 100% owned by Gisborne District Council (GDC).

All subsidiaries have a 30 June balance date.

TRANSACTIONS WITH GHL	2024 $000s	2025 $000s
Services Provided to Council	219	211
Services Provided by Council	357	373
Lease Provided by GHL	1,896	1,872

The above table shows the transactions with GHL during the financial year. As GHL forms part of the Group, these transactions are eliminated upon consolidation.

All the above services were provided on normal terms and conditions of trade. Figures for services provided are shown exclusive of GST. Balance sheet items are GST inclusive. All balances have been eliminated on consolidation.

Note 34: Council key management personnel compensation

	2024 $000s	2025 $000s
Salaries and Other Short Term Employees Benefit;		
Governance	899	920
Chief Executive and Senior Leadership Team	2,149	2,154

Key management personnel include the Mayor, councilors, Chief Executive and a seven person leadership team. The total number of councilors of the governing body during the financial year comprised of 15 full time equivalent councilors including the Mayor.

Due to the difficulty in determining the full-time equivalent for Councilors, the full-time equivalent figure is taken as the number of Councilors.

Note 35: Council remuneration and severance payments

During the year to 30 June 2025, the total remuneration received by or payable to the Mayor, other councillors and Chief Executive of the Council were as follows:

	2024	2025
R Stoltz, Mayor	$166,319	$172,099
J Wharehinga, Deputy Mayor	$69,651	$73,630
A Cranston	$60,463	$63,494
L Foster	$59,927	$63,255
D Gregory	$49,750	$52,511
A Robinson	$54,909	$38,118
C Alder	$49,685	$52,511
A Pahuru-Huriwai	$63,344	$71,388
R Parata	$60,607	$61,963
A Ria	$50,203	$53,106
R Telfer	$49,685	$52,511
D Thompson	$64,697	$59,744
R Tibble	$49,785	$52,621
N Tupara	$49,839	$52,665
N Thatcher-Swann, Chief Executive	$411,746	$412,331

Total remuneration includes for the Mayor and Chief Executive the value of non-financial benefits. Total remuneration for the councillors includes normal meetings, hearings, District Licensing Committee, mileage and other travel reimbursements which can be significant for councilors not residing in Gisborne.

TOTAL ANNUAL REMUNERATION BY BAND FOR EMPLOYEES AS AT 30 JUNE 2025		
	Number of Employees	
Salary Bands	2024	2025
$180,000 - $420,000[1]	8	11
$160,000 - $180,000	8	7
$140,000 - $160,000	19	27
$120,000 - $140,000	27	41
$100,000 - $120,000	65	64
$ 80,000 - $100,000	116	126
$ 60,000 - $ 80,000	109	117
Less than $ 60,000	113	114
	465	**507**
	2024	**2025**
Full Time Employees[2]	328	353
Full Time Equivalent Employees[3]	61	66

[1] If the number of employees in any band is 5 or fewer, the number for that band must be combined with the next-highest band.

[2] Full time employees: the total number of people employed full time (40 hours or more per week) excluding casual staff as at 30 June 2025.

[3] Full time equivalents: the total number of contracted hours for all part time (less than 40 hours per week) staff and all casual staff, divided by the full time equivalent hours (40 hours)

Severance payments

No severance payments were made during the 2025 financial year, $7,000 (2024).

Note 36: Events after balance sheet

Council was responsible for categorising land and determining how and to what extent assistance would be provided to affected properties. This was part of the Future of Severely Affected Land (FOSAL) information pack on the back of the Severe Weather Event Emergency Legislation (SWERL) Act 2023 which was introduced on 20 March 2023, following the events of Cyclone Gabrielle and Hale.

At reporting date Council completed these for all properties, and have settled on 54 properties. Subsequent to balance date no further properties have been settled.

Note 37: Disclosure statement

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

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

Rates affordability benchmark

Council meets the rates affordability benchmark if:

- Its actual rates income equals or is less than each quantified limit on rates; and
- Its actual rates increases equal or are less than each quantified limit on rates increases.

Rates income affordability

The following graphs compare the Council's actual rates income with quantified limits on rates contained in the financial strategy included in Council's 2024 -2027 Three Year Plan (3YP).

Quantified limits on rates

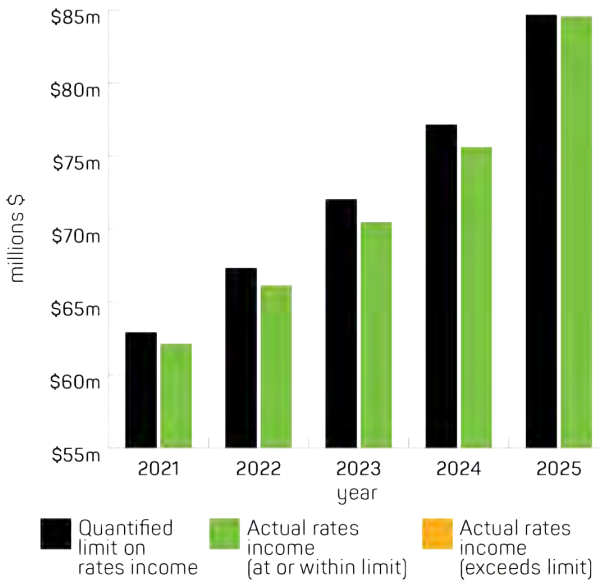
The quantified limit is for actual rates for each year of the 3YP period will be no more than 11.4% plus growth.

* 2024 -2027 Three Year Plan assumed growth to be 0.5% each year. When measuring against rates benchmark, actual growth rates are used. 2025 0.6% (2024 0.07%).

Rates increases affordability

The following graph compares the Councils actual rates increases with a quantified limit on rates increases included in the financial strategy included in the Councils 2024 - 2027 Three Year Plan.

Rates affordability benchmark

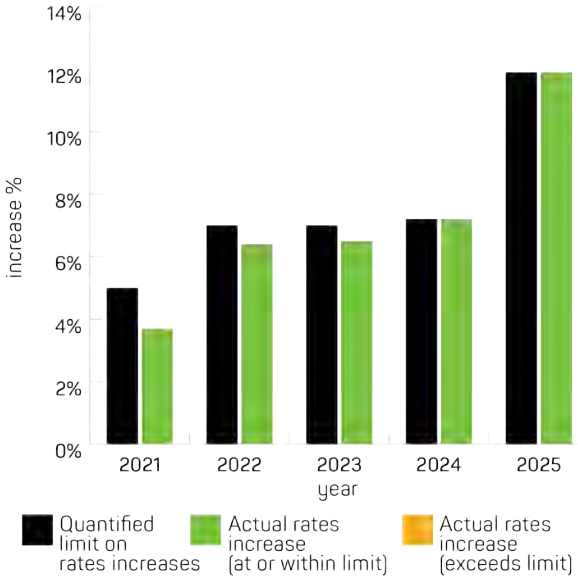


Quantified limit on rates increases

The total rates requirement for each year of the 3YP 2024 -2027 will be no more than 11.4% plus growth in ratable properties. The forecast is for 0.5% growth over the three years.

*growth 0.6% (2024 0.7%).

Rates increases benchmark



Debt affordability benchmark

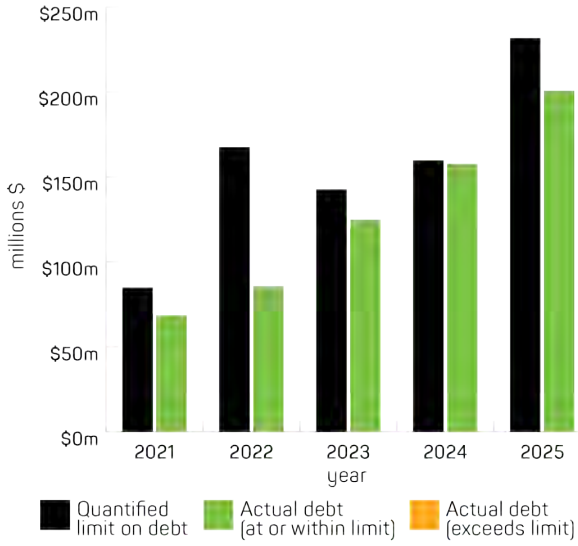
Council meets the debt affordability benchmark if its actual borrowing is within each quantified limit on borrowing.

Our limits for debt

The following graph compares Council's actual total borrowing with the first quantified limit on borrowing stated in the financial strategy included in the Council's 2024 -2027 Three Year Plan (3YP).

The quantified limit is based on the ability to borrow, and is set at 175% of debt to revenue. This limit follows the financial strategy as set in the 3YP.

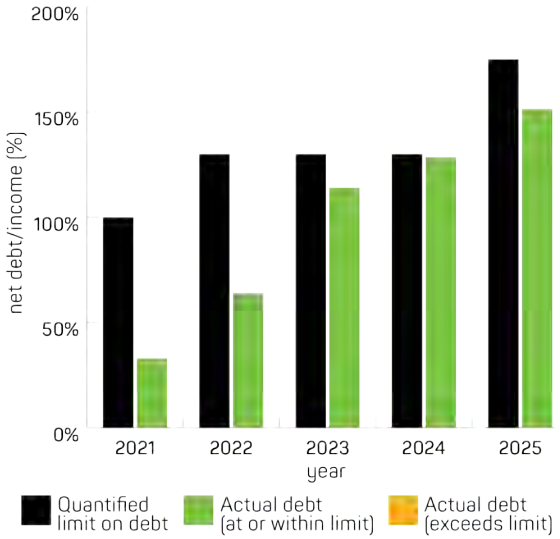
Debt affordability benchmark



Our limit on net debt as a percentage of income

The following graph compares the Council's net debt as a percentage of income which is the first quantified limit on borrowing stated in the Liability Management Policy included in the Council's 2024 -2027 Three Year Plan. The results record total actual revenue to total debt, where in 2025 the ratio is 87% debt to revenue. After eliminating non-recurring income, the ratio is 149% in line with the 175% threshold.

Debt affordability benchmark



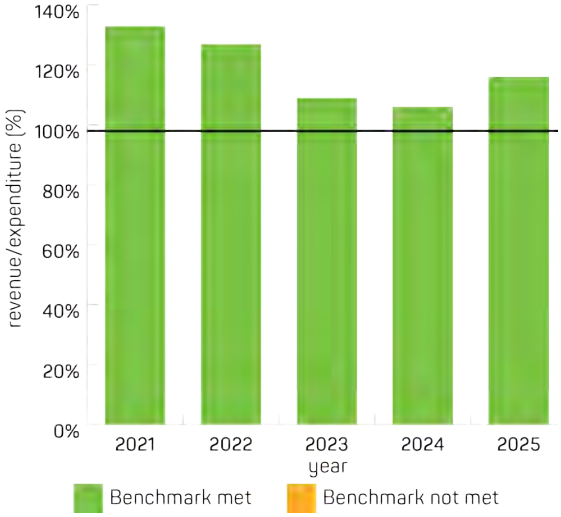
Balanced budget benchmark

The following graph displays Council's revenue (excluding development contributions, financial contributions, vested assets, gains on derivative financial instruments and revaluations of property plant and equipment) as a proportion of operating expenses (excluding losses on derivative financial instruments and revaluations of property, plant and equipment).

There will be higher revenue than operational expenditure over the next three years. This is due to the capital revenue from Central Government for the reinstatement of damaged infrastructure resulting from Cyclone Gabrielle that impacted our region in February 2023. Capital grants go towards reducing our need to borrow and supports the capital expenditure program.

Council meets this benchmark if its revenue equals or is greater than operating expenses.

Balanced budget benchmark

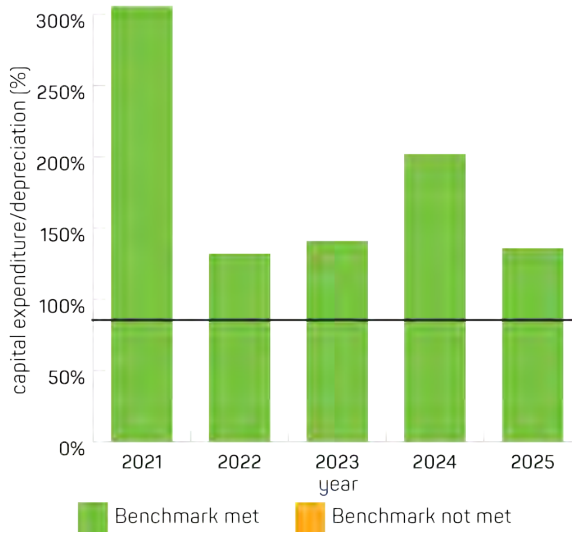


Essential services benchmark

The following graph displays Council's capital expenditure on network services as a proportion of depreciation on network services. In February 2023 Cyclone Gabrielle impacted our region significantly, resulting in increased capital costs to reinstate our damaged infrastructure. This is reflected in the increased capital to depreciation results.

Council meets this benchmark if its capital expenditure on network services equals or is greater than depreciation on network services.

Essential services benchmark

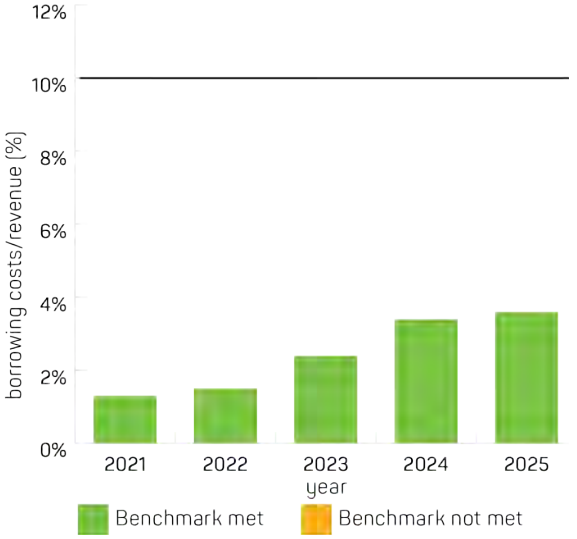


Debt servicing benchmark

The following graph displays Council's borrowing costs as a proportion of revenue (excluding development contributions, financial contributions, vested assets, gains on derivative financial instruments and revaluations of property, plant and equipment). Forecast interest rates as a percentage of revenue (excluding non-recurring capital grants) ranges between 5% and 6% over the Three Year Plan (3YP).

Council meets the debt servicing benchmark if its borrowing costs equal or are less than 10% of its revenue.

Debt servicing benchmark

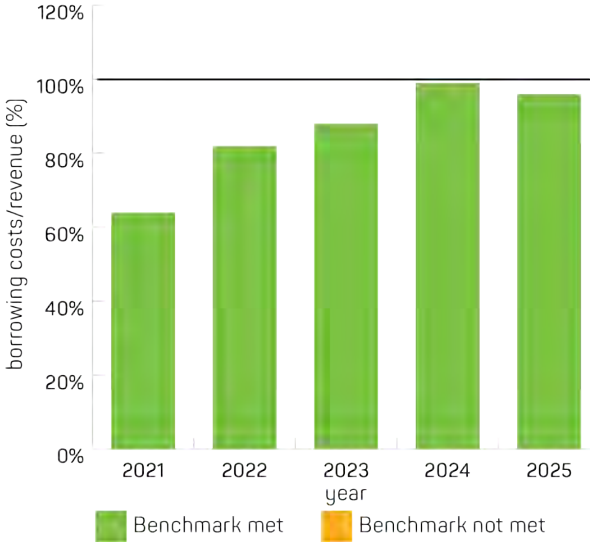


Debt control benchmark

The following graph displays Council's actual net debt as a proportion of planned net debt. In this statement, net debt means financial liabilities minus financial assets (excluding trade and other receivables).

Council meets the debt control benchmark if its actual net debt equals or is less than its planned net debt.

Debt control benchmark



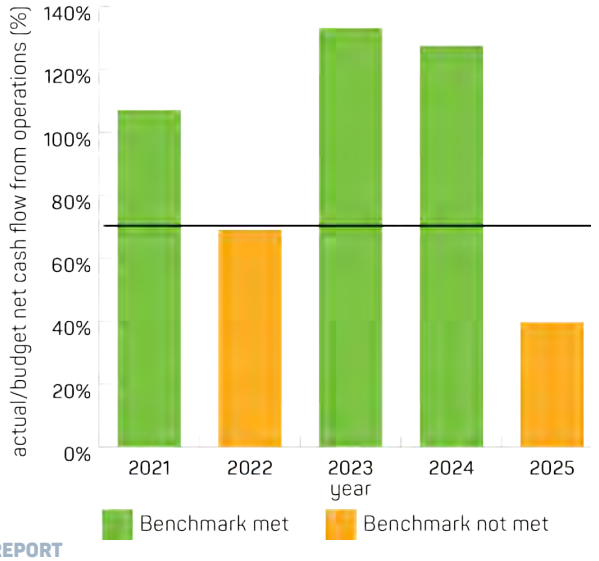
Operations control benchmark

This graph displays Council's actual net cash flow from operations as a proportion of its planned net cash flow from operations.

Council meets the operations control benchmark if its actual net cash flow from operations equals or is greater than its planned net cash flow from operations.

This year the operations control benchmark was not met primarily due to the timing of capital grants. Capital grant receipts are aligned with associated expenditure, which is due to occur in future years. In addition, some operational grants were received in prior years, with the related expenditure incurred in 2025. This timing difference is reflected in 2023 and 2024, where performance was above benchmark.

Operations control benchmark



Tauāki huanga pūtea moni
Funding impact statements

Council

Funding Impact Statement for the Year ended 30 June (whole of Council)	AP 2023/24 $000s	Actual 2023/24 $000s	Year 1 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	25,276	26,927	30,833	31,038
Targeted Rates	54,852	52,051	57,791	57,165
Subsidies and grants for operating purposes	112,745	103,771	47,818	59,418
Fees and Charges	11,422	10,974	13,129	11,407
Interest and dividends from investments	1,800	2,940	0	1,781
Local authorities fuel tax, Infringement Fees and other receipts	2,288	(377)	2,693	5,354
Total operating funding (A)	**208,384**	**196,286**	**152,263**	**166,163**
Applications of operating funding				
Payments to staff and suppliers	198,141	195,122	140,825	156,530
Finance costs	6,137	9,006	6,771	10,562
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**204,278**	**204,127**	**147,595**	**167,092**
Surplus (deficit) of operating funding (A-B)	**4,106**	**(7,842)**	**4,668**	**(928)**
Sources of capital funding				
Subsidies and grants for capital expenditure	34,496	55,790	106,846	63,617
Development and financial contributions	1,658	626	1,863	1,698
Increase/(decrease) in debt	8,097	19,258	22,349	14,628
Gross proceeds from sale of assets	50	(4,453)	350	(4,120)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**44,301**	**71,222**	**131,408**	**75,822**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	2,789	1,012	971	501
- to improve the level of service	26,431	41,607	59,038	43,192
- to replace existing assets	41,009	48,430	100,023	55,911
Increase/(decrease) in reserves	(21,822)	(27,669)	(23,955)	(24,711)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**48,407**	**63,380**	**136,077**	**74,894**
Surplus (deficit) of capital funding	**(4,106)**	**7,842**	**(4,668)**	**928**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Commercial operations

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	(59)	(59)	(56)	(56)
Targeted Rates	0	0	0	0
Subsidies and grants for operating purposes	0	0	0	0
Fees and Charges	1,546	1,593	1,621	1,577
Internal charges and overheads recovered	7	113	7	174
Local authorities fuel tax, fines, infringement fees and other receipts	(108)	218	172	237
Total operating funding (A)	**1,386**	**1,865**	**1,744**	**1,932**
Applications of operating funding				
Payments to staff and suppliers	830	1,167	988	1,270
Finance costs	12	14	11	12
Internal charges and overheads applied	275	338	374	374
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**1,118**	**1,519**	**1,373**	**1,655**
Surplus (deficit) of operating funding (A-B)	**268**	**347**	**370**	**277**
Sources of capital funding				
Subsidies and grants for capital expenditure	0	0	0	0
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	(42)	(42)	(33)	(16)
Gross proceeds from sale of assets	0	0	0	0
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**(42)**	**(42)**	**(33)**	**(16)**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	0	0	0
- to improve the level of service	0	0	0	0
- to replace existing assets	284	136	411	198
Increase/(decrease) in reserves	(57)	169	(74)	62
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**227**	**305**	**337**	**260**
Surplus (deficit) of capital funding	**(268)**	**(347)**	**(370)**	**(277)**
Funding balance ((A-B)+(C-D))	**0**	**-0**	**0**	**0**

Environmental services and protection

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	5,883	5,883	6,477	6,477
Targeted Rates	606	606	537	537
Subsidies and grants for operating purposes	0	40	0	388
Fees and Charges	5,024	5,142	6,466	6,336
Internal charges and overheads recovered	2,163	1,915	2,009	1,857
Local authorities fuel tax, fines, infringement fees and other receipts	1,371	1,123	1,351	1,433
Total operating funding (A)	**15,047**	**14,710**	**16,840**	**17,028**
Applications of operating funding				
Payments to staff and suppliers	9,431	11,390	10,924	13,437
Finance costs	6	11	6	11
Internal charges and overheads applied	5,681	5,764	5,906	6,006
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**15,118**	**17,164**	**16,836**	**19,453**
Surplus (deficit) of operating funding (A-B)	**(72)**	**(2,455)**	**4**	**(2,425)**
Sources of capital funding				
Subsidies and grants for capital expenditure	0	0	0	0
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	(16)	(2)	(19)	7
Gross proceeds from sale of assets	0	0	0	0
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**(16)**	**(2)**	**(19)**	**7**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	0	0	0
- to improve the level of service	0	20	0	7
- to replace existing assets	0	0	0	18
Increase/(decrease) in reserves	(88)	(2,477)	(15)	(2,443)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**(88)**	**(2,457)**	**(15)**	**(2,418)**
Surplus (deficit) of capital funding	**72**	**2,455**	**(4)**	**2,425**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Land, rivers and coastal

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	1,811	1,811	1,878	1,878
Targeted Rates	1,451	1,451	2,018	2,018
Subsidies and grants for operating purposes	0	79	912	762
Fees and Charges	280	78	280	45
Internal charges and overheads recovered	620	85	1,535	794
Local authorities fuel tax, fines, infringement fees and other receipts	12	6	12	5
Total operating funding (A)	**4,174**	**3,510**	**6,634**	**5,501**
Applications of operating funding				
Payments to staff and suppliers	1,901	2,462	4,034	2,767
Finance costs	789	858	999	903
Internal charges and overheads applied	1,247	745	1,454	769
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**3,937**	**4,065**	**6,486**	**4,438**
Surplus (deficit) of operating funding (A-B)	**237**	**(555)**	**147**	**1,063**
Sources of capital funding				
Subsidies and grants for capital expenditure	0	6,213	7,868	7,634
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	3,668	3,664	3,513	834
Gross proceeds from sale of assets	0	(10)	0	(39)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**3,668**	**9,866**	**11,381**	**8,429**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	0	0	0
- to improve the level of service	3,853	9,567	11,748	8,643
- to replace existing assets	419	496	327	24
Increase/(decrease) in reserves	(367)	(751)	(547)	824
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**3,905**	**9,311**	**11,528**	**9,492**
Surplus (deficit) of capital funding	**(237)**	**555**	**(147)**	**(1,063)**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Liveable communities

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	7,928	7,928	8,778	8,778
Targeted Rates	9,651	9,651	10,023	10,023
Subsidies and grants for operating purposes	854	788	835	825
Fees and Charges	3,507	2,340	3,371	2,354
Internal charges and overheads recovered	5,338	5,301	5,224	5,293
Local authorities fuel tax, fines, infringement fees and other receipts	116	103	136	39
Total operating funding (A)	**27,393**	**26,110**	**28,368**	**27,312**
Applications of operating funding				
Payments to staff and suppliers	14,960	16,511	15,991	16,874
Finance costs	1,011	1,043	1,035	1,068
Internal charges and overheads applied	9,354	9,375	9,320	9,422
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**25,326**	**26,929**	**26,346**	**27,364**
Surplus (deficit) of operating funding (A-B)	**2,068**	**(819)**	**2,022**	**(52)**
Sources of capital funding				
Subsidies and grants for capital expenditure	3,892	3,046	2,758	2,224
Development and financial contributions	0	0	0	121
Increase/(decrease) in debt	3,409	2,831	582	932
Gross proceeds from sale of assets	0	(248)	0	(83)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**7,302**	**5,629**	**3,340**	**3,194**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	628	0	150	0
- to improve the level of service	8,124	4,952	3,432	3,166
- to replace existing assets	3,815	3,263	5,049	2,441
Increase/(decrease) in reserves	(3,198)	(3,405)	(3,270)	(2,465)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**9,370**	**4,810**	**5,362**	**3,142**
Surplus (deficit) of capital funding	**(2,068)**	**819**	**(2,022)**	**52**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Regional leadership and support services

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	6,623	8,271	10,317	10,513
Targeted Rates	5,376	3,463	4,242	4,242
Subsidies and grants for operating purposes	8,677	20,517	2,819	9,067
Fees and Charges	221	320	267	157
Internal charges and overheads recovered	32,629	32,318	33,802	33,855
Interest and Dividends from Investments	1,800	2,940	0	1,781
Local authorities fuel tax, fines, infringement fees and other receipts	521	(1,991)	619	3,327
Total operating funding (A)	**55,846**	**65,838**	**52,066**	**62,941**
Applications of operating funding				
Payments to staff and suppliers	43,780	53,258	42,602	46,364
Finance costs	541	2,793	299	4,026
Internal charges and overheads applied	17,752	17,790	19,728	20,419
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**62,074**	**73,840**	**62,629**	**70,809**
Surplus (deficit) of operating funding (A-B)	**(6,228)**	**(8,003)**	**(10,563)**	**(7,867)**
Sources of capital funding				
Subsidies and grants for capital expenditure	400	5,424	11,177	7,192
Development and financial contributions	1,658	626	1,863	1,499
Increase/(decrease) in debt	1,091	5,728	9,688	6,392
Gross proceeds from sale of assets	50	(4,006)	350	(3,932)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**3,198**	**7,772**	**23,078**	**11,151**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	0	0	0
- to improve the level of service	2,501	11,855	20,860	14,602
- to replace existing assets	1,978	2,107	4,027	2,434
Increase/(decrease) in reserves	(7,509)	(14,192)	(12,372)	(13,752)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**(3,029)**	**(230)**	**12,515**	**3,284**
Surplus (deficit) of capital funding	**6,228**	**8,003**	**10,563**	**7,867**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Roads and footpaths

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	300	300	562	562
Targeted Rates	13,867	13,867	14,738	14,738
Subsidies and grants for operating purposes	76,815	58,658	24,251	24,168
Fees and Charges	0	1	0	1
Internal charges and overheads recovered	2,373	2,275	2,081	2,034
Local authorities fuel tax, fines, infringement fees and other receipts	124	139	150	178
Total operating funding (A)	**93,480**	**75,240**	**41,784**	**41,681**
Applications of operating funding				
Payments to staff and suppliers	85,254	68,299	29,240	31,362
Finance costs	685	664	874	834
Internal charges and overheads applied	5,697	5,618	6,015	6,015
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**91,636**	**74,581**	**36,129**	**38,212**
Surplus (deficit) of operating funding (A-B)	**1,844**	**659**	**5,654**	**3,470**
Sources of capital funding				
Subsidies and grants for capital expenditure	20,855	36,759	74,442	45,756
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	396	1,547	4,209	(966)
Gross proceeds from sale of assets	0	(46)	0	0
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**21,251**	**38,260**	**78,651**	**44,790**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	425	0	75
- to improve the level of service	9,509	8,913	3,343	8,869
- to replace existing assets	17,814	33,128	81,394	42,389
Increase/(decrease) in reserves	(4,981)	(3,546)	(431)	(3,073)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**23,095**	**38,919**	**84,306**	**48,260**
Surplus (deficit) of capital funding	**(1,844)**	**(659)**	**(5,654)**	**(3,470)**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Solid waste

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	2,590	2,590	2,427	2,427
Targeted Rates	2,440	2,440	3,132	3,132
Subsidies and grants for operating purposes	26,400	23,263	19,000	24,096
Fees and Charges	201	395	316	321
Internal charges and overheads recovered	211	357	456	770
Local authorities fuel tax, fines, infringement fees and other receipts	34	9	34	117
Total operating funding (A)	**31,876**	**29,055**	**25,364**	**30,864**
Applications of operating funding				
Payments to staff and suppliers	30,465	29,333	23,833	31,618
Finance costs	171	115	181	217
Internal charges and overheads applied	546	577	540	770
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**31,182**	**30,025**	**24,554**	**32,605**
Surplus (deficit) of operating funding (A-B)	**693**	**(970)**	**810**	**(1,741)**
Sources of capital funding				
Subsidies and grants for capital expenditure	2,765	0	9,951	190
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	737	(306)	1,443	6,227
Gross proceeds from sale of assets	0	(5)	0	(20)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**3,502**	**(311)**	**11,394**	**6,397**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	0	0	0	0
- to improve the level of service	277	0	6,249	6,675
- to replace existing assets	3,672	2	6,401	412
Increase/(decrease) in reserves	248	(1,283)	(446)	(2,431)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**4,196**	**(1,282)**	**12,204**	**4,656**
Surplus (deficit) of capital funding	**(693)**	**970**	**(810)**	**1,741**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Urban stormwater

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	0	0	0	0
Targeted Rates	3,473	3,473	3,538	3,538
Subsidies and grants for operating purposes	0	240	0	42
Fees and Charges	0	0	0	0
Internal charges and overheads recovered	252	286	252	271
Local authorities fuel tax, fines, infringement fees and other receipts	0	0	0	0
Total operating funding (A)	**3,726**	**4,000**	**3,790**	**3,850**
Applications of operating funding				
Payments to staff and suppliers	1,484	1,738	2,215	1,591
Finance costs	450	439	492	418
Internal charges and overheads applied	651	639	596	596
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**2,585**	**2,816**	**3,303**	**2,604**
Surplus (deficit) of operating funding (A-B)	**1,140**	**1,184**	**487**	**1,246**
Sources of capital funding				
Subsidies and grants for capital expenditure	301	0	0	0
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	425	(153)	1,033	426
Gross proceeds from sale of assets	0	(50)	0	(20)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**725**	**(203)**	**1,033**	**406**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	678	74	98	7
- to improve the level of service	1,088	230	1,260	590
- to replace existing assets	1,337	1,024	2,399	1,223
Increase/(decrease) in reserves	(1,238)	(347)	(2,237)	(168)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**1,865**	**981**	**1,521**	**1,652**
Surplus (deficit) of capital funding	**(1,140)**	**(1,184)**	**(487)**	**(1,246)**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Wastewater

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	200	200	450	450
Targeted Rates	10,280	10,280	11,507	11,507
Subsidies and grants for operating purposes	0	165	0	58
Fees and Charges	528	789	528	304
Internal charges and overheads recovered	934	894	1,694	1,666
Local authorities fuel tax, fines, infringement fees and other receipts	8	5	8	15
Total operating funding (A)	**11,950**	**12,332**	**14,186**	**14,000**
Applications of operating funding				
Payments to staff and suppliers	5,846	5,747	6,155	6,294
Finance costs	2,322	2,849	2,653	2,735
Internal charges and overheads applied	2,339	2,307	2,186	2,186
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**10,507**	**10,903**	**10,994**	**11,215**
Surplus (deficit) of operating funding (A-B)	**1,443**	**1,429**	**3,192**	**2,784**
Sources of capital funding				
Subsidies and grants for capital expenditure	0	1,016	0	(4)
Development and financial contributions	0	0	0	0
Increase/(decrease) in debt	(1,650)	2,333	16	361
Gross proceeds from sale of assets	0	(48)	0	(3)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**(1,650)**	**3,301**	**16**	**354**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	100	423	36	0
- to improve the level of service	911	3	968	203
- to replace existing assets	2,932	4,822	4,357	3,622
Increase/(decrease) in reserves	(4,150)	(518)	(2,152)	(687)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**(207)**	**4,730**	**3,208**	**3,138**
Surplus (deficit) of capital funding	**(1,443)**	**(1,429)**	**(3,192)**	**(2,784)**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**

Water supply

Funding Impact Statement for the Year ended 30 June	AP 2023/24 $000s	Actual 2023/24 $000s	3YP 2024/25 $000s	Actual 2024/25 $000s
Sources of operating funding				
General Rates, uniform annual general charges, rates penalties	0	2	0	9
Targeted Rates	7,709	6,821	8,057	7,431
Subsidies and grants for operating purposes	0	19	0	12
Fees and Charges	117	316	280	312
Internal charges and overheads recovered	933	1,508	876	1,709
Local authorities fuel tax, fines, infringement fees and other receipts	210	12	210	4
Total operating funding (A)	**8,969**	**8,679**	**9,423**	**9,477**
Applications of operating funding				
Payments to staff and suppliers	4,189	5,217	4,842	4,954
Finance costs	149	221	220	339
Internal charges and overheads applied	1,919	1,899	1,816	1,866
Other operating funding applications	0	0	0	0
Total applications of operating funding (B)	**6,257**	**7,338**	**6,878**	**7,160**
Surplus (deficit) of operating funding (A-B)	**2,712**	**1,341**	**2,544**	**2,317**
Sources of capital funding				
Subsidies and grants for capital expenditure	6,284	3,332	650	626
Development and financial contributions	0	0	0	78
Increase/(decrease) in debt	78	3,659	1,918	432
Gross proceeds from sale of assets	0	(39)	0	(24)
Lump sum contributions	0	0	0	0
Total sources capital funding (C)	**6,361**	**6,952**	**2,568**	**1,111**
Applications of capital funding				
Capital expenditure				
- to meet additional demand	819	90	687	419
- to improve the level of service	167	6,067	1,178	437
- to replace existing assets	8,570	3,452	5,657	3,150
Increase/(decrease) in reserves	(483)	(1,317)	(2,410)	(578)
Increase/(decrease) of investments	0	0	0	0
Total applications of capital funding (D)	**9,073**	**8,293**	**5,112**	**3,429**
Surplus (deficit) of capital funding	**(2,712)**	**(1,341)**	**(2,544)**	**(2,317)**
Funding balance ((A-B)+(C-D))	**0**	**0**	**0**	**0**



Part 6

He whakamarāma anō
Additional information

This section includes our glossary terms, statutory disclosures, supporting data tables and other supplementary material.

Photo credit: Trust Tairāwhiti

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Tō tātau Kaunihera
Our Council



Functions

The Gisborne District Council is one of six unitary authorities (also called unitary councils) in New Zealand.

We have the combined functions, duties and powers of a territorial council and a regional council as outlined below:

Biosecurity
Including control of regional plant and animal pests.

Civil defence
Including natural disasters, marine oil spills.

Regional land transport
Including planning and contracting of passenger services.

Resource management
Including quality of water, soil, coastal planning.

River management
Including flood control and mitigation of erosion.

Community wellbeing and development
Including advocacy, funding, partnerships and long term planning.

Environmental health and safety
Including building control and environmental health matters

Infrastructure
Including roading and transport, sewerage, water/stormwater.

Recreation and culture
Including parks, aquatics and community facilities

Resource management
Including land-use planning and development control

Responsibilities

Council has two key responsibilities outlined under Section 10 of the LGA, which are:

- to enable democratic decision-making and action by and on behalf of communities
- to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

Councils are responsible for providing good quality local infrastructure, local public services and performance of regulatory functions. The four wellbeings also recognise the major role councils play in enhancing community wellbeing and supporting overall quality of life.

Council leadership

Mayor



Rehette Stoltz - Mayor
mayor@gdc.govt.nz
(06) 868 5382 | 021 279 7948

General Ward



Josh Wharehinga - Deputy Mayor
josh.wharehinga@gdc.govt.nz
027 512 5195



Colin Alder
colin.alder@gdc.govt.nz
021 149 0729



Larry Foster
larry.foster@gdc.govt.nz
027 450 8814



Rob Telfer
rob.telfer@gdc.govt.nz
(06) 868 1535 | 027 294 5961



Andy Cranston
andy.cranston@gdc.govt.nz
(06) 868 1160 | 027 273 3192



Debbie Gregory
debbie.gregory@gdc.govt.nz
027 319 4300



Teddy Thompson
teddy.thompson@gdc.govt.nz
027 583 3391

Māori Ward



Rhonda Tibble
rhonda.tibble@gdc.govt.nz
021 924 782



Aubrey Ria
aubrey.ria@gdc.govt.nz
022 413 7821



Nick Tupara
nick.tupara@gdc.govt.nz
022 019 2705



Ani Pahuru-Huriwai
ani.pahuru-huriwai@gdc.govt.nz
(06) 868 4186 | 021 885 602



Rawinia Parata
rawinia.parata@gdc.govt.nz
021 351 075

Te anga ā-mahi
Organisation structure

Council has one appointed employee, the Chief Executive, who is responsible for implementing and managing Council's policies and objectives within the budgetary constraints established by the Council.

Chief Executive

The Chief Executive (CE), Nedine Thatcher Swann, is supported by five directors and a Chief Financial Officer (CFO), who together make up Council's management team. They oversee a wide range of activities that contribute to the social, cultural, environmental, and economic wellbeing of our communities.

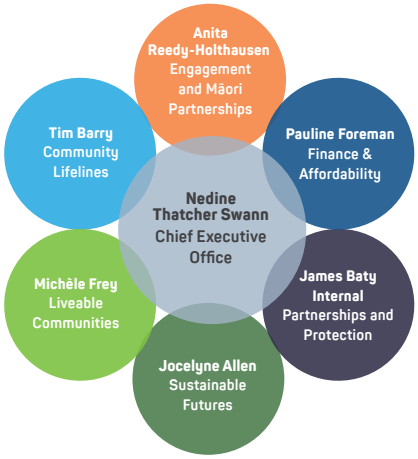


Nedine Thatcher Swann
(06) 869 2414
ceo@gdc.govt.nz

Emergency Management
Recovery

Our hub structure

Council's management team leads 508 staff across six hubs and the Office of the Chief Executive. Together, these teams carry out the day-to-day operations of our activities and provide strategic advice to the Council.



Our management team

Chief Financial Officer Finance and Affordability



Pauline Foreman
(06) 869 2899
pauline.foreman@gdc.govt.nz

- Finance
- Revenue
- Planning and Performance
- Internal Audit
- Risk Management
- Funding
- Asset Vehicle and Plant
- Commercial

Director Community Lifelines



Tim Barry
(06) 869 2356
tim.barry@gdc.govt.nz

- Roads and footpaths
- Drainwise
- Drinking Water
- Flood Protection
- Journeys Infrastructure
- Operations
- Stormwater
- Wastewater
- Recovery (Infrastructure)

Director Internal Partnerships and Protection



James Baty
(06) 869 2881
james.baty@gdc.govt.nz

- People and Capability - HR, Health and Safety
- Legal Services
- Information Services - Information Technology, Information Management, Land Information, Business Solutions and Business Analytics
- Compliance, Monitoring and Enforcement
- Harbour Master

Director Engagement and Māori Partnerships



Anita Reedy-Holthausen
(06) 869 2647
anita.reedy-holthausen@gdc.govt.nz

- Recovery
- Te Kai Arataki Tuia Whakapakari
- Customer Service
- Communication and Engagement
- Culture and Development
- Townships
- Democracy and Support Services

Director Liveable Communities



Michèle Frey
(06) 863 0652
michele.frey@gdc.govt.nz

- Liveable Spaces (Aquatic Services, Amenity and Horticulture, Cemeteries)
- Community Assets and Resources
- Community Projects
- Catchments and Biosecurity
- Cultural Activities (Library and Theatres)
- Regional Biodiversity

Director Sustainable Futures



Jocelyne Allen
(06) 869 2720
jocelyne.allen@gdc.govt.nz

- Strategic Planning
- Environmental Monitoring and Science
- Resource Consents
- Building Services
- TRMP

Names and titles are correct as at time of production.

Ngā whakapotonga
Abbreviations

AP	Annual Plan
AR	Annual Report
AUD	Alternate Use Disposal
BAU	Business as Usual
BoPLASS LTD	A company owned by the Bay of Plenty Regional Council, Rotorua District Council, Western Bay of Plenty District Council, Kawerau District Council, Tauranga City Council, Opotiki District Council, Whakatane District Council, Taupo District Council and Gisborne District Council.
GDC	Gisborne District Council
CCC	Code Compliance Certificate
CBD	Central Business District
CDEM	Civil Defence and Emergency Management
CME	Compliance Monitoring and Enforcement
CCTO	Council-Controlled Trading Organisations
DIA	Department of Internal Affairs
DRT	Disaster Relief Trust
ECC	Emergency Coordination Centre
ECFP	Erosion Control Funding Programme
ETS	Emissions Trading Scheme
FEP	Farm Environmental Plans
FOSAL	Future of Severely Affected Land
GDP	Gross Domestic Product
GHL	Gisborne Holdings Limited
GIS	Geographic Information System
IFRS	International Financial Reporting Standard
IPAS	Inflation Protected Annuity
IPSAS	International Public Sector Accounting Standards
JMA	Joint Management Agreement
KPI	Key Performance Indicators
LAWA	Land, Air, Water Aotearoa
LGA	Local Government Act
LGFA	Local Government Funding Agency
LGNZ	Local Government New Zealand
LIM	Land Information Memorandum
LLB	Local Leadership Body
LoS	Level of Service
LTP	2021–2031 Long Term Plan
MBIE	Ministry of Business, Innovation and Employment
MCI	Macroinvertebrate Community Index
MFE	Ministry for the Environment
MPI	Ministry for Primary Industries
MOU	Memorandum of Understanding
MRF	Mayoral Relief Fund
NAASRA	National Association of Australian State Road Authorities
NES	National Environmental Standards
NPS	National Planning Standards
NES-PF	National Environmental Standard for Plantation Forestry
NPS–FW	National Policy Statement for Freshwater
NZIER	New Zealand Institute for Economic Research
NZTA	New Zealand Transport Agency
PBE	Public Benefit Entity
QMS	Quality Management System
RFS	Request for Service
RLTP	Regional Land Transport Plan
RMA	Resource Management Act
RPMP	Regional Pest Management Plan
RSS	Resident Satisfaction Survey
SOE	State of Environment
SOI	Statement of Intent
SWERL	Severe Weather Event Emergency Legislation Act
TEMO	Tairāwhiti Emergency Management Office
TRMP	Tairāwhiti Resource Management Plan
TRONPnui	Te Rūnanganui o Ngāti Porou
TRW	Te Ranga Whakahau
WMC	Wastewater Management Committee
WMMP	Waste Management and Minimisation Plan
WWTP	Wastewater Treatment Plant
3YP	2024-2027 Three Year Plan

TE WHAKARAUORATANGA
O TŌ TĀTAU ROHE
MŌ ĀPŌPŌ

HEALING
OUR REGION
FOR OUR FUTURE

0800 653 800
service@gdc.govt.nz
www.gdc.govt.nz
@GisborneDC
15 Fitzherbert Street,
Gisborne 4010, New Zealand

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

2024/25 Annual Report
Content correct as of XX 2025

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

HEALING
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TE WHAKARAUORATANGA
O TŌ TĀTAU ROHE
MŌ ĀPŌPŌ

2024/25 WHAKARĀPOPOTOTANGA PŪRONGO Ā-TAU

Te Kaunihera o Te Tairāwhiti
Gisborne District Council

Adopted by Council on 2 October 2025

2024/25 ANNUAL REPORT SUMMARY

ISSN 1171-4573 (Print) ISSN 2624-1498 (Online)

Kia ora

Welcome

This summary brings together the key elements of our 2024/25 Annual Report. It features a message from our leadership, outlines our Treaty partnerships, provides a snapshot of Tairāwhiti today, and presents the district highlights, major and recovery projects, challenges and responses, our performance, and finances at a glance.

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



E ōku nui, e ōku rahi, e ōku whakatairanga kei te whenua e whakatutuki ana i ngā mahi huhua mō te painga o te iwi, tēnā koutou katoa. Tēnā koutou, tēnā tātau me o tātau tini mate, rātau kua riro i te ia o te mātoru o te pō e kore a muri e hokia, haere, haere, oti atu rā. Tēnei māua e mihi atu nei me ngā mahi huhua kua oti i waenga i a koutou. Ko ngā mahi taumaha, ūaua tonu nei, engari mo te painga o te hapori me nga tūmatanui o te rohe o Te Tairāwhiti. Me kī, kei whea mai te miharo, ā, kei a koutou tonu. E kore ngā mihi e mimiti, ā, e āhua kitea nei ngā hua, engari taihoa ake te wā e hauhaketia. Kāti, ākina, whakamahia kia ū, kai hui e, tāiki e!

Nau mai ki te pūrongo mō te haerenga o tēnei tau

This report marks the end of the first year of our three-year recovery plan, our 2024–2027 Three Year Plan. It has been a year of steady progress as we move out of emergency response and into long-term recovery and service delivery.

As a small Unitary Authority, we are proud of what we have delivered for our community over the past year. At the same time, we acknowledge the scale of the recovery effort that still lies ahead. Our focus remains on healing our region, building resilience into our core services and infrastructure, and making sure our communities are supported to thrive in the future.

This Annual Report is both a reflection of the challenges we have faced and a record of the progress we have made together. It also looks forward, setting out how we intend to carry this momentum into the next stages of recovery and beyond. We invite you to read it, recognising the collective effort that has brought us this far and the shared commitment required for the journey still to come.

A key focus for Council this year has been restoring core infrastructure and services while continuing to deliver recovery projects that strengthen community safety and resilience. We have balanced progressing the big jobs with keeping the day-to-day mahi on track.

Our roading network was one of the hardest hit, with more than 3,000 faults and over 200 major dropouts. With $125m in support from central government, alongside a further $52.5m for slip repairs, we have been able to make strong progress. Almost all minor repairs are now complete, and work is underway to address the remaining complex sites. Bridge repairs are also advancing, with 69 of 108 rebuilds already complete. For Tiniroto Road, a bypass around the Hangaroa Bluffs has been confirmed as the preferred option, and land has been secured to enable delivery. This bridge and bypass programme is a multi-year effort that will continue beyond this reporting period.

Flood protection has also advanced. This year the Waipaoa River Flood Resilience Project upgraded over 6km of stopbanks, bringing the total to 54km, and with additional funding support, the project is now on track to be completed in 2027, four years ahead of schedule. We have also invested $1.45m in new monitoring and forecasting technology, enabling quicker warnings and faster response during severe weather. This system is now being piloted in Tairāwhiti and has potential to inform a national approach to flood management.

For communities living with ongoing land risk, we have continued to deliver the Category 3 property buyout programme in partnership with the Crown. To date, 58 properties, representing 93 percent of the programme, have been settled, and 14 have been demolished. This work has provided certainty to affected households, with over $14.5m invested this year. For Category 2 homes, we have begun property-level mitigations such as house lifting and localised flood protection, with this work to continue into next year.

We have also made progress managing large woody debris. Since 2023 over 550,000m³ has been treated under the DIA Sediment and Debris Fund, including debris removed from beaches and cleared from high-risk catchments. This work reduces the chance of material being washed back into waterways and will continue in 2025/26.

Sustainable land use has been another priority. Tairāwhiti contains some of the most erosion-prone land in the country, and historic clearance combined with more severe weather has intensified the challenge. This year Council has taken steps to address these risks by reviewing the Resource Management Plan, advancing new catchment planning, and working with the Transition Advisory Group to explore long-term land use change.

Communities have also been leading their own recovery planning. Of the 23 community-led plans initiated, most have already been approved and funded, with others still in progress. These plans sit alongside Council's wider recovery efforts, ensuring that local aspirations are reflected while a Council-led framework keeps priorities coordinated across the region.

Our commitment to Te Tiriti o Waitangi has continued to grow, with stronger partnerships and deeper collaboration with iwi and hapū shaping how we serve Te Tairāwhiti. Over the past year, we have worked alongside tāngata whenua on recovery, environmental management, planning reform and governance. These partnerships are building trust, embedding mātauranga Māori into our work, and setting the foundations for a more collaborative model of leadership. Looking ahead, we are focused on ensuring these relationships translate into tangible outcomes for whānau and communities, creating the conditions for Māori to flourish and for our region to thrive.

We have delivered on a number of other major priorities. Biodiversity and water quality work continued through the Waingake Transformation Programme, and we finalised the business case for the next stage of walking and cycling connections through the city. Planning is also underway for a new outdoor play-based area at Kiwa Pools, alongside small improvements across rural townships.

Despite the scale of recovery, we have kept a strong focus on affordability. While costs remain high and some projects have had to be staged, our financial strategy has remained on track. We have prioritised investment, leveraged external funding, and managed our debt carefully. Rates increases have also been kept aligned with the Three Year Plan.

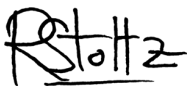
Our overall result was an operating surplus of $30.5m compared with a budgeted surplus of $82.4m. Revenue and expenditure were well managed and were predominantly as planned, but capital grant revenue for our recovery projects was lower than expected. This was mostly due to the timing of roading projects and where spending will occur across financial years.

This means the bulk of our recovery costs are being funded from grants and insurance, making your money go further. Our current long-term debt is $197.8m, well within overall debt cap limits.

Rate revenue makes up 37% of our operating revenue, whereas prior to Cyclone Gabrielle and the recovery, rates on average represented 60%.

We have also navigated a period of significant legislative and policy change. Under the new Local Water Done Well framework, councils had to choose between forming a standalone or multi-council Council Controlled Organisation or keeping services in-house. Guided by clear community feedback, we chose to retain ownership and delivery of our water services, supported by a new Water Services Delivery Plan. At the same time, major reforms of the Resource Management Act are underway, alongside new national direction on climate change and growth planning. While these changes are complex, Council is actively engaging to ensure the needs and aspirations of Tairāwhiti communities remain at the centre of future planning and investment.

Looking ahead, our focus is on carrying this momentum into the next stages of recovery while keeping long-term resilience at the centre of our work. We know there is still a lot to do, but the progress made this year shows we are moving in the right direction. By continuing to prioritise what matters most, we can position Tairāwhiti for a stronger and more resilient future.



Mayor
Rehette Stoltz



Chief Executive
Nedine Thatcher Swann

He mihi ki Tā mātau Pūrongo ā Tau 2024/25
Welcome to our Annual Report 2024/25

Welcome to our 2024-2025 Annual Report which outlines the activities and services, what we had planned to deliver during the 2024/25 financial year, the challenges we faced, and how we responded.
Every year, we produce an Annual Report to give our community, leadership and staff a clear summary of the work we've completed. We've assessed our progress set out for Year 1 of the 2024–27 Three-Year Plan (1 July 2024 – 30 June 2025) .

This report covers six parts.

Part 1 Welcome to our Annual Report

This section outlines the report's contents, features a message from our leadership, details our strategic framework and Treaty partnerships, and provides a snapshot of Tairāwhiti today.

Part 2 Facing the future together

This section presents our district highlights, recovery and major projects, other initiatives, project budgets ("Dollars and cents"), our challenges and responses, and our financial strategy.

Part 3 Our performance

This section reviews our overall performance, highlights successes and areas for improvement, and offers a "Finances at a glance" overview.

Part 4 Our activities

This section showcases performance highlights, presents our measures and levels-of-service results, identifies areas for improvement and actions taken, and provides our finances at a glance.

Part 5 Our finances

This section contains our audited financial statements, analysis of key variances, and commentary on revenue, expenditure and net position.

Part 6 Additional information

This section includes glossary terms, statutory disclosures, supporting data tables and other supplementary material.



E whakapono ana ki to tātau hapori
Being accountable to our community

Our planning and reporting framework ensures we stay accountable and deliver on our commitments. It connects our strategic direction with day-to-day delivery and helps track progress over time.
The Three Year Plan (3YP) sits at the heart of our planning framework, setting out our priorities, funding approach and performance measures. It is supported by the Annual Plan, the Six Month Report and the Annual Report, each demonstrating how we are delivering on the commitments we have made. How community feedback shaped this plan



2024-27 Three Year Plan (3YP)

The 2024–2027 Three Year Plan replaced the usual 10-year Long Term Plan under a special Order in Council issued after the severe weather events of 2023. This recovery-focused plan recognises the uncertainty created by cyclone damage and sets out Council's commitments for the next three years. It includes:

Recovery-led priorities – the key services, infrastructure, and projects we'll deliver to support regional recovery and long-term resilience.

Funding approach – how this work will be funded, and the projected impact on rates and debt.

Performance framework – our levels of service and performance measures to track delivery and hold ourselves accountable.

Annual Plan

The Annual Plan outlines the work Council intends to carry out over the next financial year. It sets the direction for delivering on our Three-Year Plan and includes:

Yearly budget – detailing how much we plan to spend, where the money will go, and how it will be funded.

Work programme – a breakdown of key projects, services, and initiatives we're prioritising for the year ahead.

Updates and changes – highlights any significant changes from the Three-Year Plan, including new priorities, cost adjustment, or project deferrals with commentary.

Annual Report

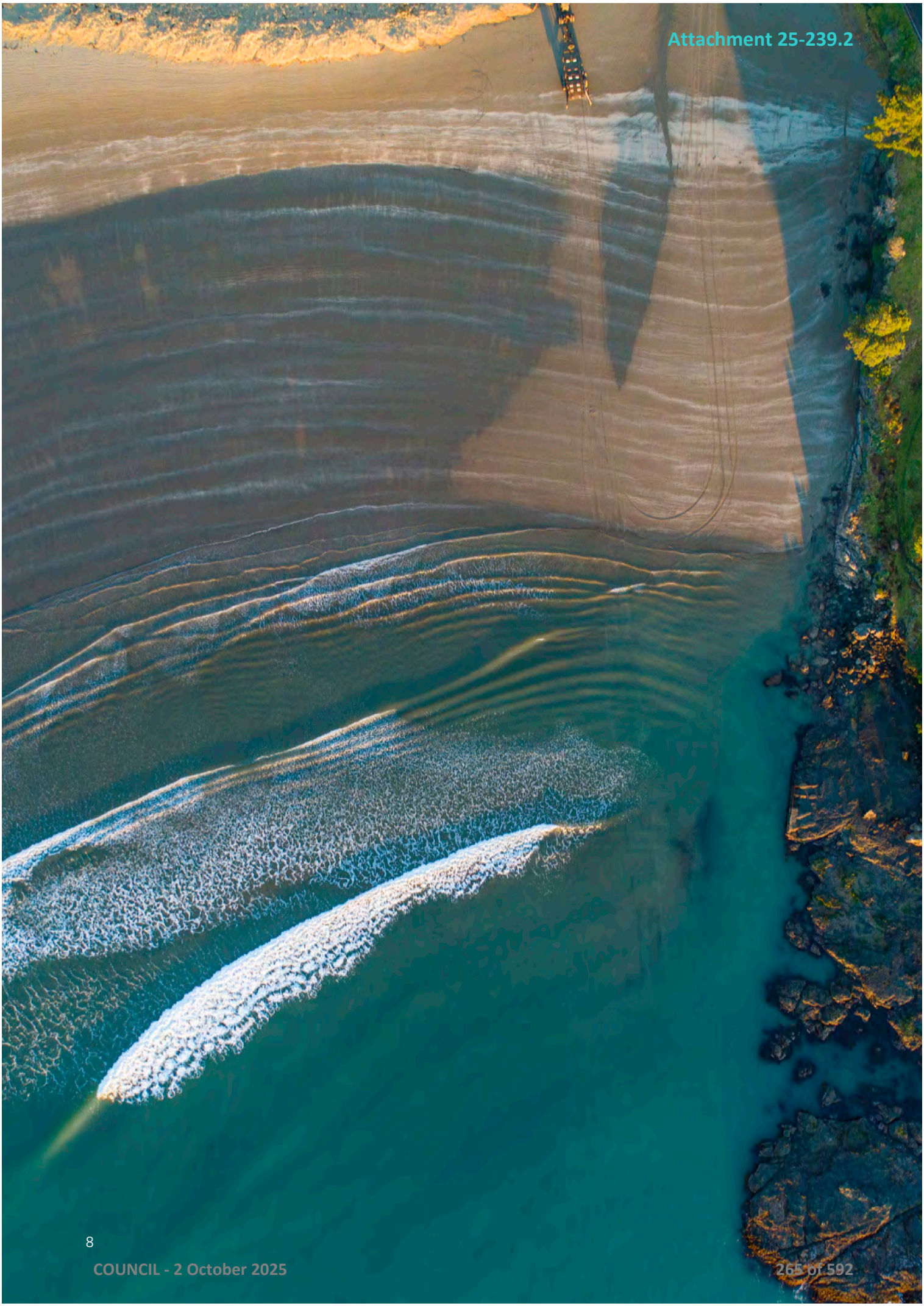
The Annual Report is our key accountability document that Council is required to produce each year. It details:

Our performance results – show our cumulative performance against all key performance measures for the full financial year, including the percentage of targets met, those slightly under-target and those not met, with narrative explaining drivers of performance, highlights of major achievements, and planned responses where measures fell short.

3YP Progress updates – outline the progress of our three-year plan initiatives, summarises milestones achieved, and provides commentary on areas needing further focus.

A financial summary – outlines our financial position, tracks year-to-date spending against budgets, and includes commentary explaining significant variances and corrective actions to keep us on track.





Ngā hononga tiriti
Treaty relationships and partnerships

Council's focus remains on moving beyond compliance toward genuine collaboration, reflecting the aspirations of tangata whenua and the importance of mātauranga Māori to the identity of Te Tairāwhiti. Through partnership, respect, and shared purpose, we are deepening connections, embedding Te Tiriti o Waitangi into our practices, and strengthening the foundations for a thriving region.

Reflection on 2024/25

Over the past year, Council has strengthened its commitment to enduring partnerships with iwi and hapū. These steps have laid the groundwork for us to rethink not just our obligations, but the way we serve tangata whenua as Tiriti partners and leaders in shaping the region's future. Our focus has been on building co-governance hononga, supporting iwi participation in decision-making, and embedding practical tools that guide how we work both internally and alongside tāngata whenua. Following the Anti-Racism Policy Audit by Tātai Aho Rau Core Education and the leadership of Te Kāhui Patu Kaikiri, Council progressed policy changes designed to embed Māori values, elevate te reo Māori, and promote equity throughout our systems and practices.

At the governance level, the Local Leadership Body progressed as a key step towards shared regional leadership. While still taking shape, it represents a new model of collaboration, where iwi and Council can set priorities together, respond collectively to challenges, and make decisions that reflect tangata whenua aspirations. This initiative signals a broader shift toward a more collaborative and lasting governance model grounded in partnership.

Operationally, Council worked alongside hapū and iwi across a range of kaupapa, including recovery, environmental management, planning reform, and infrastructure access. Even with capacity pressures across the motu, consistent engagement reinforced trust, maintained momentum, and highlighted the importance of working together to achieve outcomes that better serve Māori communities and the wider region.

Te Tiriti Compass and Te Matapihi remained central to our approach. Te Tiriti Compass provides a framework for embedding the articles of Te Tiriti o Waitangi across planning, policy, and service delivery, while Te Matapihi offers practical guidance for engaging meaningfully with tāngata whenua. Together, these tools supported staff to build cultural capability, clarified responsibilities, and created greater consistency in how Council honours our Te Tiriti commitments.

Looking ahead

The year ahead will build on the progress made and focus on changing how Council works with tangata whenua. Our priority is to strengthen partnerships by creating clearer ways for tangata whenua to influence decisions, shape services, and hold Council accountable for delivering on shared aspirations. We will ensure that these partnerships result in tangible outcomes for communities. This means improving the quality and accessibility of services, strengthening whānau wellbeing, supporting community resilience, and protecting and restoring our environment.

We will establish a stronger connection between partnership, decision-making, and results that directly benefit whānau across Te Tairāwhiti. Council will also advance its anti-racism commitments which is informing policy review and will be rolled out to embed Māori values across all areas of work and strengthen the use of Te Tiriti o Waitangi as the foundation for practice.

This approach will open clearer pathways for shared governance, redesign services to achieve greater impact, and ensure Māori voices are central in decision-making. By doing so, Council will serve with integrity, create conditions for Māori to thrive, and contribute to a stronger future for all of Te Tairāwhiti.



Tō tatou rohe
Our region

Our population

By location

51,135 People ^ 7.6% since 2018 census

73% Urban living in Gisborne

13% Rural and townships in Tairāwhiti

1% National population of New Zealand

3% National land area of New Zealand

By age

22% Under 15 years old

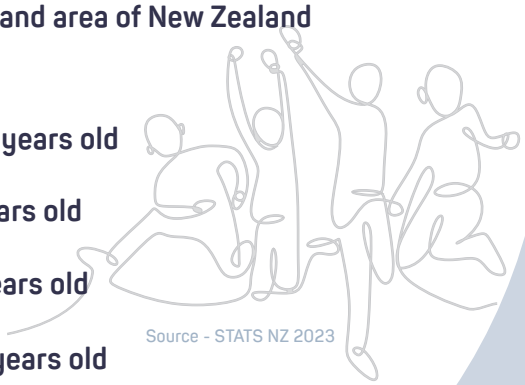
19% 15-29 years old

42% 30-65 years old

17% Over 65 years old

36.7 Average age

39% Under 25's
Highest proportion
in New Zealand



Source - STATS NZ 2023

Our ethnicities

56.5% European

54.8% Māori

4.8% Pacific peoples

3.8% Asian

1.6% Other ethnicities

Our tangata whenua

6 Regional iwi (Ngāti Porou, Rongowhakaata
Te Aitanga a Māhaki, Ngāi Tāmanuhiri
Te Whānau a Kai, Ngā Ariki Kaipūtahi)

71 Operational marae

56% of total population in rural areas
(population +10.4% since 2018 census)

29,820 Population count of Māori descent

16.9% Te reo Māori speakers
(40% of national percentage
of te reo Māori speakers)



Our housing

$549,571 House price average ^ 0.7%
in Tairāwhiti*

$881,508 House price average v 1.83%
Nationally*
(*as of year on year to March 2025)

$561 Weekly rent average
in Tairāwhiti*

$574 Weekly rent average
Nationally*

Source - informetrics.co.nz

Our economy

Gisborne airport

228,639 Passenger movements

9% Increase

Gisborne port

21 Cruise ships visited over summer

2.4m Tonnes of cargo left our port

Source - Eastland Group Annual Report 2024

Household income

$120,748 Average household income in Tairāwhiti

$135,079 Average household income Nationally

Employment

68% Working-age employed

5% Unemployment rate

14% Self-employed

24,823 Jobs mainly
1. Agriculture, forestry and fishing
2. Healthcare and social assistance
3. Education and training

6273 People on beneficiary support

GDP

$2765.3m Up 1.7%

$52,175 Per capita

0.7% National contribution

63.5% Highest level of deprivation in NZ (decile 8-10)

Source - informetrics.co.nz



Tairāwhiti population

1.6% Ruatōria

1% Tokomaru Bay

1.7% Tolaga Bay

1.1% Te Karaka

75% Gisborne

Tairāwhiti population snapshot totals less than 100%

Council services

Registered dogs **9951**

Playgrounds **40**

Sport parks **35**

Basketball and netball courts and hoops **40**

Skateparks and pumptracks **13**

of roads **1899 km**

are rural roads **87%**

239 km of footpaths

18.5 km Cycle lanes/shared paths

72 Public convenlences

38,300m³ of water stored in

8 Reservoirs

75 km of stopbanks

PLACEHOLDER FOR AUDIT REPORT

PLACEHOLDER FOR AUDIT REPORT

Ngā mahi whakahirahira i te rohe
Our district highlights

Our community's aspirations for our region's future are shaped by a combination of social, cultural, environmental, and economic factors.

During 2024/25 Council carried out and supported many initiatives around Te Tairāwhiti that contributed to improving our community's wellbeing. Some of our achievements are highlighted here.

Community wellbeings

- Social
- Cultural
- Environmental
- Economic



United Tairāwhiti impresses Prime Minister

Prime Minister Chris Luxon praised Tairāwhiti's 10 year regional economic plan as one of the best he has seen, welcomed its clear priorities for guiding government partnership and private investment, and joined iwi leaders, Trust Tairāwhiti and Mayor Stoltz in emphasising the need for resilient infrastructure, value-added economic growth and premium tourism to drive provincial prosperity.



Pride for Waingake restoration project

We've continued working with Maraetaha Incorporation and FarmCare Services Ltd to restore 1,200 ha of cleared pine back to native forest at Waingake and have been working on the programme for the last four years covering approximately 400 hectares. This effort helps stop erosion, protect our water supply and leave a lasting, greener legacy for our community.



Salvaged treasures recycled

We've worked with local not-for-profits to recover and reuse materials from Category 3 homes damaged by Cyclone Gabrielle. Since October 2024, items like piping, bathtubs and kitchenware have been salvaged and resold to support recovery efforts, reduce waste and provide affordable goods to the community.



New tree nurseries for erosion control

Our Land Management Team helped establish a poplar and willow nursery on Pourau Station at Three Bridges as part of an MPI-funded initiative employing two staff to plant 500 stools, with two additional indigenous nurseries in development to supply future erosion-control poles for the East Coast.



Council's win shared by community

At the 2024 Taituarā Community Plan Forum in Auckland, Council's three-year recovery plan was named best in its category, placed fourth overall among 45 councils, and highlighted our region's resilience, community-led priorities and commitment to meaningful engagement.



'Day in the Life' programme

Year 11–13 rangatahi from across Tairāwhiti joined our "Day in the Life" programme, shadowing staff in areas from environmental compliance to event production and Kiwa Pools. Rooted in manaakitanga and teamwork, the day's hands-on experiences sparked thoughtful questions, fuelled their curiosity and gave them a clear sense of how their skills and passions could translate into meaningful careers with Council.



AI game changer for woody debris

Our Large Woody Debris Programme integrated high-resolution aerial imagery and AI detection to pinpoint and efficiently remove 505,000 m^3 of debris from regional waterways, vastly improving planning, contractor consistency and protection of our environment and infrastructure.



Tiniroto Community Recovery

After Cyclone Gabrielle, the Tiniroto community led their recovery plan with Council support. Wins include $80,000 for a school bus, a solar-powered emergency hub and a strengthened waterway catchment plan. Council has committed to bypassing Hangaroa Bluffs and long-term road and bridge repairs remain a focus. The community' achievements showcase resilience, self-sufficiency and strong local collaboration.



Knowledge share with Cook Islands

We hosted a NEMA-supported Cook Islands emergency management delegation of technical and planning coordinators, gave them a tour of our Emergency Coordination Centre design, desalination units, solar-powered stations, 50L water heater and award-winning Common Operating Picture, and laid the groundwork for replicating these systems to boost cyclone resilience and self-sufficiency in the Cook Islands.



Transition Advisory Group established

Formed in September 2024, the Transition Advisory Group brings together forestry owners, Māori landowners, farming representatives, Council staff, and MPI experts to tackle Tairāwhiti's severe soil erosion challenges. The group developed the first set of transition guidelines in June 2025 to support landowners and advisors in moving vulnerable land into permanent vegetative cover.



Critical regional sites receive TEMO boost

We partnered with Te Rūnanganui o Ngāti Porou and Tairāwhiti Emergency Management to deploy two 10,000L fuel tanks at Ngāti Porou Hauora, Te Puia and Ruatoria, and three 30,000L water tanks to prevent fuel and water shortages during future adverse events.



Fairy house brings magic to Botanical Gardens

A handcrafted fairy house has been installed in the Botanical Gardens, created from the remains of a magnolia tree damaged in recent weather events. Instead of removing the stump, Council transformed it into a nature play feature, designed by local contractor Cut Above Sawmilling and Furniture using redwood and black walnut. The fairy house is already delighting tamariki and visitors, and forms part of the 2025 playground improvement programme, which focuses on imaginative and nature-based play across the district.



Council connects with landowners at Planting for Profit field day

We joined Beef + Lamb NZ and Te Uru Rākau at Porangahau Station in Te Karaka for the "Planting for Profit Field Day," where farmers, land managers and forestry experts toured the farm and took part in practical workshops on carbon forestry, ETS navigation, erosion control and riparian planting. These tailored, science-backed insights help protect hill country, improve water quality, boost productivity and build climate resilience, safeguarding waterways, reducing flood risk and strengthening rural communities across Tairāwhiti.



Grant Road Reserve planting day

Around 400 native plants were added to Grant Road Reserve thanks to a collaborative effort between Council staff and the community. The day began with kōrero from Albie Gibson, who shared the reserve's whakapapa, setting a meaningful tone for the mahi. With great energy, teamwork, and support from Haumanu Tū Ora, the planting was completed swiftly, transforming the site.

Ngā mahi matua
Our major projects

Projects with major capital investment or significant community impact are known as major projects. These programmes of work delivered to advance our vision and community outcomes. They have substantial benefits for our communities and involve major investment.

Legend

Community wellbeing icons

- Social
- Cultural
- Environmental
- Economic

Community outcome icons

For detailed descriptions please see page <?>.

- A driven and enabled community
- We take sustainability seriously
- Resilient communities
- We celebrate our heritage
- Vibrant city and townships
- A diverse economy
- Connected and safe communities
- Delivering for and with Māori



DrainWise

DrainWise is an ongoing programme that supports property owners to prevent wastewater overflows during heavy rain.

We check gully traps and downpipes to ensure they're connected correctly and were also renewing old public pipes to reduce groundwater entering the wastewater network.

3YP initiatives

Public drains on private property

Identifying and constructing public infrastructure across private property to drain problem flooding areas.
Completed drainage projects at 608 and 601 Wainui Road and 818 Gladstone Road; investigation and design for the 2025/26 programme are now underway.

Graham/De Lautour roads

Upgrading of stormwater infrastructure to ensure appropriate levels of service in Graham/De Lautour Roads.
Design was peer reviewed and amended; construction is scheduled for 2025/26.

Wastewater pipeline renewals

Renewing pipes past their useful life or in very poor condition.
Lined 5.7 km of main and lateral pipelines, lined 252 lateral junctions and refurbished 63 manholes.

Stormwater pipeline renewals

Renewing pipes past their useful life or in very poor condition.
Renewed stormwater drains on MacDonald Street, Gladstone Road and Shelley Road.

Whataupoko stormwater

Improving stormwater management in Whataupoko and reduce localised flooding.
Finalised project designs for construction in 2025/26.

Private property inspections

Working together with property owners to help fix problems with wastewater and stormwater drains.
This year we inspected 3,700 properties, repaired 726 wastewater gully traps and removed 69 downpipes.

Project status

Start date: July 2015
This project is ongoing

Dollars and cents

2024/25 budget **$5.9m** | 2024/25 actual **$3.9m**

3YP budget **$14.1m**

This project is 100% Council funded.

The project is behind budget due to delay in construction of stormwater upgrades on Graham/Delatour Road and in Whataupoko which is scheduled to begin in the upcoming spring.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Drainwise | Gisborne District Council



Waste minimisation

We're progressing efforts to improve how we manage and minimise waste, reduce environmental harm, and support businesses and communities to cut down on waste generation. Under the Waste Management and Minimisation Plan (WMMP), we've committed to reducing total waste to Class 1 landfills by 20%, cutting organic waste by 40%, and increasing recycling by 20% by 2024.

Our current focus is Phase 2 of the Resource Recovery Centre, which involves reviewing how we recover and recycle materials, with the long-term goal of transitioning Gisborne towards a zero-waste future.

3YP initiatives

Resource Recovery Centre (RRC)

Phase 2 of the RRC study: design and build aspects. Finalising sites, costs, structures and operational opportunities.
Work is underway on options for a resource recovery centre and regional transfer station, with engagement underway to test feasibility, design, and procurement approaches. This will inform site selection, costings, structures, and operational opportunities for the project.

Project status

Start date: October 2025

Completion date: October 2026

Dollars and cents

2024/25 budget **$8.5m** | 2024/25 actual **$6.7m**

3YP budget **$13m**

The $6.7m expenditure for the year was fully funded by Council and used to purchase land and premises for a new Resource Recovery Centre. The Waste Resilience Project, which is funded through Better Off Funding, has been deferred to the following financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waste minimisation | Gisborne District Council



Waingake Transformation

This transformational programme, delivered in partnership with Maraetaha Incorporation, is restoring the Waingake catchment to indigenous forest. We've planted thousands of natives, stabilised erosion-prone areas, removed wilding pines, and controlled pests to protect biodiversity and the region's main water supply.

Ongoing monitoring of bats, birds, reptiles, and freshwater species ensures we're achieving ecological outcomes, while also providing local training and employment. This work continues to regenerate natural infrastructure that safeguards Tairāwhiti's clean water and protects the taonga species of Waingake.

3YP initiatives

Waingake Restoration (Pamoa)

Foster a strong, collaborative relationship with tangata whenua Maraetaha Incorporation, for the protection, enhancement and redevelopment of Waingake and Pamoa.

The Council–Maraetaha Inc Joint Steering Group co-developed a shared strategic plan, approved by Council in December 2024. An implementation plan with specific actions will be adopted by the Joint Steering Group (JSG) in July 2025.

Continue the transition from pine to indigenous ngahere at Waingake through a mix of natural regeneration and planting, supported by wilding pine and weed control.
Rapid natural regeneration has been observed across the site, complemented by targeted planting in key areas. Ongoing pest-plant and animal control remain critical to sustaining this momentum.

Deliver natural infrastructure to protect, filter and supply clean water to Tairāwhiti, helping to provide water security, resilience and adaptation to climate change for the region.
Installed and upgraded landscape-scale filtering and protection measures such as riparian plantings and wetland treatments to secure clean, climate-resilient water supplies for the region.

Protect and enhance biodiversity and water quality through sustained control and monitoring
A comprehensive monitoring programme is in place. Early indicators are positive, with sightings of rare species including Mokopirirakau, Pūweto and Tāwhiri Karo.

Waingake Restoration (Pamoa)

Manage participation and ensure compliance with the Emissions Trading Scheme. Work with neighboring landowners to repair fence lines and maintain access tracks.
Completed maintenance on all roading assets to address weather-related risks and ensure effective water control. Upgraded the QEII track entrance to provide safe, all-weather access for staff, contractors and neighbouring landowners.

Collaborate with Enviroschools, tangata whenua and other Council teams to provide educational opportunities to Tairāwhiti schools.
Delivered on-site learning sessions for manuhiri and Council staff. Hosted a visit by the Tairāwhiti Citizens' Assembly and presented publicly on afforestation to share practical lessons from restoring post-harvest land to native ngahere.

Project status

Start date: October 2019
This project is ongoing

Dollars and cents

2024/25 budget **$2.1m** | 2024/25 actual **$1.5m**

3YP budget **$5.8m**

As of 30 June 2025, spend is $1.5m, of which $0.9m is externally funded. Planting scheduled for the financial year has been completed $0.5m under budget. The underspend is primarily due to a reduction in release spraying activities, following the loss of the primary service provider.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waingake Transformation | Gisborne District Council



Waipaoa River Flood Resilience Project

The Waipaoa Flood Control Scheme is a critical infrastructure project that protects approximately 10,000 hectares of highly productive land across the Poverty Bay flats and urban Gisborne. Originally constructed between 1953 and 1967, the scheme includes 64 km of stopbanks and various control structures designed to manage flood risk from the Waipaoa River. The current upgrade aims to raise the level of protection to a 1-in-100-year flood event standard, with climate change impacts factored in through to 2090. With the city-side stopbank upgrades completed, Council is now progressing 15 km of works on the western side of the river over a two-year period. This includes raising stopbanks by up to 1–2 metres and widening the top crest from 1.5 m to 4 m to increase durability and resilience to more intense rainfall events and sea level rise.

3YP initiatives

Waipaoa River Flood Resilience Improvement Project

Raise and widen the remaining 28 km of stopbanks along the western bank of the Waipaoa River.
Upgraded 6 km of stopbanks on the western side of the Waipaoa River, completing works between Manutuke and Patutahi to strengthen flood protection.

Renew all pipes under the stopbank and supporting infrastructure.
Preparatory works are underway, including land acquisition to support future construction and materials supply.

Progress planning, investigations, geotechnical assessments, and detailed designs for subsequent stages.
Detailed design and tendering completed for 6 km of stopbank upgrades between 1053 Lavenham Rd and 1913 Matawai Rd. Civil works for the 6 km upgrade planned for the 2025/26 season, weather permitting.

Project status

Start date: 2025
Completion date: 2027

Dollars and cents

2024/25 budget **$13.1m** | 2024/25 actual **$8.6m**

3YP budget **$66.3m**

Of the $66.3 million 3YP budget, $50.6 million is funded by NIFF. Please see the Recovery section for further details on the Waipaoa stopbank works..

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Waipaoa Flood Control | Gisborne District Council



Photo credit: Trust Tairāwhiti

Walking and cycling

Council's walking and cycling network includes footpaths, shared paths, footbridges, bike lanes, boardwalks, mountain bike tracks, and urban cycleways. The programme brings together several strategies, projects, and initiatives between Council and NZTA Waka Kotahi to deliver a connected, safe, and accessible transport system that supports walking and cycling as real alternatives to car travel.

We're working on extending the Taruheru River shared path from Mitre 10 to the Botanical Gardens, enhancing off-road travel options along a key route.

3YP initiatives

Taruheru River Shared Pathway

Progress the Taruheru River Walking and Cycling Project to achieve the goals set in the Tairāwhiti 2050 Spatial Plan.
The business case has been completed, identifying the preferred route and funding strategy.

Around 68% of Gisborne city residents will live within a five-minute cycle of the pathway, which will form a safe, shared active-travel corridor linking four schools and the Eastern Institute of Technology.

A separated pathway alignment has been secured, connecting the river, schools, and city centre, removing safety barriers and advancing active-travel objectives.

Project status

Start date: July 2021
This project is ongoing

Dollars and cents

2024/25 budget **$1.2m** | 2024/25 actual **$0**

3YP budget **$3.3m**

Council allocated $1.2m to the project, including $300,000 in co-funding from NZTA. Project timelines have shifted, resulting in minimal expenditure during 2024/25. A business case is being developed and is expected to be presented in 2025/26.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Walking and cycling projects | Gisborne District Council



Kiwa Pools - Stage Two

Kiwa Pools is a modern, year-round aquatic centre developed in partnership with Ngāi Tāwhiri hapū.

The second stage of the outdoor complex is underway, expanding the facility to include hydro slides, water and risk-based play areas, and basketball courts, creating a vibrant, inclusive space for the whole whānau to enjoy.

3YP initiatives

Outdoor play space

Collaborate with key partners to develop and improve the outdoor play space.
The facility feasibility study and high-level master plan are on track for completion by December 2025, with fundraising underway and capital construction planned from the 2026/27 financial year.

Project status

Start date: October 2024
Completion date: 2027/28

Dollars and cents

2024/25 budget **$0**
2024/25 actual **$0.4**
3YP budget **$6.5m**

$3.5m of the 3YP budget is grant funded. The $0.4m spend this financial year is 100% GDC funded.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

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

» Kiwa Pools | Gisborne District Council



Te whakaoranga
Our recovery

Our recovery plan prioritises infrastructure repairs with building back stronger to be prepared for potential future events. The recovery plan estimates we need $1.1b for recovery efforts over several years. In November 2023 we secured a $204m cyclone support package from government. This funding is for specific recovery projects across the region. We have included the new levels of service and performance measures we will use to monitor our progress in delivering these projects.



Flood protection

Flood protection networks across the region have been under extreme pressure from persistent heavy rainfall and two cyclones. The build-up of silt in channels has reduced drainage capacity, leaving many residents more exposed to future flooding. Strengthening and upgrading our flood protection systems has therefore been a central focus of recovery.

Work has continued on the Waipaoa River Flood Resilience Project, which is upgrading 64 km of stopbanks to withstand a 5,625 cumec flood event and protect the Poverty Bay floodplains and Gisborne city. Since construction began in 2019, 53.7 km of stopbanks have already been upgraded, including 6.2 km completed in 2024/25 alone. Additional works this year included a major culvert renewal near Patutahi and land purchases worth $1.8m to enable future flood defences. Tendering has also progressed for further upgrades and floodgate replacements, with construction set to begin in summer 2025/26. The programme has been accelerated through additional funding from the National Infrastructure Funding and Financing (NIFF), bringing forward the target completion date from 2031 to June 2027.

Alongside physical upgrades, Council has also invested in new monitoring and forecasting technology to support smarter flood management. In 2024/25, $1.45m was allocated to improve monitoring technology and enhance flood forecasting. This technology will provide earlier warnings, more accurate modelling, and better decision-making during severe weather events, complementing the large-scale infrastructure upgrades underway.

Hydraulic modelling and community workshops were progressed for the Te Arai catchment, Whataupoko, Mangapapa, and the Waimata/Taruheru rivers, including analysis of infrastructure blockages and bridge constraints. On the East Coast, flood resilience planning is underway for Uawa, Tokomaru, Makarika, and Tikitiki, with recent community meetings confirming shortlists of mitigation options. Together, these projects are building a pipeline of works to strengthen flood resilience across the rohe.

3YP initiatives

Te Karaka Flood Resilience Project Taruheru River Shared Pathway

Complete hydraulic modelling, optioneering, effects assessment, pre-consultation, and selection of the upgrade design. Secure resource consents, finalise detailed design, acquire necessary land, and deliver flood resilience improvements.

Two viable stopbank retreat options have been developed through hydraulic modelling, iwi engagement, and community input. These designs are capable of withstanding flood events around 40% higher than Cyclone Gabrielle's peak flows. Under both options, stopbank heights would increase by approximately 2.5 m upstream and 2 m downstream. The project has already completed hydraulic modelling, optioneering, effects assessment, and pre-consultation, with resource consents, detailed design, and land acquisition now to follow. The updated scope increases costs to approximately $32 million compared with the original $13.2 million budget.

Tairāwhiti Flood Resilience Investigation Programme

Central Government has committed to providing Council with a pre-allocation of $64m for Category 2 risk mitigation investments.

Work is underway across six catchment areas to identify and deliver flood resilience projects. Stage 1 investigations are progressing, with hydraulic modelling, community engagement, and site assessments informing preferred options.

Design and consenting work is advancing for the Taruheru River, and modelling in Whataupoko and Mangapapa is ahead of schedule. Prioritisation and cost-benefit analysis will guide final investment decisions.

Project status

Start date: March 2023

This project is ongoing

Dollars and cents

2024/25 budget **$13.1m** | 2024/25 actual **$8.6m**

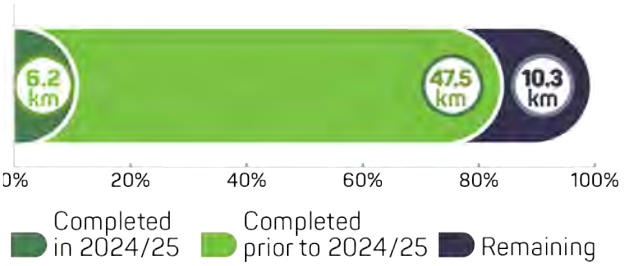
3YP budget **$66.3m**

The majority of work planned for the financial year on the Waipaoa Flood Scheme has been completed, with $8.6m spent, of which $7.6m was externally funded by NIFF. There is a slight delay, and completion of the final 2km of stopbank and associated culverts is now expected by November 2025. Meanwhile, other flood resilience projects are currently in the investigation and planning stages.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Waipaoa stopbank upgrade progress







Roads to recovery

Our roads are our lifelines and without building in long-term resilience, our community's economic and social wellbeing will be significantly affected.

Our rural network was closed during Cyclones Hale and Gabrielle. Some communities were cut off for weeks with eight bridges destroyed, 54 suffering major damage and significant slips and dropouts, leaving a repair bill stretching into the hundreds of millions of dollars.

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

The total damage to our roading network has been assessed as $465m to get it back to where we were, but to build back stronger we need $725m. The Support Package from Central Government is $125m, with an additional $85m 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.

3YP initiatives

Destroyed bridges

Significant planning and preparation by Council staff and contractors means construction on all four bridges will start in the next 12 months. St Leger Bridge in Tiniroto will start in Spring 2025, followed by Mata Huiarua Bridge in early 2026. Construction on Grays Bridge near Te Karaka is planned for Q2 2026 and Pauariki mid-2026.

We are also working closely with our funding partners to rebuild Burgess Bridge, which will be a fifth bridge rebuild..

Damaged bridges

We've repaired 42 bridges so far and had funding approved for repairs to 14 more, taking the total to 65. Construction is underway on 13 bridges, and most of the remaining bridges have been awarded to local contractors.

By working closely with our funding partners, we've also secured $9.9m for bridge resilience repairs. This programme will increase the resilience of bridge assets by reducing the risk of further damage in future weather events. The programme is currently in the planning phase, setting the strategic direction and developing the long list of vulnerable bridges.

Minor works on bridges

Minor repairs have been completed on 20 of 35 bridges, with construction about to start on a further eight. All works have been awarded to local contractors, and completion is expected by Q2 2026.

Tiniroto Road

A bypass around the Hangaroa Bluffs has been confirmed as the most suitable resilience option for Tiniroto Road. Council has now completed the purchase of 19.5 hectares at

Glenn Innes Station to enable construction of the new route, with a further 0.5 hectares required for the southern bridge approach ramp being finalised.

Design work is progressing, with tender drawings and specifications for release in October 2025, alongside procurement documentation being developed in parallel. Preliminary estimates put construction costs between $31.6m and $32.3m, with further value engineering planned to refine costs and address project risks.

The draft resource consent application under review and a Cultural Impact Assessment scheduled for completion in September 2025. Industry engagement has also been positive, with multiple submissions received from construction companies, giving confidence in the design approach and delivery strategy.

Related works at the Bluffs continue, with construction at Bluff 3 dropout now 50% complete and a new contract awarded for the next dropout repair, ensuring continuity of the wider recovery programme. Construction of the bypass is planned to start in December 2025, with completion expected by the end of 2027.

Slips and dropouts

Fix major slips and dropouts.
Through working with funding partners NZTA Waka Kotahi and Government, Council has secured $52.5m for repairs to 343 slips and dropouts across the region. Assessments have determined that 95 sites are complex and require detailed engineering design, while 251 are minor 'non-complex' sites.

Council has already completed 98% (246) of the non-complex sites, and designs are well underway for the more complex sites. Construction on the complex programme will begin in September 2025, with all 95 sites expected to be completed by the end of 2026.

Resilience partnership projects with iwi

Working in partnership with iwi on projects to provide greater resilience to communities.
Council has worked closely with iwi partners to create a programme of drainage improvements across the region that will improve the resilience of roads used as evacuation routes. We have secured $36.9m of funding, and the programme is being delivered in two tranches.

Tranche 1 covered 121 non-complex drainage sites on roads such as Whakarau, Armstrong, Ihungia and Wharekopae, along with surrounding routes. The programme began in January, is now 100% complete, and was delivered on time and within budget.

Tranche 2 includes 221 sites across 14 routes, mainly located within the Ngāti Porou area of interest. This tranche involves several major complex repairs and is expected to start in September 2025 and be completed by the end of 2026.

Project status

Start date: March 2023
This project is ongoing

Dollars and cents

2024/25 budget **$32m** | 2024/25 actual **$33.2m**

3YP budget **$85m**

All roading recovery projects are primarily externally funded. The funding sources are a mix between NIFF and NZTA, funded at different rates.

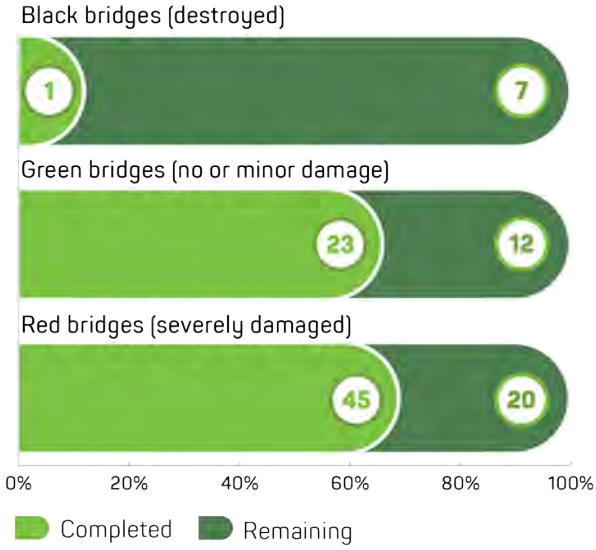
During the financial year, there were some minor FAR rate adjustments to the recovery projects, which resulted in more funding released, and a slight increase to expenditure. The increased funding available isnt factored into the 2024/25 budget.

Additionally, due to the emergency weather events experienced through the 2025 financial year, the scope of work required has increased as well, yielding in an increase to overall expenditure.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Bridge repair and rebuild progress





Large woody debris

Cyclone Gabrielle triggered an unprecedented mobilisation of large woody debris (LWD), causing widespread damage to infrastructure and natural habitats. While 1.4m tonnes of debris were deposited across hill and water catchments, substantial risks remain despite progress in clearing a significant portion.

Government funding of $54m has been allocated to address the most critical areas, but an additional $100m is needed to fully manage the remaining debris. Current efforts are focused on safeguarding key infrastructure and community safety.

Key focus areas

Efforts prioritise clearing woody debris that threatens communities, waterways, beaches, and infrastructure, targeting the most vulnerable catchments and high-risk areas. Priority locations include:

- Catchments: Waimatā, Hikuwai/Ūawa, Te Arai, Waiapu, Waipaoa, Pakarae, Hangaroa, Mangapoike.
- Beaches: Midway, Waikanae, Kaiti, Ūawa, Whāngārā, Waipiro Bay, Tokomaru Bay, Rangitukia, Tikapa.

By focusing on these areas, we aim to minimise risks to life, protect critical infrastructure, and preserve natural environments. Moving forward, we will continue to refine our priorities, ensuring resilience against future severe weather events.

3YP initiatives

Protection of infrastructure and risk to property and life

Plan for the staged removal of woody debris in the immediate, medium, and long term.
Significant progress has already been made across multiple catchments. Extraction has been completed in parts of the Waimatā, Hangaroa, Mangapōike, Pakarae and Waiapu systems, with final burning and site clean-up planned once conditions allow. Contractors are now moving further upstream.

Other areas are still underway or soon to begin. At Te Arai, one site is active while the last is being priced. Earlier sites are being burned off and replanted to stabilise the riverbanks. In Ūawa/Hikuwai, work began on a 35-kilometre stretch in April, but wet winter conditions have delayed progress until spring. At Mangaheia, access issues meant work was paused and will be reassessed. Work in the Mangahauini catchment has now been completed.

Future stages are also being prepared. Work in the Waipaoa and Waingaromia catchments has been paused and will resume in 2025/26. Clearance of large woody debris from bridges is nearly finished, with three rounds complete and the last stage now 98% done.

Plans are in place, with 175,941 m^3 of woody debris treated to date through burning or chipping, and further extraction scheduled across high-risk catchments in 2025/26. Beach clean-ups have removed another 103,454 m^3, reducing the chance of material being washed back into waterways. In total, 567,468 m^3 has been treated under the DIA Sediment & Debris Fund since 2023.

Map catchment areas to support the development of a longer-term woody debris strategy.
Artificial intelligence is being used to improve regional detection of woody debris to support more accurate forecasting, procurement, and improved programme oversight.

Scope and define a longer-term strategy.
The next phase of the woody debris programme is targeting high-priority sub-catchments. Council, in collaboration with the Tairāwhiti Action Group (TAG) and the forestry sector, is addressing debris at its source, including beyond the forest gate, to reduce future impacts and build long-term resilience.

Project status

Start date: May 2023
This project is ongoing

Dollars and cents

2024/25 budget **$19m** | 2024/25 actual **$24m** ↑

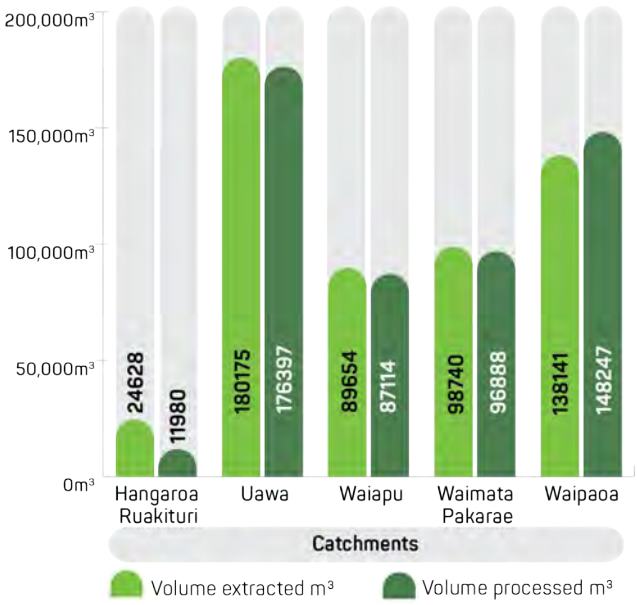
3YP budget **$21.7m**

The project is being funded through the DIA grant awarded in the 2023 financial year. Frequent rainfall across the region has necessitated repeated extraction at several sites, leading to increased expenditure. The project remains on track for completion within allocated budget and within the 2026 financial year.

Community wellbeings and outcomes

This major project contributes to the following community

Large woody debris extraction and processing volumes







Safer communities

Nearly 2,000 properties across the region have been severely impacted by flooding, silt, and land erosion. To address this, Central Government introduced the FOSAL framework, a targeted system to prioritise actions for at-risk properties.

Category 2: These properties face manageable risks where targeted interventions like house lifting, drainage improvements, or stopbank upgrades can provide protection.

Category 3: These are the highest-risk properties, deemed unsafe for habitation due to ongoing threats such as flooding or landslides. Owners are supported through buyouts as rebuilding on these sites is not possible.

Government funding has enabled critical buyouts and mitigation projects, but additional costs, such as demolition and maintenance, will rely on rates funding. The house-lifting initiative aims to future-proof homes by raising them above flood levels, reducing the risk of damage in severe weather events.

3YP initiatives

Future of Severely Affected Land (FOSAL)

Completion of the FOSAL programme while providing support to affected communities, categorisation, buy-out negotiations, demolition, site remediation, and house lifting.
Due to the voluntary nature of the Category 3 buy-out process and the property-level mitigation required for Category 2P properties, the programme also delivers targeted communications, homeowner engagement, and practical assistance. Key deliverables include progressing buy-out negotiations, administering the fund that provides contributions towards Category 2P mitigation works such as house lifting and retaining walls, and investigating a potential Special Circumstances process to address funding shortfalls.

Complete all voluntary buyouts of Category 3 properties

Ensuring that all residents in high-risk areas are safely relocated and the properties are managed appropriately.
As at the end of June 2025, 53 of the 58 Category 3 properties had completed the voluntary buyout process, with a further four expected to be settled by September. One property is unlikely to proceed.

Of the 53 completed buyouts, 14 sites have already been made safe. This includes 13 demolitions and one property relocated to another site.

To date, $27.7m has been invested in buyouts, demolitions, and site remediation, with buy-outs on track to be completed by 30 September 2025.

Lift all identified eligible Category 2 homes

To safeguard them against future flooding risks.
Category 2 properties are divided into two groups:

- **Category 2P** (property-level interventions) - For properties affected by land instability or inundation. As at June 2025, mitigation works have been completed on 19 of 158 properties, enabling their removal from this category. Work on the remainder is ongoing.
- **Category 2C** (community-level interventions) -Involves wider-scale flood resilience solutions such as drainage upgrades or stopbank improvements. Engagement and planning for these interventions is ongoing.

Project status

Start date: March 2023
This project is ongoing

Dollars and cents

2024/25 budget **$20.2m** | 2024/25 actual **$14.8m**

3YP budget **$21.8m**

The funding for Category 3 voluntary buyouts is $30 million, split equally between NIFF and GDC, while the demolition of Category 3 properties is funded entirely by GDC. There was an underspend in the 2024/25 financial year, as the efficient use of funding enabled more properties to be brought into the process. The inclusion of these additional properties means that spending has been deferred longer than expected into the 2025/26 financial year.

Community wellbeings and outcomes

Category 3 buyouts and site remediations

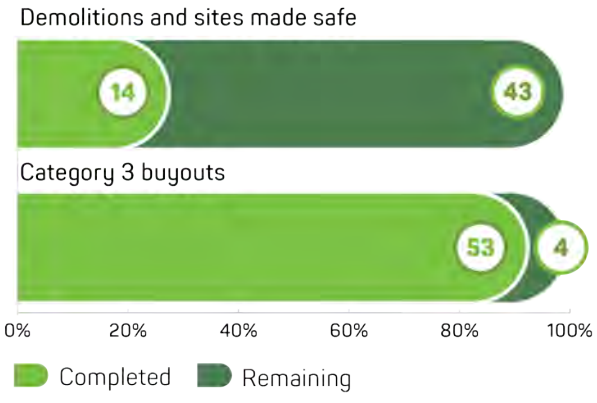




Photo credit: Trust Tairāwhiti

Community-led plans

We are actively supporting communities across our region to develop community plans that identify and prioritise recovery needs. These plans are crafted to reflect the unique aspirations of each community, ensuring that our recovery efforts are aligned with their specific expectations and requirements.

3YP initiatives

Recovery plan

Develop, prioritise, and share a recovery plan with key findings to guide recovery work and support coordinated action.

A framework was developed to collate, prioritise and coordinate community recovery priorities across Council and with external partners and stakeholders. Communities retain ownership of their plans, which are treated as living documents, while the framework functions as the primary prioritisation tool.

Of the 23 community-led recovery plans initiated, 17 have been approved and funded, three are in development, and three are in discussion..

Meaningful community connections

Implement a new process to foster meaningful connections with communities.

Relationships built through the Community-led Recovery Planning process have informed Council's engagement and communications across multiple workstreams. A key focus has been connecting teams across the organisation to align project engagement with community priorities and expectations.

Recovery Office

Coordinate regional recovery planning and prioritisation, and facilitate engagement with iwi, community leaders, central government, agencies, and community groups to support recovery delivery.

The Recovery Connector played a key role in linking iwi, central government, and philanthropic funders to deliver on community priorities. Council's own recovery priorities were also shared across the organisation to ensure visibility and alignment with community needs.

Collaboration across organisations contributed to securing funding for the Marae Solar Project, a water security pilot, and successful catchment group project applications.

Rural township upgrades – Better Off Funding

Build new footpaths in Matawai, Ruatōria, Te Karaka, and Wharekahika, and install safety crossings in Ruatōria, Tikitiki, Te Araroa, Wharekahika, and Matawai.

New footpaths have been installed in Ruatōria and Wharekahika, with construction underway in Te Karaka. Planning is progressing for the next phase, including safer crossings in Wharekahika, Te Araroa, Tikitiki, and Rangitukia, along with additional footpaths and a new footbridge in Matawai.

Rural township upgrades

Partner with two rural communities annually for township upgrades, supporting them to develop and implement township plans with a focus on infrastructure priorities

The Ruatōria upgrade is nearing completion, with a waharoa inspired by Te Kura Kaupapa Māori o Te Waiū as the final component. Tolaga Bay's playground opened in April 2025, with a basketball court planned. Engagement for Patutahi and Te Karaka upgrades is complete, with installation of new equipment scheduled.

Project status

Start date: July 2021

This project is ongoing

Dollars and cents

2024/25 budget **$2.3m** | 2024/25 actual **$1m**

3YP budget **$4.3m**

As of 30 June 2025, spend on community-led projects is $1m, of which $0.4m is externally funded by either the BOF grant or NZTA subsidy. The Ruatoria and Matawai township upgrades have been completed, with only minor finishing works remaining. A $2m underspend is due to delays in upgrade projects in Uawa, Te Karaka, and Te Puia, which are now underway and expected to continue into the 2026 financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Community-led recovery plans progress





Ētahi atu whakatakanga
Other projects

Tairāwhiti Resource Management Plan (TRMP) review



Our region is evolving due to increased development, population growth, and rising pressure on natural resources. To respond to these changes, we are developing a new TRMP that protects what matters most while setting a strategic direction shaped by the voices of tangata whenua and our communities. The new TRMP will help address key challenges, including ensuring there is enough land for urban growth as outlined in the Tairāwhiti Future Development Strategy, and will better reflect the region's changing needs and priorities. Recent government planning changes will also affect the scope and timing of this work, and we are adjusting our approach to make sure the TRMP continues to meet the needs of our region.

3YP initiatives

TRMP evidence base

Provide scientific evidence to support freshwater management, soils and indigenous biodiversity management. Scientific evidence base for freshwater, soils, and biodiversity management improved through catchment modelling, expert panels, environmental monitoring, and targeted research to inform future planning and policy.

Freshwater management and catchment planning

Staff made strong progress on the freshwater planning package, in line with national requirements under the RMA 1991 and the National Policy Statement for Freshwater Management 2020. This includes a Regional Freshwater Plan and seven Catchment Plans. Technical work and engagement with Treaty partners, stakeholders, and communities have built a strong foundation for policy drafting, with four catchments completing advisory group engagement and three in early stages.

New water-quality benchmarks have been set using updated monitoring data, and land-use modelling in the Taruheru catchment has identified nutrient runoff hotspots. A Water Quality Expert Panel is setting sediment and E. coli targets, while hydrological and groundwater modelling has progressed for key rivers and aquifers. Ecological assessments, gravel budgets, and wetland field validation are underway, alongside eDNA testing and inanga habitat mapping.

A morphometric connectivity model is being developed to map erosion risk, and a Transition Advisory Group is shaping guidance for converting erodible land to permanent vegetation. Post-cyclone sediment analysis in the Ūawa catchment and a quadruple bottom-line model for forestry impacts are also informing future policy and planning.

Regional Policy Statement (RPS)

We completed and peer-reviewed draft inputs and criteria across all key RPS topics, co-developed with technical experts, mana whenua and stakeholders - establishing a robust, locally grounded evidence base that incorporates mātauranga Māori to underpin provision drafting and engagement, prepared to be adapted as national direction is clarified.

Tairāwhiti Resource Management Plans (including Freshwater Management Plans)

Finalising work under Phase 1 of the review work programme - notifying plan changes for freshwater, Regional Policy Statement, forestry and urban development. Starting work on Phase 2 plan review.

We completed and peer-reviewed draft inputs and criteria across all key RPS topics, co-developed with technical experts, mana whenua and stakeholders - establishing a robust, locally grounded evidence base that incorporates mātauranga Māori to underpin provision drafting and engagement, prepared to be adapted as national direction is clarified.

Project status

Start date: July 2021
Completion date: August 2028

Dollars and cents

2024/25 budget **$3m** | 2024/25 actual **$3.4m**

3YP budget **$7.7m**

This project is 100% Council funded.

As works progressed ahead of schedule, additional funds were allocated from the following year's budget to cover a $0.4m overspend.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:



Photo credit: Wan San Yip on Unsplash

Indoor Multipurpose Centre

The Community Facilities Strategy identified a multipurpose indoor facility as a key regional priority, a need further reinforced in the 2021 Business Case submitted to Central Government. The proposed facility will support a range of community, sporting, and cultural activities and help meet growing demand for shared indoor space across Tairāwhiti.

3YP initiatives

Indoor multipurpose stadium

Undertake feasibility, design and planning work to progress the Indoor Multipurpose Stadium Project to an investment ready point.

Council unanimously endorsed the Indoor Multipurpose Centre business case, moving the project into its next phase.

Council has committed $2.5m to the project and approved community consultation on securing a further $6m through the next Long-Term Plan. Work is also underway on a capital-raising programme to complete the funding package.

The focus now is on due diligence for the preferred site and assessing feasibility.

Project status

Start date: 2024

Dollars and cents

2024/25 budget **$0**

2024/25 actual **$0**

3YP budget **$2.5m**

This project is 100% Council funded. There was no budget allocation for this financial year. Feasibility study work has begun, with further activities planned for 2026.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:



City centre revitalisation

We are working alongside Trust Tairāwhiti and Rongowhakaata Iwi Trust to explore opportunities to revitalise Gisborne's City Centre. This project will identify what's needed to support a vibrant, resilient city centre, and will undergo extensive community engagement to understand what people want improved to make the city centre a more appealing place to live, work and play.

3YP initiatives

Revitalisation of the city centre

Refresh and invigorate our city centre through a mixture of temporary and permanent initiatives such as streetscaping and planting.

Council is working with Trust Tairāwhiti and Rongowhakaata Iwi Trust to revitalise Gisborne's city centre, aiming to create a vibrant, resilient hub that reflects mana whenua values and local cultural narratives.

Community engagement on Stage 1 of the City Centre Catalyst Initiatives took place from October 2024 to February 2025, resulting in a shared vision and commitment to collaboration between iwi, public, and private sectors. The first initiatives are planned for delivery in Years 2 and 3 of the Three Year Plan.

In parallel, Council reviewed city centre cleaning and maintenance services, introducing a dedicated 'green man' role to ensure the area remains clean and tidy. Street lighting upgrades have also been completed, improving safety and enhancing the appeal of the city centre.

Project status

Start date: 2024

Dollars and cents

2024/25 budget **$0.4m** | 2024/25 actual **$0.1m**

3YP budget **$3m**

This project is partly funded by NZTA contribution. City revitalisation planning has begun and additional work is planned to continue into the following financial year.

Community wellbeings and outcomes

This major project contributes to the following community wellbeing and outcomes:

Ō tātau tauwhāinga, o tātau whakautu
Our challenges and responses

Council is operating in a time of rapid change. National reforms, new legislation, rising service costs, infrastructure demand and the impacts of climate change are reshaping how councils function across Aotearoa. These shifts affect how we plan, fund and deliver core services, including water and waste management, land use planning and climate adaptation.

Here in Te Tairāwhiti, these national shifts are layered over the continuing impacts of severe weather events and the unique needs of our rohe. We are navigating ageing infrastructure, increasing regulatory demands, and growing expectations for equity, sustainability and long-term resilience.

While many of the drivers of change are national, our response is local. We are taking a proactive and adaptive approach to ensure our services and investments reflect community values and uphold our partnership with tangata whenua.

This section outlines the major challenges currently facing the region: environmental reform, water infrastructure, climate change, growth and more, along with the actions Council is taking in response.

Recovery

Challenge:

The impacts of Cyclone Gabrielle in 2023 were unprecedented for Tairāwhiti. Homes, roads, bridges, flood protection systems, and natural environments were severely damaged. Silt build-up and large woody debris reduced drainage capacity and increased flood risk, while slips and dropouts isolated communities for weeks. Nearly 2,000 properties were categorised as high risk under the Future of Severely Affected Land (FOSAL) framework, requiring buyouts, house lifting, or targeted flood protection works. Recovery was further challenged by the scale of the roading network damage, the complexity of repairing and rebuilding key infrastructure, and the need to align recovery projects with long-term resilience goals.

Response:

Over the past two years, Council has led a coordinated recovery programme to restore essential services, strengthen community resilience, and transition from emergency works back to business-as-usual delivery.

Key achievements include:

- Completion of 91% of voluntary buyouts for Category 3 properties, with mitigation works underway for Category 2 homes to safeguard against future flooding.
- Progression of major flood resilience projects, including design and consenting for the Te Karaka flood protection upgrade and investigations across six priority catchments.
- Removal and treatment of more than 175,000m³ of large woody debris from high-priority catchments, beaches, and waterways, supported by new mapping and detection technology.
- Significant roading recovery works, including repairs to 98% of minor slips, commencement of complex site rebuilds, and planning for four new bridges to replace those destroyed.
- Partnership with iwi on a regional drainage improvement programme, delivering the first stage of works on key evacuation routes.
- Development of 23 community-led recovery plans to ensure local priorities are reflected in regional recovery efforts, and delivery of township upgrades in Ruatōria, Wharekahika, Te Karaka, and Tolaga Bay.

Council has also established a Transition Advisory Group to explore long-term land use change for erosion-prone land, in collaboration with tāngata whenua, landowners and government agencies. Maps of an Indicative Transition Zone and a supporting guide were made publicly available.

Work on the remaining regional and district provisions, including coastal, air, and rural zones, is scheduled for notification by 2028, but may be adjusted as national reforms continue.

Resource Management Reforms

Challenge:

New Zealand's current resource management system is no longer fit for purpose. The Resource Management Act 1991 (RMA), the main law guiding how land, water, air and coastal resources are used and protected, has been in place for more than three decades, but it has become increasingly complex, slow, and difficult to navigate. It is not keeping pace with the demands of modern development or the urgent need to respond to environmental pressures such as climate change, biodiversity loss, and natural hazards.

For regions like Tairāwhiti, where our environment is both a taonga and a foundation for future wellbeing, an effective planning system is critical. The Government is advancing a comprehensive overhaul of the RMA to support more efficient development and stronger environmental protection. This represents one of the most significant shifts in how councils will operate in the coming years.



Photo credit: Trust Tairāwhiti

Response:

The reform is being delivered in three phases, each with implications for how councils plan, regulate and manage natural and built environments.

Phase 1: Completed in 2023. This phase repealed the previous Government's Natural and Built Environment Act and Spatial Planning Act, reinstating the RMA as the primary legislation while new laws are developed.

Phase 2: Now underway. This phase focuses on streamlining the current system, including:

- A Fast-track Approvals Bill to accelerate major projects in housing, infrastructure, aquaculture, farming and renewable energy.
- Amendments to simplify consenting and better align national direction on freshwater, biodiversity, natural hazards and urban development.

In October 2024, the Resource Management (Freshwater and Other Matters) Amendment Act was passed, placing a pause on the notification of new freshwater plans until a new National Policy Statement for Freshwater Management is released, or by the end of 2025—whichever comes first. It also suspended requirements for stock exclusion rules and some provisions relating to Significant Natural Areas (SNAs).

Phase 3: Still to come. This phase will introduce an entirely new system through three new Acts:

- The Natural and Built Environments Act, setting out how land, air, freshwater, and coastal areas must be managed.
- The Strategic Planning Act, requiring councils, iwi and central government to jointly prepare long-term spatial strategies for each region.
- The Climate Adaptation Act, which will create a legal framework for managed retreat and long-term resilience to climate change.

These changes aim to create clearer planning rules, faster decisions and better environmental outcomes, while rebalancing the system to reflect local priorities and property rights.

Council expects significant changes in how we operate, with a stronger focus on compliance, monitoring and enforcement.

This reflects a shift away from pre-approval processes towards ensuring that activities are delivered in line with consent conditions.

A national review of how councils deliver compliance and environmental monitoring is also underway, with more detail expected in late 2025. This may lead to further changes in responsibilities between central and local government.

While the reform programme is complex and still evolving, Council is staying closely involved to ensure that the needs and values of Tairāwhiti communities are reflected in how we grow, protect the environment and plan for the future.

Review of the Tairāwhiti Resource Management Plan

Challenge:

Development pressure, population growth and rising demands on land and water are creating complex challenges across our region. At the same time, national policy changes and Treaty obligations are requiring councils to modernise how natural and physical resources are managed. The Tairāwhiti Resource Management Plan (TRMP) is now over a decade old and no longer fit for purpose.

As a combined unitary plan under the Resource Management Act 1991, it guides how we use land, allocate water, manage environmental risks and protect natural and cultural values. A full review is underway to ensure the TRMP reflects updated legislation, enables sustainable development, and upholds the aspirations of our communities and mana whenua. Recent government planning reforms, including the Plan Stop direction, will influence the scope and timing of this review, and Council is adjusting its approach so the TRMP continues to meet regional needs.

A modern, fit-for-purpose TRMP is essential to:

- enable more housing, including affordable and papakāinga options
- allocate freshwater fairly, guided by Te Mana o te Wai
- protect whenua Māori and support sustainable rural land use
- safeguard environmental and cultural values across our rohe
- build resilience to climate change and natural hazards.

Response:

Council is progressing the TRMP review in two main phases:

- Phase 1 (2022–2025): Focused on the Regional Policy Statement (RPS), freshwater planning, and land use related to forestry and urban growth.
- Phase 2 (2025–2028): Was initially scoped to address the remaining regional and district plan provisions, including the Regional Coastal Plan, Discharge to Air, and rural land use. However, with legislative uncertainty and national reforms underway, Phase 2 is being reshaped in response, positioning Council for the next stage of the review.

Council has committed $7.7m through the 2024–2027 Three Year Plan to support four priority workstreams as part of the TRMP review:

Regional Policy Statement (Te Kaupapa Tauāki ā-Rohe):

Public notification of the Regional Policy Statement is currently on hold under Central government Plan stop directive.

Freshwater Planning (Te Whakamahere Wai Māori):

Seven catchment plans are in development, giving effect to Te Mana o te Wai and reflecting local values. The Mōtū Catchment Plan and wider freshwater package have been rescheduled for 2026 to align with national planning timeframes.

Urban Growth and Development Planning (Te Whakawhanake me te Whakarahi Taone):

Preparation is underway for the Urban Plan Change, with public notification planned for October 2025. This includes updated residential zones, a new city centre zone, and design guidance to support well-designed intensification. Masterplans for Kaiti, Elgin, Awapuni, and the city centre are also in development. Progress on this work now requires an exemption from the Government's plan stop amendments, which temporarily pause certain plan changes.

Forestry Plan Changes (Te Whakahou Mahere Hauhake Ngahere):

Two forestry-related plan changes are being advanced due to cyclone impacts:

- a harvest provisions update, with notification anticipated in 2025 (pending ministerial exemption)
- a broader mapping and policy review, expected to proceed after 2026.

Future Development Strategy

Challenge:

Te Tairāwhiti is growing. Planning for that growth requires a long-term approach that supports well-functioning urban environments, protects productive whenua and ensures infrastructure keeps pace. The challenge is to provide at least 30 years of housing and business land capacity while avoiding urban sprawl, managing natural hazard risks and honouring Te Tiriti o Waitangi.

Like other councils, Gisborne District Council must now meet national direction on growth planning, including the requirements of the National Policy Statement on Urban Development (NPS-UD). This means providing for more housing choice and density in existing urban areas, while also identifying where limited expansion may be needed to support population growth.

Our rohe faces additional pressures: increasing flood risk, ageing infrastructure, and limited land availability in key locations. A coordinated, spatial approach is needed to ensure development is planned, sequenced and serviced in a way that reflects the values and aspirations of our communities.

Response:

In March 2024, Council adopted the Tairāwhiti Future Development Strategy to guide urban growth over the next 30 years. The strategy identifies where and how new homes and businesses can be developed, balancing intensification in urban centres with targeted expansion in rural townships.

Key features include:

- housing demand of around 5,400 new homes by 2054
- around 75 percent of growth is expected to be accommodated through residential intensification in the city centre, Elgin, Kaiti, Whataupoko, Lytton West, Mangapapa, Barry Park, and Te Hapara
- modest greenfield expansion on the western edge of the Gisborne Urban Area as well as intensified rural lifestyle areas in Makauri, Manutūkē, Pātūtahi, and Ormond East

To implement the strategy, Council is progressing a series of changes to the Tairāwhiti Resource Management Plan. Urban Plan Change Six is scheduled for public notification in October 2025. It will introduce:

- new zones to support mixed-use and residential development
- a Residential Design Guide to support well-designed intensification
- special Purpose Zones for the hospital and future urban areas

Masterplans for Kaiti, Elgin, Awapuni and the city centre are also being developed, with input from iwi, mana whenua and local communities.

These changes were timed to align with broader policy updates, but Government legislation has delayed aspects of plan making.

Through the Future Development Strategy and supporting plan changes, Council is:

- expanding housing supply and diversity, including papakāinga options
- supporting compact, connected neighbourhoods
- focusing infrastructure investment where it is most needed
- protecting productive rural land
- embedding Te Mana o te Wai and giving effect to Te Tiriti o Waitangi.

This work lays the foundation for managed, inclusive growth that supports whānau, whenua and community wellbeing.

Climate Change adaption

Challenge:

Climate change is one of the most significant long-term challenges facing Te Tairāwhiti. Its impacts are no longer distant projections. They are already affecting the wellbeing of our communities, the health of our environment and the strength of our regional economy.

We are experiencing:

- more frequent and severe weather events such as cyclones, floods, and droughts, damaging homes, roads, crops and infrastructure, and placing pressure on emergency response systems.
- rising sea levels and accelerating coastal erosion, threatening vulnerable communities, ecosystems and key transport routes
- worsening land degradation, especially on erosion-prone land, reducing productivity and undermining rural livelihoods
- increasing pressure on freshwater supplies, particularly during extended dry periods
- A clear need for coordinated investment and forward planning to protect our region and prepare for future risks.

These challenges demand deliberate and sustained action across Council and the wider community. The impacts of Cyclones Hale and Gabrielle have only reinforced the urgency of building long-term resilience.



Response:

Council is responding through a targeted programme of planning, investment and partnership. Our goal is to protect people, ecosystems and infrastructure, while supporting a fair and sustainable transition.

Key areas of focus include:

- **Regional Climate Risk Assessment:**

  Detailed climate modelling and social vulnerability analysis is helping identify the communities and assets most at risk. This informs adaptation planning and supports projects such as the Waipaoa Flood Control upgrade and roading resilience initiatives.

- **Place-based Coastal Adaptation Planning:**

  The Wainui Beach Coastal Adaptation Plan is progressing as a pilot for localised climate responses. It will inform coastal planning across other parts of the region.

- **Nature-based Solutions and Biodiversity Investment:**

  Projects like the Waingake Transformation are restoring native forest to reduce erosion, improve water quality and support biodiversity. These efforts boost resilience while delivering wider environmental and economic benefits.

- **Regional Emissions Reduction Planning:**

  Council is developing a regional greenhouse gas inventory to identify major emissions sources and guide a coordinated response.

- **Reducing Council's Operational Emissions:**

  Council is reviewing its organisational carbon footprint and targeting reductions through more efficient fleet use, low-emissions infrastructure and waste minimisation. The long-term goal is net-zero operations.

- **Strong Regional Partnerships:**

  Council works with iwi and hapū, Trust Tairāwhiti, central government and local partners to advance shared goals, including waste reduction, environmental protection, sustainability education and low-emissions transport.

In 2024/25, Council confirmed an updated Climate Change Work Programme. This work is grounded in the lessons of recent weather events and builds on the recovery foundations laid over the past year. A full review of the Climate Change Roadmap is planned in the year ahead to ensure regional priorities, legislative obligations and equity outcomes remain front and centre.

Local Water Done Well

Challenge:

In 2024, the Government repealed the Three Waters reform and introduced the Local Government (Water Services Preliminary Arrangements) Act 2024. This legislation requires every council to decide how water services will be delivered in their district from July 2026, choosing either a single-council Council Controlled Organisation (CCO) or a modified in-house model with ring-fenced finances.

Under the new national framework, Local Water Done Well, each council must prepare a Water Services Delivery Plan that confirms a financially sustainable delivery model, meets national regulatory standards, and ring-fences water services from other council activities by 2028.

This shift comes at a time when Tairāwhiti's water infrastructure is already under pressure. Much of the network was built decades ago, using materials now nearing the end of their useful life. Cyclone Gabrielle exposed serious weaknesses in both water and wastewater systems. Climate change is increasing the frequency and severity of extreme weather events, while growth in and around the city is adding further demand.

At the same time, national regulations from Taumata Arowai are lifting expectations for water quality, environmental compliance and performance monitoring. Meeting these requirements while keeping services affordable is a growing challenge, particularly in areas with ageing infrastructure or limited economies of scale.

Council must now manage the transition to a new delivery model while continuing to improve network condition, meet higher standards and respond to the expectations of communities across the district.

Response:

Following public consultation in April 2025, Council confirmed the modified in-house model as its preferred approach. Ninety percent of submitters supported retaining services within Council, citing affordability, local control and a preference for simplicity over structural change. The model also supports Council's partnership commitments under Te Tiriti o Waitangi and the principles of Te Mana o te Wai. The selected model allows Council to:

- maintain direct ownership and management of water assets and services
- align water planning and investment with local land use and infrastructure priorities
- meet national regulatory requirements without the cost and complexity of a new entity
- reinforce transparent, accountable governance at the local level.

Council was required to submit a Water Services Delivery Plan (WSDP) to the Secretary for Local Government for approval in September 2025. This plan was adopted by Council on the 21st of August 2025 and has been submitted to the Secretary for Local Government and is currently under consideration by the Department of Internal Affairs (DIA).

The plan confirms that Council will continue to deliver drinking water, wastewater and stormwater services through

a dedicated internal business unit, with water activities ring-fenced from other Council operations by July 2027.

The plan outlines $213m in planned investment over the next 10 years. This investment supports:

- renewal of ageing assets, particularly in water and stormwater networks
- compliance with environmental and drinking water standards
- resilience improvements, including system redundancy and emergency response capacity
- infrastructure upgrades to support projected urban growth.

The plan reflects strong community preferences for affordability, transparency and local decision-making, and gives us an opportunity to explore or transition to a Council Controlled Organisation in future, should this offer clear benefits for the district.

Strategic Roading Resilient Network

Challenge:

The Tairāwhiti roading network is facing growing pressure from multiple directions. Geologically fragile terrain, intensified weather events linked to climate change, and a high volume of heavy freight traffic all contribute to wear and vulnerability. Much of the network is made up of low-volume roads serving widely dispersed communities, and funding is limited. This creates a difficult balance between maintaining access, ensuring resilience, and investing efficiently. The scale of the network and the region's small, economically constrained population make it harder to deliver sustainable levels of service.

Response:

Council has completed a Strategic Roading Network Resilience Programme Business Case to guide how we manage and strengthen the network over the next 30 years. The business case assessed levels of service across the region and identified a preferred 'balanced reach' option that aims to improve resilience while recognising funding constraints and geographic challenges.

This strategic framework will help guide future investment decisions, with prioritisation and implementation of interventions to occur through the 2027–2037 planning cycle. This includes the next Long Term Plan, updates to Council's asset management plans, and the Regional Land Transport Plan.

The programme will continue to be shaped through engagement with iwi and local communities to ensure that resilience solutions reflect local priorities and long-term needs.



Ā mātau whakatutinga mahi
Our performance

How did Council do this year?

Council measures and monitors the quality and effectiveness of our services to ensure we are delivering on our commitments and continuously seeking opportunities to improve. As part of this process, performance measures were established during the adoption of our 2024–2027 Three Year Plan to track the delivery, efficiency, and effectiveness of our services.

Our year in performance

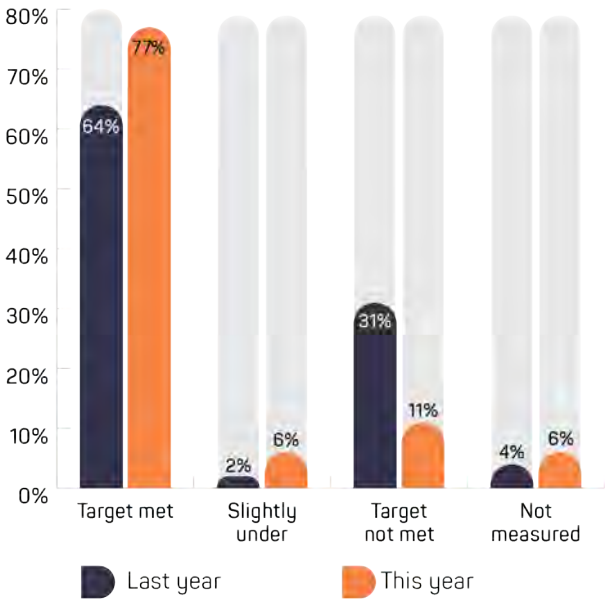
Over the past year, Council has moved from the immediate response and recovery efforts following Cyclone Gabrielle into a more stable, though still challenging, operating environment. The initial urgency of reopening roads, restoring essential networks, and stabilising landslide-prone areas has shifted to a more deliberate programme of rebuilding, renewal, and strengthening. While the impacts of the cyclone are still evident, our focus is now on embedding resilience into core services, investing in roading, water, and flood protection networks, and restoring the consistency of everyday services. This work balances the demands of ongoing recovery with the commitments of the new 2024–2027 Three Year Plan, ensuring Council is better positioned to meet future pressures and deliver for our community.

Overall performance metrics

We track a total of **109** measures, consisting of:

- **38** mandatory measures set by Central Government
- **12** measures derived from our Resident Satisfaction Survey
- **52** measures developed by Council for the 2024-2027 Three Year Plan

Overall, **77%** of our performance measures were on target this year, compared to 64% last year.



Mandatory measures

A total of 38 performance measures are mandated by Central Government, covering our three waters (stormwater, wastewater, and water supply), land, rivers, coastal areas, and the provision of local roads and footpaths. These measures are consistent across all councils, enabling the public to compare service levels nationwide.

In 2024/25, Council achieved 31 of the 38 mandatory measures (82%). Three measures were slightly under target (within 5%), two were not met, and two were unable to be reported due to delays in the provision of data from NZTA.

The following information outlines the results for each mandatory performance area.

Targets met (31 measures)

Roading

Response times to customer service requests relating to roads and footpaths met the required threshold. Footpath condition assessments also met target, with 97 percent of footpaths falling within the service standard set out in the Engineering Code of Practice.

Water Supply

All three drinking water supplies (Gisborne, Te Karaka, and Whatatutu) met the bacterial and protozoal compliance requirements in full. Te Karaka also met all requirements under the microbiological monitoring rule, while Whatatutu met the applicable standards under the distribution system rule.

All response time targets for water supply faults were met in 2024/25. Council responded to and resolved both urgent and non-urgent callouts within the required timeframes.

Council met the target for drinking water complaints, with fewer than 10 complaints per 1,000 connections recorded across all measured categories. The target for average daily drinking water consumption per resident was also met, remaining within the required threshold.

Stormwater

All stormwater performance targets were met in 2024/25. No flooding events or habitable floor flooding were recorded during the year. Council received no abatement notices, infringement notices, enforcement orders, or prosecutions related to its stormwater discharge consents. The median response time to attend flooding events remained within target, and complaints about stormwater system performance were below the acceptable threshold.

Wastewater

Council met most wastewater performance targets in 2024/25. There were no dry weather overflows, abatement notices, enforcement orders, or convictions. Response times for wastewater overflows were within target for both attendance and resolution. The number of sewage discharges to rivers or streams remained within the allowable annual limit.

Land, Rivers, Coastal

Council met the target for annual inspection of flood control stopbanks, with more than 25 percent of the network assessed and maintained to a 1-in-100-year protection standard.

Targets not met (2 measures)

Wastewater

Council received one infringement notice in July 2025 for non-compliance with discharge consent conditions. The notice was issued for a section 15 discharge, where a scour valve remained open after closure was advised. In response, operational procedures were updated, including the development of a GIS-based approval system to manage and track valve openings during events.

The number of complaints about odour, system faults, blockages, and Council's response to wastewater issues was slightly above target at 16.2 complaints per 1,000 connections (target ≤15). This continues a downward trend from 33.94 in 2023 and 19.83 in 2024, indicating a correction back toward target following the impacts of Cyclone Gabrielle.

Slightly under target (3 measures)

Water supply

Two water supply measures were slightly under target in 2024/25. Gisborne was almost fully compliant with the microbiological monitoring rule, but did not meet the standard due to low Free Available Chlorine (FAC) levels recorded at the Muriwai and Pātūtahi community filling points. In addition, water loss from the networked reticulation system was recorded at 15.2 percent, just over the 15 percent target.

Roading

One roading measure was slightly under target in 2024/25. While the combined number of fatal and serious injury crashes on the local road network decreased, one additional fatal crash was recorded compared with the previous year. As a result, the measure was assessed as partially met.

Not measured (2 measures)

Roading

The average quality of ride on sealed local roads, measured by smooth travel exposure (roads with a roughness reading below 150 NAASRA), was not assessed in 2024/25. The percentage of the sealed local road network that was resurfaced was also not measured. Data for these measures is sourced from NZTA Transport Insights, which had not made results available at the time of reporting. Council will continue to follow up and investigate the availability of this data for future reporting.

Responding to community views

We carry out independent resident satisfaction surveys to understand how well our resources, facilities, and services are meeting community expectations, always looking for opportunities to improve. The survey process includes quarterly online surveys, quarterly reports, and an annual analysis that feeds into this Annual Report.

Just over 400 residents across the Gisborne District participated, representing a range of ages, ethnicities, areas, and genders. We acknowledge, however, that the survey's sample size and the nature of online data collection mean results may not fully represent our 51,135 residents. Online surveys can be less accessible to some groups, which may lead to underrepresentation.

To supplement this, we use additional surveys and consultation feedback to check the pulse of our services. Where the sample size from the Resident Satisfaction Survey is not statistically significant, these sources are used to supplement overall performance results.

Online and service-user surveys

Online and service-user surveys are conducted at key sites, including the Library and Kiwa Pools. These are accessible through onsite kiosks or QR codes and provide valuable insights into customer experience and service delivery.

Kiwa Pools

The Kiwa Pool recorded stronger user feedback in 2024/25 compared with the previous year, with improvements across all measures of satisfaction.

Pool users highlighted the facility as a warm, family-friendly space where people feel safe and welcome. Staff were praised for their kindness, helpfulness, and professionalism, contributing to a positive overall experience. Cleanliness standards remained consistently high, reinforcing user confidence in the facility.

The increase in satisfaction reflects Council's ongoing focus on maintaining high-quality community facilities and ensuring they are accessible, safe, and enjoyable for all users.

Library

Library user feedback in 2024/25 remained strong and broadly consistent with 2023/24 results. Staff helpfulness and cleanliness of the facility were again rated highly, and overall experience scores stayed positive.

The only area showing a slight decline was service availability, where users noted opportunities to expand both the physical collection and digital selections. Feedback also suggested interest in more movies and author events, highlighting ways the Library could continue to evolve as a key community hub.



Performance highlights and areas for improvement

Performance highlights

1 Enforcement and compliance

All targets were met across animal control, licensing, noise control, and maritime safety, ensuring community safety and compliance.

2 Water services callouts

Urgent and routine callouts were attended and resolved within target timeframes across water supply, wastewater, and stormwater services.

3 Library engagement

The Library recorded nearly 130,000 in-person visits and over 700,000 website hits, reflecting its continued importance as a community hub.

4 Catchments and biosecurity

All pest control and land-use management targets were achieved, supporting the health and resilience of our environment.

5 Consenting compliance

Both building and resource consents exceeded 95% compliance with statutory 20-working-day timeframes, ensuring efficient service delivery.

Areas for improvement

1 Public transport and active travel

While bus patronage improved from last year, we remained slightly below target. Walking and cycling network use also declined, highlighting a need to better support sustainable travel options.

2 Satisfaction with parks and open spaces

Resident satisfaction scores for parks, reserves, and open spaces fell short of target. This will be a key area of focus in the upcoming planning cycle.

3 Soil analysis

Work to assess soil quality on highly productive land was not completed this year. Progress was limited by the unavailability of specialist expertise, and options to advance this work are now being explored.

4 Water loss above target

Water loss across the network was slightly above the acceptable threshold. Ongoing network upgrades are planned to bring this back within compliance.

5 Wastewater system infringement

An infringement notice was issued in July 2024 following a discharge event. In response, Council updated its procedures and introduced a GIS-based approval system to better manage valve operations during events.

Ngā āhuatanga pūtea
Finances at a glance

This section provides an overview of Council's financial results for 2024/25. Our Annual Report 2024/25 is the Year 1 of the 2024-2027 Three Year Plan.

For further detailed information on the Council and the Group's financial results, refer to the full financial statements in the ''Our Finances" section.

Details of Council's Statement of Involvement in Council Controlled Organisations (CCOs) and other companies is also included in the "Our Finances" section.

The Council reports comply with the requirements of the Local Government Act 2002, which includes the requirement to comply with New Zealand Generally Accepted Accounting Practice (NZ GAAP). They comply with Tier 1 PBE Standards and other applicable Financial Reporting Standards, as appropriate for public benefit entities. These requirements prescribe the way we recognise and disclose all financial transactions in our financial accounts.

Council continues to be financially strong in terms of its overall debt and financial performance.

Financial Prudence Benchmarks are shown in Note 37: Disclosure Statement under the "Our Finances" section of the report. They graph Council's planned financial performance against actual results. They help assess whether Council is prudently managing its revenue, expenses, assets, liabilities and general financial dealings.

Performance was largely on track, with all benchmarks met and within planned measures, except for the operations benchmark. This was not achieved due to the timing of capital grants and when costs were incurred. For information refer to "note 37".

Financial position overview

Council holds long-term assets of $2.9b including operational and infrastructure assets. When investing in infrastructure, we borrow funds so repayments can be spread across the generations who benefit from these assets.

At the end of this financial year our financial position remains healthy, and our debt levels fall within our overall borrowing capacity and within our planned recovery projections.

At year end our long-term debt is $197.8m, or 152% of debt to revenue, well within overall debt limits (175%).

Central Government awarded $204m "recovery package" for our roads and flood protection, some of which has been completed within this Annual Report. The rest of the grants will be delivered within the 2024-2027 Three Year "Recovery" Plan (3YP). Post the adoption of the 3YP, we have received further grants some of which was delivered within 2024/25, the rest will be delivered over the next 2 - 3 years.

The additional grants were for Future of Severely Affected Land (FOSAL) Category 2P (house lifting and/or resilience around residential properties), further $127m from New Zealand Transport Agency (NZTA/Waka Kotahi), and $27m for woody debris. The NZTA approved additional funding adds onto Central Government early roading recovery package of $125m.

Financial performance

Our Annual Report is Year 1 of the 2024-2027 Three Year Plan. The past year second full year of recovery, post the challenges posed by Cyclones Hale and Gabrielle.

We recorded a $30.5m net surplus after taxation, against $82m budget. While this represents a $52.3m net surplus less than we expected, the majority of the net surplus differences are due to the delivery of the roading recovery projects, flood protection and FOSAL Category 3 Voluntary Property Buyouts.

At the time the 2024-2027 Three Year Plan was prepared in December 2023, many of our severely damaged roads remained closed and inaccessible. Without final engineers' assessments estimated recovery and capital reinstatement for roading was budgeted at a very high level - approximately $65m per year. Since December 2023, the roading programme has been assessed, refined and phased so as to align with delivery timeframes, meeting the market for contractors' capacity and separated into complex and non-complex work.

Also in 2023/24, some of our roading recovery projects, FOSAL Category 3 property buyouts and the enhanced Waipaoa Flood Resilience Project were completed faster than what we expected against the Annual Plan, where they were ahead of budget by $20m. While there are variances of the recovery capital programme to the Annual Plan, the delivery of the recovery programme is still on track and expected to be completed within 3-4 years aligning to the overall project schedule.

Although there is less net surplus than we had planned within this Annual Report, the grants are not lost. They will be carried over to the next 2-3 years as the capital programme is delivered. This timing variance, has no adverse impact on cash flow or the overall financial position.

The overall net surplus after taxation of $30.5m, is the difference between income received and expenses incurred during the year. The recognition of capital grants and capital subsidies contributes to the recording of a surplus. We record capital grants and capital subsidies as income, even though the money is not used to fund operational activities. This surplus goes towards our capital projects and reduces Council's need to borrow funds.

Total revenue was $235m, $26m less than what was in the Annual Plan. This decrease was mostly due to receiving grants based on the phased completion of New Zealand Transport Agency (Waka Kotahi) grants for roading capital reinstatement programme.

Total expenditure was $205m, $26m more than what was in the Annual Plan. This increase is mostly due to higher operating costs, higher finance costs and from loss on the FOSAL Category 3 Voluntary Property Buyouts. Some of these higher costs were partially offset by lower-than-expected Employee Benefit Costs and depreciation costs.

The majority of higher operating costs over the past year relate to FOSAL Category 3 relocation grants and Category 2P grants, clean up and extraction of woody debris, roading

maintenance and reinstatement. The majority of these additional costs were covered by grants. There were also higher costs relating to rubbish disposal, including kerbside and transfer stations, and illegal dumping.

Total Finance costs were $10.6m. Included within these finance costs are accounting recognitions of $2.4m, the majority of which is loss on the fair value of interest rate swaps. This loss may or may not eventuate when the swaps are realised in the future.

Some of the finance costs were offset by interest received. In order to capture favourable interest rates when looking to repay debt, some debt was prefunded. The funds were held on deposit interest bearing account. Net interest costs were $6.7m against the Annual Plan $6.8m.

There is also a loss of $7.9m for write down of properties purchased under the FOSAL Category 3 Voluntary buyouts.

Total Capital investment programme of $99m, of which $77m was spent on critical infrastructure.

Other variances from the Annual Plan, both favourable and unfavourable, arose during the year. More detailed analysis of all Council's activities is included in "Our Activities" section of this report.

Total capital investment programme of $99m. Including $77m on critical infrastructure:

- $9.6m on wastewater, water supply and stormwater.
- $51.3m for reinstatement of bridges and road renewals.
- $8.6m Waipaoa Flood Control Scheme
- $11.5m FOSAL category 3 voluntary residential property buyouts.
- $7.1m Solid Waste.

Other variances from the Annual Plan, both favourable and unfavourable, arose during the year. More detailed analysis of all Council's activities are included in "Our Activities" section of this report.



Recovery cost summary	Actual 2024 $000s	Actual 2025 $000s
Funding received		
New Zealand Transport Agency (Waka Kotahi)	41,307	10,726
Other grants	41,443	30,081
NEMA proceeds	496	98
	83,246	**40,905**
Recovery works incurred		
Roading - Reinstatement	47,325	12,831
Recovery	3,820	783
Large Woody Debris and Silt Removal	23,256	24,612
Commercial Sediment and Debris	12,652	146
FOSAL category 3 buyouts	3,120	8,220
Loss FOSAL category 3 buyback	6,636	7,847
Three waters + flood control	958	164
	97,767	**54,602**
Total surplus/(deficit)	**(14,521)**	**(13,696)**
Capital Expenditure		
Roading - Reinstatement	21,701	31,290
Recovery FOSAL category 3 buyouts	10,290	11,548
Three waters + flood control	9,771	664
	41,762	**43,502**
Funded by		
New Zealand Transport Agency (Waka Kotahi)	21,701	21,736
NEMA	4,415	399
Other grants	5,145	15,169
Council Contribution	10,501	6,199
	41,762	**43,502**

Financial relief and remedies

Our recovery efforts have been greatly assisted by the overwhelming support our community has received through the Mayoral Relief Fund and the Disaster Relief Trust. These funds, which consist mainly of public donations, have been used to assist those whose homes were red or yellow stickered, and who experienced substantial damage to their properties or possessions due to these events. Over the past two years we have made grant payments of $24k, 2025 (2024: $257k).

	3YP 2024/25 $000s	ACTUAL 2024/25 $000s	VARIANCE FAVOURABLE/ (ADVERSE) $000s
Revenue from Rates	87,974	87,624	(351)
Grants and Subsidies - Operational	47,818	59,418	11,601
Grants, Donations, Subsidies and Contributions - Capital	106,846	63,617	(43,229)
Revenue from Operating Activities	18,334	16,556	(1,778)
Interest received	0	1,465	1,465
Other finance income	0	6,633	6,633
Other Gains/(Losses)	350	(246)	(596)
Total Operating Income	**261,322**	**235,067**	**(26,255)**
Employee Benefit Expenses	37,139	34,293	(2,846)
Depreciation and Amortisation	31,324	30,262	(1,062)
Operating Activities	103,671	122,223	18,553
Financing costs	6,786	10,575	3,790
Loss FOSAL category 3 buyback	0	7,847	7,847
Total Operating Expenditure	**178,919**	**205,200**	**26,281**
Net surplus/(deficit) before taxation	**82,403**	**29,867**	**(52,536)**
Subvention Income	350	629	279
Income Tax Expense (Benefit)	0	0	0
Net Surplus/(Deficit) after Tax	**82,753**	**30,496**	**(52,257)**
Gains/(Losses) on Asset Revaluation	48,350	(4,092)	(52,442)
TOTAL COMPREHENSIVE REVENUE AND EXPENSES	**131,103**	**26,404**	**(104,699)**

Significant changes contributing to the underlying variance compared to the 2024/25 Budget

	$000s
Higher finance and interest income	8,098
Lower employee benefit expenditure	2,846
Lower depreciation expenses	1,062
Higher subvention income	279
Total Positive Variances	**12,285**
Less	
Lower revenue from grants and subsidies	(31,628)
Lower revenue from operating activities	(1,778)
Lower revenue from Rates	(351)
Higher operating expenditure	(18,553)
Higher Finance costs	(3,790)
Higher loss from infrastructure assets valuations	(52,442)
Higher Losses from FOSAL category 3 buyback	(7,847)
Higher losses from movement in fair value swaps	(596)
Total Negative Variances	**(116,984)**
TOTAL FACTORS CONTRIBUTION TO THE UNDERLYING VARIANCE	**(104,699)**

Asset revaluation

The table below outlines the total movement in assets from impairment and revaluation, which a recorded loss of $4m.

This year all assets were externally revalued. This process resulted in increases in the value of buildings and water infrastructure, which were offset by decreases in roading (driven mainly by reduced land values), declines in other land values and the impairment of Sang Dam.

Significant changes in gains/(losses) on revaluations

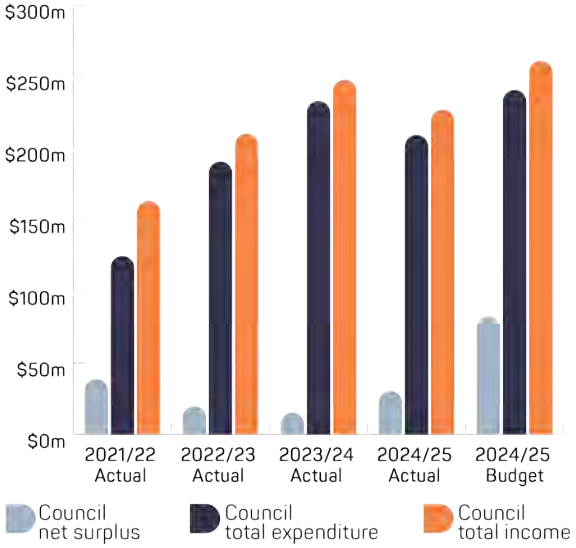
	$000s
Higher values from	
Buildings	10,772
Revaluation on Water Infrastructure	67,055
Lower values from	
Roading Revaluation	(35,812)
Land Revaluation	(43,523)
Impairment of Sang Dam	(2,584)
Overall net revaluation	**(4,092)**

Council sets its operating income at a level to meet each year's operating expenditure. In some cases, this may not be practical or prudent due to the long-term nature of the activity (i.e. wastewater, forestry and soil conservation nurseries) or where there is capital project funding being received as grants/subsidies (eg. Waka Kotahi share for replacing our roading assets).

Council's budget and actual net surplus for 2024/25 is shown below.

The net surplus for 2024/25 is $30.5m. The overall net surplus is lower than the Annual Plan, mainly due to timing of grants received in relation to recovery programme of works. The average net surplus over the last four years is $26m, and while this year's result is lower it is primarily due to the delivery of the roading recovery projects, flood protection and FOSAL Category 3 Voluntary Property Buyouts.

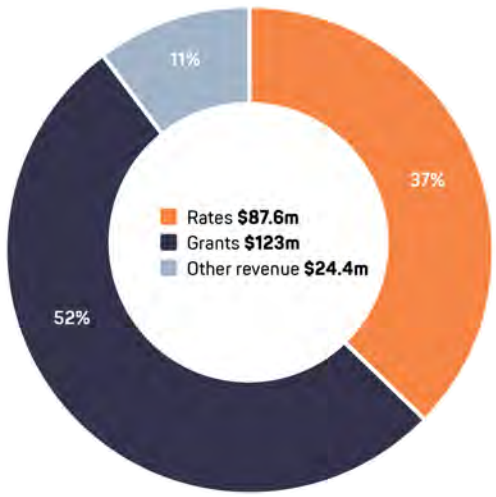
Total net surplus 2024/25



Council income

In 2024/25 the Council received income of $235m compared to Annual Plan of $261m. Most of the lower-than-expected revenue relates to the timing of the Recovery roading capital projects. When the capital projects are completed, grants associated with the work will be paid on completion of those projects.

Council 2024/25 income $235m



In 2024/25 rates income represents 37% of the total operating revenue. Grants and subsidies income accounts for 52% of total income.

The 2024 - 2027 Three Year Plan (3YP) total revenue average over the three years, is made up of 37% rates, 10% other revenue and 53% grant income. Prior to Cyclone Gabrielle and the 3YP, revenue from rates averaged 60% of the total rate revenue.

The lower rates threshold for the 3YP represents significant external funds supporting our emergency response and reinstatement costs. While Council is not fundamentally better off from grants - as they were to reinstate where we were before the Cyclone - it does mean the funding support from Central Government and from our insurance proceeds results in a significantly reduced burden on the rate payer.

A key direction in Council's financial strategy is to reduce the reliance on rates income. This year's results fit within the 3YP Financial Strategy.

Council expenditure

Council expenditure includes the day-to-day costs necessary to run the organisation. Costs are incurred to maintain, manage, develop and provide diverse services and facilities to the district.

The cost of Council doing its day-to-day business is driven by a number of factors including inflation, debt levels, salary and wages, inflation, amount of assets we own (and therefore have to maintain) and whether the Council increases or decreases the amount of services provided to the community.

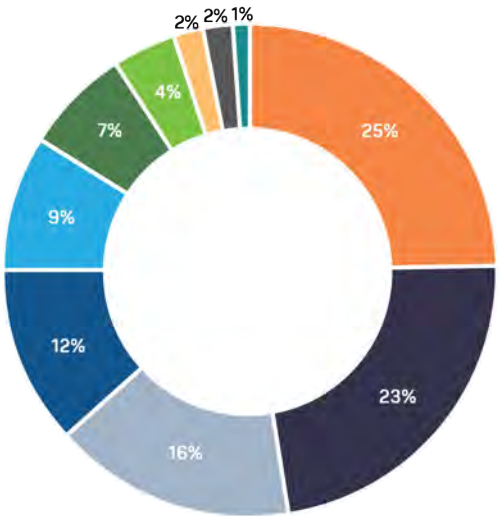
As shown by the pie graph Journeys (Roading), Four Waters, Solid Waste and Environmental Services made up 53% of total operating expenditure of the Council. The roading activity on its own, represents 25% (or $51m) of the total costs.

Regional Leadership and Support represent 23% (or $46.7m) of the total expenditure. Within these costs are the costs of recovery, including FOSAL related expenses - Category 3 Voluntary Relocation grants, Category 2P grants and losses arising from write down costs from Category 3 property buyouts. These costs represent around $17m (or 8%). In addition to recovery expenditure there are interest costs (including loss on fair value of interest rate swaps), rates remissions, Civil Defence, cost of Democracy, tourism and economic development.

Council has over $2.9b invested in assets. These are mainly used to provide essential services to our communities – roads, water, stormwater, wastewater, flood protection, parks, open spaces and community facilities. Council must ensure these assets are maintained and replaced if necessary, so that the services they provide can continue now and into the future.

The maintenance and depreciation on Councils assets are costly. In 2024/25 depreciation and amortisation charges totalled $30.3m, this is 15% of our total costs.

The total cost of all services were $205m.



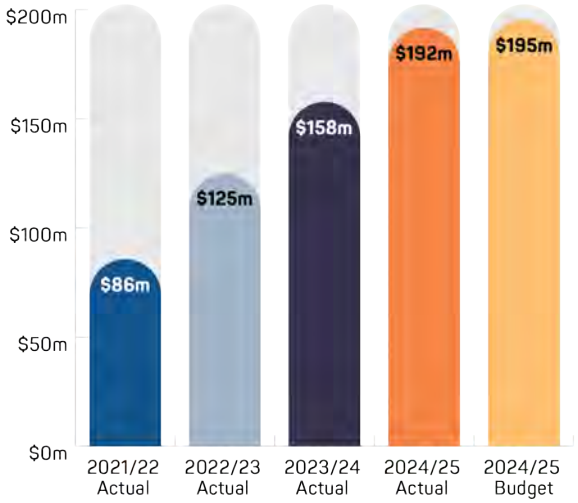
- Roads and Footpaths **$50.7m**
- Regional Leadership and Support **$46.7m**
- Solid Waste **$32m**
- Liveable Communities **$25.5m**
- Environmental Services and Protection **$17.6m**
- Wastewater **$13.7m**
- Water Supply **$9m**
- Stormwater **$3.9m**
- Land, Rivers and Coastal **$3.9m**
- Commercial Operations **$2.2m**

Council debt

At year end, our total long-term debt is $197.8m. Overall net debt is $192m, slightly under Annual Plan budget of $195.4m. Overall net debt is made up of external debt, short term bank facilities and offset by borrower notes and gain on fair value adjustment for concessionary loans.

A concessionary loan of $30m at zero interest rate for a period of 10 years was given as part of Central Governments $204m "recovery package". The concessionary loan is applied against Council's share for FOSAL Category 3 Voluntary Buyouts, flood protection works and roading recovery costs. To date $15m has been drawn down.

Refer to Note 22 under the "Our Finances Section".



Council capital expenditure

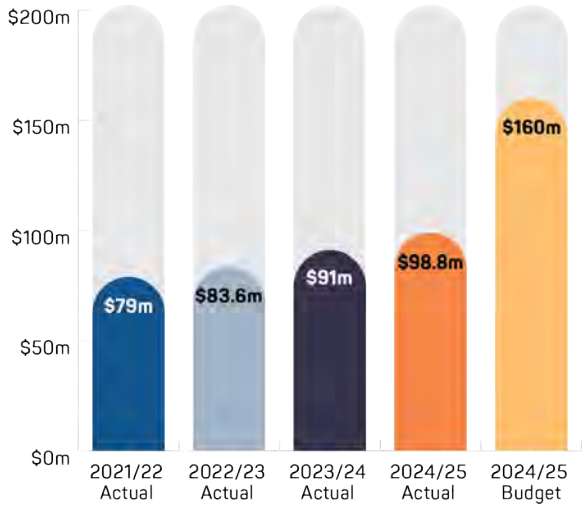
During the year we spent $99m of capital investment on our existing and new assets against the Annual Plan budget of $160m.

Capital expenditure is less than the Annual Plan budget, mostly due phasing of the Recovery programme: FOSAL Category 3 Voluntary Buyouts, Roading reinstatement and Flood Resilience projects.

In the past year, of the $99m we completed 78% (or $77m) on critical infrastructure.

Key highlights included:

- Total of $9.6m for wastewater, water supply and stormwater.
- A total of $51.3m for reinstatement of bridges and road renewals.
- $8.6m spent on Waipaoa flood control scheme.
- $11.5m FOSAL category 3 voluntary residential property buyouts.
- $7.1 m Solid Waste for waste minimisation initiatives including Transfer Station - Resource Recovery Centre site.



Summary statement of comprehensive income

	Council			Group	
	Actual 2024/25 $000s	Budget 2024/25 $000s	Actual 2023/24 $000s	Actual 2024/25 $000s	Actual 2023/24 $000s
Revenue					
Rates (Including Metered Water Rates)	87,624	87,974	78,514	87,333	78,236
Grants & Subsidies	123,035	154,663	159,561	123,035	160,130
Development Contributions	1,698	1,863	626	1,698	626
Dividends and interest	8,414	0	2,817	8,120	2,828
Other Revenue	14,542	16,471	13,871	28,266	27,200
Other Gains/(Losses)	(246)	350	(620)	7,303	(6,893)
Total Revenue	**235,067**	**261,322**	**254,769**	**255,755**	**262,128**
Expenses					
Employee Benefit Expenses	34,293	37,139	31,186	37,428	34,121
Depreciation and Amortisation	30,262	31,324	29,011	31,348	30,114
Expenditure on Operating Activities	122,223	103,671	163,927	129,529	171,301
Finance Costs	10,575	6,786	9,015	11,138	9,758
Loss FOSAL category 3 buyback	7,847	0	6,636	7,847	6,636
Total Expenditure	**205,200**	**178,919**	**239,775**	**217,290**	**251,930**
Net surplus/(Deficit) before Tax	**29,867**	**82,403**	**14,994**	**38,465**	**10,198**
Subvention Payment GHL	629	350	282	0	0
Income Tax Expense (Benefit)	0	0	0	1,743	9
Net Surplus/(Deficit) after Tax	**30,496**	**82,753**	**15,276**	**36,722**	**10,188**
Other Comprehensive Income					
Gains/(Loss) on Property Revaluations	(1,508)	48,350	139,898	(3,486)	139,898
Impairment	(2,584)	0	1,390	(2,584)	1,390
Deferred Tax on Building Revaluations	0	0	0	0	0
Total Other Comprehensive Income	**(4,092)**	**48,350**	**141,288**	**(5,999)**	**141,288**
Total Comprehensive Income	**26,404**	**131,103**	**156,564**	**30,724**	**151,476**

Summary statement of financial position

	Gisborne District Council			Group	
	Actual 2024/25 $000s	Budget 2024/25 $000s	Actual 2023/24 $000s	Actual 2024/25 $000s	Actual 2023/24 $000s
Total Current Assets	43,523	78,748	94,356	44,314	95,336
Total Non-current Assets	2,941,060	2,952,835	2,882,349	3,053,089	2,979,474
Total Assets	**2,984,583**	**3,031,583**	**2,976,706**	**3,097,403**	**3,074,809**
Total Current Liabilities	68,146	93,177	100,897	69,760	101,161
Total Non-current Liabilities	174,850	183,398	160,625	198,589	175,316
Total Liabilities	**242,996**	**276,575**	**261,522**	**268,349**	**276,477**
Total Equity	**2,741,587**	**2,755,008**	**2,715,183**	**2,829,053**	**2,798,332**

Summary statement of changes in equity

	Gisborne District Council			Group	
	Actual 2024/25	Budget 2024/25	Actual 2023/24	Actual 2024/25	Actual 2023/24
	$000s	$000s	$000s	$000s	$000s
Equity at the beginning of the year	**2,715,183**	**2,623,905**	**2,558,618**	**2,798**	**2,646,855**
Total Comprehensive Income	26,404	131,103	156,565	30,724	151,478
Transfer to Retained Earnings	0	0	0	0	0
Total Changes in Equity	**26,404**	**131,103**	**156,565**	**30,724**	**151,478**
Accumulated Funds and Retained Earnings	577,014	651,455	541,192	583,810	541,765
Special Funds and Reserves	55,403	35,631	60,718	55,403	60,718
Revaluation Reserves	2,109,170	2,067,922	2,113,273	2,189,840	2,195,850
Total Equity Closing Balances	**2,741,587**	**2,755,008**	**2,715,183**	**2,829,053**	**2,798,332**

Summary cashflow statement

	Gisborne District Council			Group	
	Actual 2024/25	Budget 2024/25	Actual 2023/24	Actual 2024/25	Actual 2023/24
	$000s	$000s	$000s	$000s	$000s
Net Cash from Operating Activities	44,624	112,522	50,659	47,424	50,215
Net Cash from Investing Activities	(86,912)	(159,401)	(110,835)	(88,462)	(110,849)
Net Cash from Financing Activities	20,061	46,879	53,000	18,768	51,907
Net Increase/(Decrease) in Cash	(22,227)	0	(7,176)	(22,270)	(8,727)
Cash at the beginning of the year	21,551	28,728	28,728	22,480	31,209
Cash at the end of the year	**(676)**	**28,728**	**21,551**	**210**	**22,481**

Council's Five Year Financial Performance Summary

	2021	2022	2023	2024	2025
Public Debt* ($000)	68,600	85,700	124,800	157,800	191,831
Net Surplus/(Deficit)	44,621	38,796	19,841	15,276	30,496
Total Comprehensive Revenue and Expenses	118,097	374,180	(195,755)	156,564	26,404
Net debt as a % of equity <10%	2.88%	3.11%	4.88%	6.55%	7.00%
Net interest as a % of income <10%	1.29%	1.30%	1.75%	2.52%	2.52%
Total debt per capita <$1700	$1,365	$1,664	$2,395	$3,029	$3,682
Working Capital (excluding current portion of public debt)	(3,589)	(4,450)	(751)	(3,378)	571
TOTAL CAPITAL EXPENDITURE	$78,603	$79,010	$83,562	$91,049	$99,605

How do we compare?

	Gisborne 2025	Gisborne 2024	Nelson 2024	Tasman 2024	Marlborough 2024
	$000s	$000s	$000s	$000s	$000s
Total Operating Income	235,067	254,769	171,368	228,396	208,933
Income from Rates	87,624	78,514	84,741	100,049	88,218
Total Operating Expenditure	205,200	239,775	178,690	202,410	182,790
Total Liabilities	242,996	261,522	306,147	408,821	247,217
Total Assets	2,984,583	2,976,706	2,540,685	2,727,242	2,483,564
External Debt	191,831	157,800	260,550	365,599	203,385

Notes: This summary has been prepared in accordance with PBE Financial Reporting Standard 43: Summary Financial Statements. The disclosures included in this summary have been extracted from the full financial statements in the Annual Report and cannot be expected to provide as complete an understanding as the full report. The full Annual Report adopted by Council on 2 October 2025 has received an unqualified audit opinion. The full Annual Report is available free of charge from Council's website (www.gdc.govt.nz). A copy of the full report is held at the Council offices, Te Puia Springs service centre and the HB Williams Memorial Library. The Council has complied with Tier 1 PBE Standards, and other applicable Financial Reporting Standards, as appropriate for public benefit entities. These standards represent generally accepted accounting practice in New Zealand. They prescribe the way we must recognise and disclose all financial transactions in our financial accounts. A statement of compliance can be found in the full Annual Report on page 136. Gisborne District Council is a unitary authority governed by the Local Government Act 2002. These summary financial statements of the Group are for the year ended 30 June 2025. The summary financial statements were authorised for issue by the Chief Executive on xx October 2025. The financial statements are presented in New Zealand dollars and all values are rounded to the nearest thousand dollars ($000).



Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-245

Title:	25-245 Sustainable Land Use Business Case - Council Paper
Section:	Office of the Chief Executive
Prepared by:	Nedine Thatcher Swann - Chief Executive
Meeting Date:	Thursday 2 October 2025

Legal: No	Financial: Yes	Significance: Medium

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to present the draft Executive Summary of the Business Case and Delivery Plan (the 'Business Case') and seek Gisborne District Council (Council) endorsement of the Business Case. This will enable Council to proceed with seeking Crown co-investment.

This is a significant body of work, developed alongside the Transition Advisory Group/Rōpū Arahi Mahi Whakawhitinga (TAG), a cross-sector collective of local experts and stakeholders.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Since August 2024 the TAG, a cross-sector collective of local experts and stakeholders, has been working collaboratively, first to develop the Transition Guide for Tairāwhiti (presented to Council on the 26 June 2025 (report 25-144) and subsequently a Business Case and Delivery Plan seeking Crown co-investment into a land use change programme within Tairāwhiti's Interim Transition Zone (previously referred to as land overlay 3b).

This is a multi-agency, region wide initiative that responds directly to the calls of the community and recommended outcomes of the Ministerial Inquiry into Land Use for the region. There is an acknowledged urgency that collectively the region must act now, and this Business Case presents a compelling case for sustainable land use change that, if successful in obtaining the funding through Budget 26, will drive forward positive change for generations to come. It is anticipated that if successful, core programme establishment elements will be put in place by the third quarter of 2026.

The Council's support for the concepts and proposals described in the draft Executive Summary of the draft Business Case will provide a foundation to enable further details and refinements to be made to the draft Business Case. The Executive Summary of the draft Business Case (attached) can be viewed as 'near final', and the current version of the full Business Case is a working draft; to show Council progress to date and how the case for funding the transition programme is progressing. The full Business Case is expected to be completed by the end of October. It will then be used as a base for critical co-investment discussions with the Crown.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Receives the report.
2. Endorses the draft Executive Summary and draft Land Use in **Tairāwhiti** Business Case and Delivery Plan.
3. Authorises the Chief Executive to finalise the details of the Business Case and Delivery Plan and submit it to central government for their consideration by the end of October 2025.
4. Reports back to Council on the progress and intentions described in the Business Case in the early new year.

Authorised by:

Nedine Thatcher Swann – Chief Executive

Keywords: Transition Business Case, Delivery Plan

BACKGROUND - HE **WHAKAMĀRAMA**

Draft Business Case and Delivery Plan for Sustainable Land Use Transition in **Tairāwhiti**

Problem statement

1. Cyclone Gabrielle (March 2023) was the most significant of a series of recent extreme Tairāwhiti climate-change-influenced weather events. These events caused extensive erosion, the mobilisation of large volumes of woody debris, deposition of large volumes of sediment onto land, waterways and the coast, damage to roads and infrastructure and a disconnected and angry community.
2. For the residents of Tairāwhiti's coastal communities, including Gisborne City, woody debris on the beach is the most obvious manifestation of a highly significant "problem in the hills' requiring urgent attention.
3. The Ministerial Inquiry into Land Use (MILU) report ('Outrage to Optimism, May 2023) was a Crown response to this concern. This report called for the establishment, within a decade, of a more sustainable approach to regional resource use. The report found that lives and livelihoods were at risk, current land uses were unsustainable, community resilience levels were low, and the forestry industry had lost its social licence to operate.
4. The report's authors envisaged a new approach being adopted, founded in climate adaptation, enhanced biodiversity awareness, jobs and prosperity generation, support for a flourishing economy, rich relationships, strong leadership and governance, commitment to Te Tiriti o Waitangi and a call for all parties to operate in a manner that was consistent with the principles of protection, participation, partnership and sustainability.
5. The commissioning of this Business Case and Delivery Plan for Sustainable Land Use Transition in Tairāwhiti is one of several key initiatives by the Council in response to the MILU report.
6. The collaborative approach taken to developing the Business Case and Delivery Plan models how community-led solutions can meet complex national challenges through place-based decision-making.

Transitioning Vulnerable Land

7. Tairāwhiti contains some of the most erosion-prone land in the country. 60,000-100,000 hectares - around 10-15% of Tairāwhiti, is classed by Landcare Research / Manaaki Whenua as ‘transition land’. This land is too vulnerable for production forestry or intensive grazing without strategic erosion control plantings or the establishment of a permanent woody canopy cover.
8. The exact size of this interim transition zone will be determined with the assistance of amendments to the TRMP and after consultation with affected landowners and users.
9. Transitioning this vulnerable land is not just an environmental issue, it’s also a human one. It’s about the 1.7 million tonnes of woody debris deposited in rivers and on the coast after Cyclone Gabrielle and the estimated 40 million tonnes of soil and sediment lost from hillsides every year. It’s about homes that flood, roads and bridges that wash out, families who are isolated, significant ecological degradation and it’s about communities whose livelihoods will be disrupted again and again unless a transition in past land use practices takes place.

Outcome

10. The communities of Tairāwhiti want – as confirmed by the call to action voiced by the Citizens Assembly, to transform the way they inhabit and use the whenua of the region, and to foster a more healthy, vibrant, sustainable and biodiverse ecology. They want to do this by significantly reducing the excessive quantities of sediment and woody debris causing economic, social and environmental harm to Tairāwhiti. What the Business Case describes is a process to achieve a generational shift in land stewardship to restore the mana of the whenua, reduce the damage downstream, and contribute to futureproofing Tairāwhiti.

Previous Council and Transition Advisory Group (TAG) initiatives

11. In 2024, the Council established the TAG, a cross-sector collective of over 30 local experts and stakeholders including farmers, foresters, mana whenua, environmental experts, senior Council managers and central and local government officers.

12. TAG's initial task was to prepare guidelines to assist landowners to transition their use of vulnerable land in a way that improved land stability and reduced the volume of silt and woody debris deposited to streams and the coast. Four transition pathways were identified in the Guidelines: pastoral land use transition with stock present; pastoral land use transition with stock excluded; forestry transition with harvest; and forestry transition without harvest.

13. Councillors previously considered the progress of TAG, and other Council initiatives to implement the findings of the Ministerial Inquiry into Land Use (MILU), on 30 January 2025. Councillors then considered, adopted and recommended the release of the final TAG guidelines in June 2025.

14. Councillors met to review and discuss the progress made in preparing the Business Case at a workshop on 21 August 2025.

15. More recently, the TAG have become a sounding board for the content of the proposed Business Case. They have met monthly for the last seven months to progress this task. At their 16 September 2025 meeting, TAG achieved consensus about the core propositions for inclusion in the Business Case.

16. The Executive Summary of the draft Business Case (attached) can be viewed as 'near final'. The current version is a working draft to show you progress to date and how the case for funding the transition programme is progressing. The document will be developed further in coming weeks, as we work with the Ministry of Primary Industries to complete it in a form suitable for consideration by Ministers and inclusion in Budget 2026.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

Business Case Content

17. As noted above the full draft Business Case is a work in progress and is in five parts plus an appendix:

    - Protecting our whenua describes the issues and challenges and the context for land use change in Tairāwhiti. This section is largely complete, with some editing and additions required.
    - Undertaking the journey discusses the steps we must take to transition Tairāwhiti's vulnerable land to permanent vegetation cover. This section is a work in progress, with more content to be added in the latter stage of the section, particularly in pest management, and the interviews. Some infographics are still in draft form and there is formatting to be completed.
    - The transition programme sets out the form of the transition programme, its structure and delivery mechanisms, and how it can achieve the outcomes sought by the region. Again, this is a work in progress with infographics still to be completed and information to be added about inter-operation with Council.
    - Funding the transition provides the financial estimates for establishing and delivering the programme and proposes an equitable long-term funding mechanism. The financial model that underpins this section is complete, so the costs are fairly well defined, but work is still required on the equitable long-term sources of funding and the evaluation mechanisms.
    - Commencing the transition describes the programme management and delivery approach for transition in outline form, with key elements such as risk assessments still to be completed.
    - The technical appendix contains the references and supporting material and needs significant editing, so has been omitted from this version to keep the page count down.

18. The Business Case provides necessary information about the costs and benefits of land use transition. Costs for year one will be comparatively small. They will focus on setting up an appropriate transition entity and securing necessary resources. By year three, the costs will ramp-up to between $20-25m per annum for a decade, and possibly longer.

19. At the core of the Business Case is a description of the financial and operational assistance needed for landowners to develop and apply the proposed Sustainable Land Use Plans (or equivalent) required to implement desired transition pathways – as initially described in the May 2025 Guidelines. Monitoring and reporting on progress requirements are also discussed.

20. The Business Case does not ask for a handout. It asks for a co-investment partnership to enable the ambulance to get to the top of the cliff, and to thereby reduce the future need for the $80+ million already spent cleaning up rivers and beaches after recent storms.

21. Co-investment implies the Council will need to carry its fair share of the costs. Regulatory costs will be recoverable. Expansions to the scale of the land management advice, monitoring and the catchment-base services provided by Council officers will need to be funded on a cost-share basis between the Crown, the Council and landowners. A 'rates holiday' is recommended for land encompassed by transition programmes, with this proposal being open for further consideration by the Council as it develops its future Long-Term Plans. Changes will also be required to government's Emissions Trading Scheme (ETS) regulations to manage the liabilities otherwise arising from transitioning land use from pine to other more resilient options.

22. The Executive Summary of the draft Business Case is now at an advanced stage of development. The final Business Case will contain more information than that included in the Executive Summary, as well as a set of 'information rich' appendices. The core propositions adopted by TAG are summarised in the Executive Summary.

Tairāwhiti Resource Management Plan (TRMP)

23. Progress on land use transition will depend on regulatory and non-regulatory tools proceeding hand-in-hand. This will be achieved by bringing proposed TRMP amendments to the Council for consideration in April 2026. This is of course subject to Minister's approval for Council to make further plan changes.

Pest Management

24. Progress will also significantly depend on successful application of a proposed extensive pest management programme. New Zealand's leading invertebrate pest management experts met on 17 September to provide detailed guidance about how this may be achieved. This guidance is now embodied in the Business Case. Equal efforts have been directed towards the development of the necessary 'plant' pest elements of the proposed programme.

Impacts and Risks

25. The Business Case is not about attributing blame. Pre and post Bola pine planting to manage erosion was the right decision to make at the time on 'at risk' land. More recently it has become clear plantings on the very steep and eroded slopes located near to waterways is not appropriate.

26. A policy adjustment is required. Future pine planting on this vulnerable country is not sustainable. Courtesy of climate change, the window of vulnerability of this land to accelerated sediment loss and woody debris deposition gets wider every year.

27. In the right place and with the right tree species, plantation forestry remains a critical part of the Tairāwhiti economy. The Business Case suggests transitioning some areas of past planting and some areas of farmland to more sustainable land uses. This will add resilience to the fragile Tairāwhiti landscape, with very little net impact on the regional economy and significant environmental, social and cultural benefits.

28. Many of the proposed 'transition' areas are difficult and expensive to harvest and or farm. Harvesting in these areas requires comparatively stringent resource consents. Unwanted environmental externalities sometimes occur – with impact on forest companies' social licence to operate.

29. The programme described in the Business Case will not undermine forestry or farming in Tairāwhiti where these activities align with the land's capability. In fact, it will strengthen their future by ensuring the land beneath them can sustain the region and the next generation.

30. Land use transition is not anti-economy; it's pro-resilience and pro-sustainability. What is proposed is a nationally and internationally significant model for improved rural land use resilience.

31. The core message in the Business Case is that Tairāwhiti is ready, the desired path forward is in place, the will to make it happen exists and, with the right investment and collaboration, ambitious and meaningful environmental transformations can take place.

Delivery Entity

32. An entity to govern and manage the transition programme will need to be established. The proposed design of this entity will need to reflect key governance principles and critical success factors. These include embedding the authority of Tairāwhiti to make decisions about how and where and under what circumstances transition will occur. Iwi partnerships will also need to be embedded, and funders will want a seat at the table.

33. Details about the design of the proposed 'transition' governance entity are yet to be fully developed. A Trust or a Council Controlled Organisation (CCO) will likely be required. The entity would need to operate in a manner that respects and aligns with the Council's regulatory arm, is comparatively stand-alone, and optimises third-party / philanthropic contributions and tax opportunities.

34. We recognise that if the preferred model is a CCO that as per section 56 of the Local Government Act, further consultation with the community is required before Council can establish a CCO.

Conclusion

35. The preparation of the Draft Business Case and Delivery Plan for Sustainable Land Use Transition is a major step forward for Tairāwhiti as it seeks to add resilience to its landscape.

36. The Council's support for the concepts and proposals described in the Business Case will provide a foundation to enable further details and refinements to be made to that Business Case. The full Business Case is expected to be completed by the end of October. It will then be used as a base for critical co-investment discussions with the Crown.

37. The objective is to secure necessary funding and widespread support for Crown co-investment in Tairāwhiti's land use transition programme as part of the May Budget 2026 and for core programme establishment elements to be put in place by the third quarter of 2026.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o **NGĀ** HIRANGA

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

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

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

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

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

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

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

TREATY COMPASS ANALYSIS

Kāwanatanga

39. The development of the Business Case has not required any decision making through a co-governance or co-management body and is not related to any relevant recommendation from such a body.

40. Iwi representatives have been kept informed of the Business Case along with Tairāwhiti Whenua Collective representatives participating in the TAG.

Rangatiratanga

41. A successful business case will ultimately provide Māori landowners, farming and forestry businesses across the region with the resources to begin transition in a way which incorporates tangata whenua aspirations and values.

Oritetanga

42. As noted, several TAG participants have represented tangata whenua interests throughout the development of the Business Case, contributing through workshops, providing perspectives from Māori land blocks owners/ managers.

43. Tangata whenua will be impacted by any future regulatory change relating to Transition Land, and subsequent policies and rules included in the Tairāwhiti Resource Management Plan. Engagement with our Treaty partners through the plan change process will be required to understand the effect of any decisions on tangata whenua and mana whenua.

Whakapono

44. The process of developing the Business Case has explored the application of Te Ao Maori values and tikanga. Tangata whenua will be able to express their own values further and more broadly should the Business Case be successful, with more resources into region.

TANGATA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** TANGATA WHENUA

45. Several TAG members represent the interests of tangata whenua, through their affiliation with groups including Mana Taiao Tairāwhiti, Tairāwhiti Whenua Collective, Nati Growth, Wi Pere Trust, Te Kautuku land block and Ngati Porou Whanui Forests Ltd.

46. Iwi Chief Executives have also been updated on the progress of the TAG and Business Case development.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

47. A robust communication and engagement strategy is being prepared for the purposes of promoting wide public and Crown understanding and support for the propositions described in the Business Case.

48. The proposed communications strategy will encompass contact with Ministers, local Members of Parliament, national agencies with a Kaupapa aligning with the transition agenda, and iwi, plus the Tairāwhiti community and a wide spectrum of Tairāwhiti sector interest groups.

49. In addition, a February 2026 'plenary' is planned, for the purposes of widely sharing information about the proposed programme with the Tairāwhiti community.

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

50. The publication of the Business Case will have no direct impact on greenhouse gas emissions or the approach to reducing emissions although it does propose amendments to the ETS regime to incentivise the use of non-pine species.

51. The transition to permanent vegetation cover across highly erosion prone land will enable the region to reduce the risk from natural hazards, such as increased severe weather events expected under climate change.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

52. Budget 2026 is viewed as the right instrument and the right time to secure primary funding to invest in the region. As noted previously, transition is likely to cost between $20-$25m per annum for at least ten years. Achieving funding commitments for long term programmes such as that proposed here, may be challenging to achieve given the current constrained economy. The $100m provided by the Crown to the Kaipara Moana Remediation Programme in April 2023 provides a useful precedent.

53. Budget bids can only be progressed by government departments. Discussions with Ministry for Primary Industries (MPI) officials have been initiated. This is in an effort to seek their support and 'process' guidance and thereby enable the funding propositions described in the Business Case to be put forward to the Minister of Finance and Treasury by early November 2025. Desired subsequent steps are discussion of the Business Case propositions by Cabinet in February and March 2026, leading to the locking in of necessary funding as part of the May 2026 Budget.

54. Preliminary positive discussions have also been held with the Minister of Regional Development, Shane Jones. This was about potential access to the Regional Infrastructure Fund (RIF) as a preliminary funding source. Follow-up discussions with Kānoa officials are now proceeding to secure this funding.

55. The 'Cities and Regional Deals' framework is also being explored as a potential funding source. This framework is described by the Department of Internal Affairs (DIA) as a means to provide a long-term partnerships between central and local government, to unlock regional economic growth and address challenges through tailored, place-based agreements.

56. Potential RIF and 'Cities and Regional Deals' funding opportunities will be progressed by preparing task-specific cover papers, as adjuncts to the Business Case. These would be forwarded later in October 2025, together with the Business Case, for consideration by Kānoa and DIA.

Legal

57. There are no legal implications arising from this report.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

58. The matters in this report are consistent with Council's Policies and Plans, including the Three Year Plan.

RISKS - **NGĀ TŪRARU**

59. The key risk is that funding is not obtained through the Business Case, Budget 2026 process. Current workstreams and efforts continue and will continue, and Council will continue to seek opportunities for sustainable land use funding.

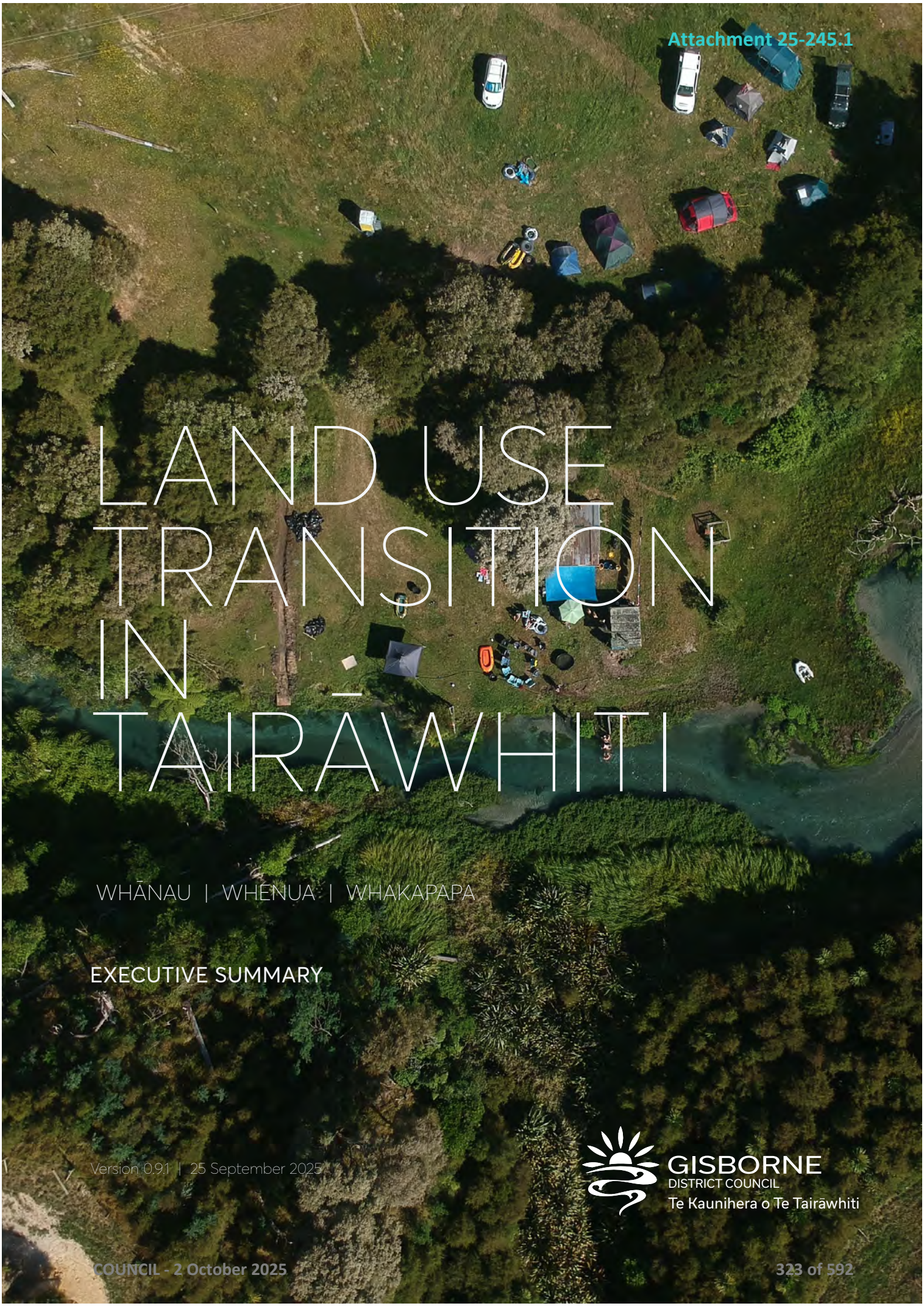
60. Wider community engagement has not occurred in relation to the Business Case. The TAG however, represents a significant cross-section of stakeholders affected by the Business Case recommendations. Should funding be obtained through the Business Case, this would result in a completely new engagement profile.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
October 2025	Completion of Final Business Case	
October 2025 - Ongoing	Engagement on Business Case	
May 2026	Budget 2026 Announcements	
Third Quarter 2026	Implementation of Business Case and Delivery Plan Commences	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Transition Business Case - Executive Summary - v 0.9.1 - 25 September 2025 - portrait [25-245.1 - 16 pages]
2. Attachment 2 - DRAFT Transition Business Case - v 0.8 - 24 September 2025 - portrait [25-245.2 - 145 pages]



LAND USE TRANSITION IN TAIRĀWHITI

WHĀNAU | WHENUA | WHAKAPAPA

EXECUTIVE SUMMARY

Version 0.9.1 | 25 September 2025

GISBORNE DISTRICT COUNCIL
Te Kaunihera o Te Tairāwhiti

THE PROBLEM OF LAND USE IN TAIRĀWHITI

Naturally fragile soils on active tectonic plates, susceptibility to severe weather events, historic and current land use and climate change – the consequences are severe.



Satellite images of Tolaga Bay in 1984 (top) and in 2016 (bottom)

Major weather events are increasing in frequency, intensity, and duration worldwide. It's predicted that New Zealand will experience about 17 "1 in 100 year extreme weather events" over the next decade. As for Tairāwhiti, climate risks projected out to 2050 look very dire.

Tairāwhiti's unique geological features present an added challenge for what lies ahead. The steep and fragile terrain of the region makes it not only one of the most erosion-prone regions in the country, but in the world. The region's soft, weak rocks (mainly Tertiary mudstones and sandstone) which make up the steep inland hills and river valleys as well as the cliffs and headlands along the coast, are highly vulnerable to erosion by heavy rainfall and the sea.

European colonisation in the mid-18th century led to widespread clearance of native forest across Tairāwhiti, with most land converted to pasture by the early 20th century. This large-scale deforestation has intensified the natural erosion of the land and led to substantial problems, river infilling, flooding, and a loss of soil fertility on the hills.

From the mid-20th century, eroding farmland was converted to exotic plantation forestry, predominantly radiata pine, as a way to stabilise highly erodible hillsides, located right up to the edge of the waterways.

Decades later, having reached rotation age, these forests are being harvested, once again exposing the highly-fragile land to erosion. Wide-scale clear-felling – cutting down every tree in a designated area at once – removes the canopy that cushions rainfall and destabilises root systems that hold the soil together.

These changes in land use have generated many long-term sediment sources through landslides and gully complexes, along with slopes vulnerable to erosion. Collectively, these sites are pouring around 55 million tonnes of valuable topsoil into our rivers and oceans every year, depleting the land, destroying ecosystems and infrastructure, and damaging our oceans.

These issues will not fix themselves. We must intervene, rapidly and at scale.

THE PATH TO LAND USE TRANSITION

The communities and businesses of Tairāwhiti are united in a call for a Transition Programme to heal our whenua and our people.

Cyclone Gabrielle was a watershed moment for Tairāwhiti, when the problems we'd being discussing for decades all came home to roost in a few days of disaster and tragedy. It was the moment all of us – whānau, communities, businesses, the Council, the Government – realised we have to change how we inhabit and use our whenua.

Mana Taiao Tairāwhiti petitioned for an inquiry and action; the Ministerial Inquiry into Land Use made concrete recommendations; Council embarked on reform of land use regulation; a Citizens Assembly was convened and made practical calls to action; and a Transition Advisory Group was created to advise Council first on practical transition guidelines for landowners, then on this business case to Government. It seeks the creation of a major new Transition Programme, beginning with the first decade of immediate action we need to start healing our land, rivers and communities.

Throughout the process, the level of agreement has been remarkable. Community representatives, scientists, foresters, mana whenua groups, farmers, regulators, employers, and regional leaders have all reached the same conclusion: we need to transition our vulnerable land to permanent vegetation cover, as rapidly as we can, and restore the ngāhere of Tairāwhiti.

The result of much deliberation and consideration and kōrero is the consensus points on the following pages. These set out what we collectively wish to achieve, and how we can do this together.

Consensus doesn't mean we agree on every detail – but we are committed to work together to craft the solutions to the problems we all see. We are collectively committed to building a better future in Tairāwhiti together, and so we are speaking with one voice to those who can help us on the journey: we wish to create a Transition Programme together, to heal our whenua, awa and people, and to permanently protect our vulnerable land.

OUR CONSENSUS ON THE WAY FORWARD

We are seeking a transformational change to our whenua	We must significantly reduce the excessive quantities of sedimentation and woody debris that are causing economic, social, infrastructure and environmental damage to Tairāwhiti, and to do this we need to transition our vulnerable land – the transition zone – from its current uses into forms that protect the soils, waterways and oceans of the region.
Our vulnerable land requires the protection of permanent cover	To achieve this we need to establish permanent vegetation cover on the vulnerable land, with a focus on indigenous forest, and we intend establishing a Transition Programme to plan and help achieve this objective.
We must act quickly	We know that time is of the essence, and we must act rapidly and decisively at scale to decrease the damage in Tairāwhiti, so our requests for assistance and funding reflect this urgency.
We will define a transition zone alongside landowners	The boundary of the transition zone and the requirement for transition will be defined in the Tairāwhiti Resource Management Plan, after consultation and input from stakeholders and landowners with the assistance of advisors, which may encompass as much as 100,000 ha of land.
There will be defined pathways to transition vulnerable land	The pathway for transition to permanent vegetation cover is a decision for individual landowners, providing it achieves the objectives defined in the Tairāwhiti Resource Management Plan, in a demonstrable and scientifically proven manner.
Landowners will be assisted to create long-term plans	The landowner plan for doing so will be documented and approved by GDC in the form of a Sustainable Land Use Plan or similar document. Financial and operational assistance will be provided to landowners to develop the transition zone boundary and Sustainable Land Use Plans via communities of interest, supported by specialists and Council advisors, with input from the TAG guidelines and other documents.
Pest management and structured interventions are required	Regional scale plant and animal pest management will be required for transition to be effective, and interventions will be needed on specific sites such as gullies, particularly to safeguard communities and infrastructure.
A new regional entity will give effect to the transition	A new independent regional entity is required to govern, manage and deliver the transition programme, with responsibility for planning and conducting the pest management activity, and the development and implementation of evidence-based interventions, in collaboration with landowners and stakeholders.

OUR CONSENSUS ON THE WAY FORWARD

The transition entity will have regionally-led governance	The transition programme entity will have independent and professional local governance and balanced stakeholder representation, including full mana whenua participation.
Regulatory change can remove barriers and unlock potential	Supporting regulatory change will urgently be required in the Emissions Trading Scheme and potentially other areas to ensure the Tairāwhiti transition can take place without financial penalties for landowners and to enable future opportunities such as biodiversity markets, and TAG calls on the government to undertake this work, as transition will not take place under the existing rules.
We will build a skilled Tairāwhiti workforce	Implementing the Transition Programme requires a suitably-skilled Tairāwhiti workforce and the region needs to build additional capacity, building from the knowledge and experience already developed by the region and its people, acknowledging this is likely to take a number of years before being fully resourced.
Transition makes economic sense for Aotearoa	Undertaking the transition of our vulnerable whenua avoids costs and negative impacts for whānau, the region, the economy and our nation, and opens up opportunities for high quality jobs, new businesses, and new commercial opportunities.
The region is seeking collaborative funding to support transition	Collaborative funding is required to give effect to the programme as Tairāwhiti does not have the resources to complete the work on its own, and government, private sector and philanthropic support is sought on an equitable basis to assist the region's ongoing efforts.

FUNDING THE TRANSITION: INVESTMENT REQUEST

Team count										
Pest management	3	3	5	5	8	10	10	10	10	10
Intervention projects	3	5	8	10	10	10	10	12	12	12

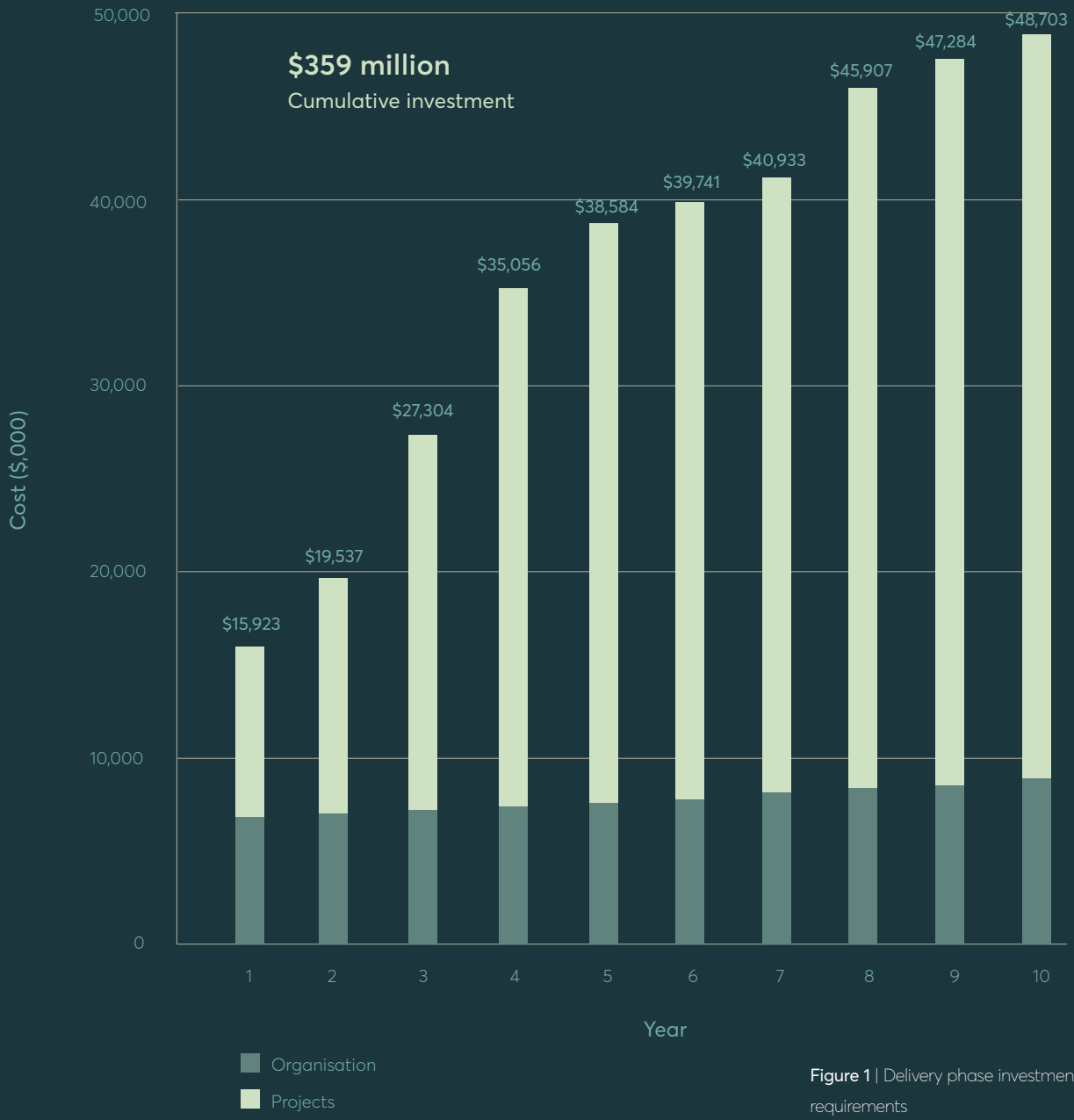


Figure 1 | Delivery phase investment requirements

The diagram shows the gradual increasing investment in transition, and the expansion of the workforce in the delivery teams. A complete financial model is provided in the full business case.

CO-FUNDING THE PROGRAMME INVESTMENT

We are seeking Government funding of $1m for the Establishment phase, followed by $16-$48 million per annum over the first 10 years of the programme.

The business case seeks Government funding for components of the Transition Programme, and this is co-investment alongside the work already being undertaken in Tairāwhiti. A range of investments are already being made, in a range of categories:

- Some forestry companies – particularly those with mana whenua ownership – are already actively transitioning their vulnerable land out of plantation forestry and into ngāhere. In some cases the process has been underway for years, and thousands of hectares are now at various stages of transition. The work is being funded by the companies.
- An increasing number of farmers are retiring vulnerable land from traditional grazing, and transitioning it to various forms of permanent vegetation, including continued grazing under exotic or non-palatable native species. These initiatives are being funded by farmers and are estimated to encompass thousands of hectares.
- Large-scale initiatives are being undertaken by a range of organisations, such as the Waingake restoration delivered by the Gisborne District Council, and private sector projects such as the Whinray reserve restoration and the long-term transition at Young Nick's Head station, amongst others. There are a range of funding sources for these projects, including public, philanthropic and private sources.
- Small-scale but relatively ambitious projects are occurring across the motu in specific catchments and areas, largely led by mana whenua and community or catchment groups. These include initiatives such as Raukumara Pae Maunga, which is engaged in landscape-scale pest control and restoration efforts across thousands of hectares, funded through philanthropic and community donations and sporadic public programmes.

While it is easy to value the monetary inputs into the various transition and restoration initiatives, it is much harder to quantify the (likely) tens of thousands of hours – both paid and unpaid – put in by communities, groups and individuals across Tairāwhiti. However, even on conservative estimates, it is likely the existing investments of time and money are in the range of $20–$50 million per annum.

DESIGNING THE TRANSITION PROGRAMME

The transition programme must deliver outcomes at scale over the next decade.

For transition of our vulnerable land to occur, we require a programme that can act at speed and at scale, and which can make a difference across a broad swathe of Te Tairāwhiti.

The full business case sets out the detailed requirements for this transition programme: animal and plant pest control, close collaboration with landowners and tangata whenua, and the use of evidence to develop solutions. The high-level view of the programme is shown in the diagram at right, and is composed of the following elements:

- A **Science and Evaluation** function provides the foundation for the transition, assessing and prioritising vulnerable land across Tairāwhiti, designing and evaluating interventions, and monitoring and reporting progress.
- The **Integrated Pest Management** function acts to reduce both animal and plant pests across a large portion of the region's farming and forestry estate, enabling indigenous regeneration to occur at scale.
- The **Intervention Projects** function plans and delivers specific projects to protect, replant and regenerate vulnerable and high priority areas that are causing much of the environmental damage, such as gully areas.
- The **Relationships** function works with land owners, business operators and the community to build and maintain effective networks for advice, guidance and assistance in transitioning vulnerable land.
- The **Governance** function provides the Tairāwhiti-centric strategy and guidance to the transition programme, with participation from landowners and programme funders.

Much work has been done by the Transition Advisory Group in its hui to explore the options for how a suitable transition programme entity can be created and the functions it should perform, based on the consensus points on the previous pages. These are extensively detailed in the business case document.

Figure 2 | Transition Programme structure diagram

The diagram shows the functional elements of the transition programme, described on the preceding page and in more detail in the full business case.



THE PRACTICALITIES OF TRANSITION

The Transition Programme will use the skills and knowledge of our people to start quickly and scale up rapidly.

While the programme has the necessary organisational structure to support a long-running transition initiative, the main focus is making changes on the ground, working collaboratively with landowners and mana whenua.

In practice, that means teams of well-trained and committed people, recruited from local communities, working in the whenua to control animal pests, plant unstable slopes, remove invasive plants, conduct research, and evaluate progress. It's teams in utes with traps and drones and LiDAR, working out of Tairāwhiti's townships, liaising with the communities and landowners they've known all their lives, working on common projects.

So the Transition Programme will create high-quality jobs in the region, and will drive the need for training programmes to support and up-skill the teams. There will be career pathways for school leavers and highly-qualified graduates alike, and a mix of opportunities to work for the Transition Programme, contractors and community organisations, landowners and supply chain businesses.

As the programme scales up and starts applying scientific research to real-world challenges, Tairāwhiti will become the centre of excellence for land use transition in Aotearoa New Zealand. As recent experiences in Tasman/Nelson have shown, climate change means the issues of slash and sedimentation are no longer limited to our region. So the knowledge we've already developed and which we'll add to as the programme gets underway, can be used to benefit other places and other communities.

The Transition Programme has the ability to gradually reshape the economy of Te Tairāwhiti. By moving farming and forestry off the vulnerable land, we're confident we can decrease costs , compliance, and health and safety risks for these businesses, while helping them put more money on the bottom line. We still want productive and profitable farms and forests in our region.

At the same time, we want to invest in a better future, where we can protect our vulnerable land in a way that allows us to attract the attention of international voluntary carbon markets, and the emerging biodiversity investors and markets. This will provide new revenue streams for landowners and the transition teams alike – but only if we focus on the long-term health of our region and its ecosystems.

GETTING THE PROGRAMME UNDERWAY

We must act rapidly and at scale if we are to address the issues facing our region.

The Ministerial Inquiry into Land Use in Tairāwhiti (MILU) was clear that there is no time to spare when it comes to transitioning vulnerable land to permanent woody vegetation; the MILU set out a goal of this occurring within a decade, given the loss of productive soils from the region.

The preceding sections set out the rationale and the design for the Transition Programme. This section then addresses the key question: how do we begin, and how do we ensure the Programme can deliver quickly and effectively?

There are two stages to implementation:

- **Establishment** starts from funding approval, and proceeds to set up the entity and the delivery structure under the supervision of an Establishment Board, convened by the Gisborne District Council. Initial planning shows this phase will take around six months, subject to statutory consultation processes if a CCO is selected as the preferred entity type. The investment required for the establishment phase ranges from $777,000 to $1.41 million depending on the approach taken.
  As is clear, time is of the essence; the longer the process of establishment takes, the greater the damage to the whenua, the people and the infrastructure of Tairāwhiti, so it is incumbent on us to move at pace. While the appropriate processes need to be followed, the time they take come at a cost: around a million tonnes of topsoil is being lost into our rivers and oceans every week, a rate that has long been known to be both highly damaging and unsustainable.
- **Delivery** starts from the point the Transition Programme becomes operational, when staff can be recruited, projects identified, and the first contracts allocated for the commencement of pest control and other tangible steps. The Delivery phase is open-ended, and will gradually scale up as capacity and capability is developed within the Programme and the region. The investment in the programme starts at around $16 million in year one and scales to around $48 million per annum by year 10.

The investment for the Delivery phase is described in more detail on the following page, and the two phases are described in more detail in the full business case.

The status quo is unsustainable.

The transition of vulnerable land to permanent vegetation cover fundamentally reshapes who gains and who loses across Tairāwhiti. Under the current land use, benefits are concentrated among a small group – mainly landowners, forestry operators, and overseas investors – while dis-benefits are widely distributed across communities, infrastructure, and the environment.

As transition progresses, this balance gradually shifts. Benefits are broader, more equitably shared, and aligned with long-term resilience, while disbenefits narrow to a smaller set of stakeholders, mostly those with direct production interests.

Outlined below shows how beneficiaries move along the scale of benefits and disbenefit.

Environment / ecological systems

From constant degradation and biodiversity loss to becoming one of the biggest beneficiaries of restoration

- Vegetation stabilises slopes, locking in soil and reducing erosion. Rivers run clearer, estuaries recover, kaimoana beds regenerate, and biodiversity thrives as habitats return
- Native bush also sequesters carbon, contributing to climate targets

Locals

Instead of carrying the heaviest disbenefits, locals become the primary beneficiaries of resilience, safety, wellbeing, and a restored way of living that strengthens cultural and community identity

- Communities are no longer living downstream of unstable slopes
- People experience improved mental and physical health, less pollution, cleaner and safer environment, and fewer disruptions to essential needs like power, water, internet, etc.
- Properties increase in value
- Everyday life also improves and people can once again enjoy and rely on the natural environment for recreation, food gathering, and cultural practices

Private entities

Benefits are redistributed. Local and regional private actors gain resilience and opportunities, while offshore investors lose their extractive advantage.

- Landowners face short-term income loss from reduced grazing or harvest, but will have lower compliance and liability costs, reduced operational costs, and reduced insurance premiums
- With the right support (e.g. carbon credits, eco-tourism, native plant employment schemes), they gain new income opportunities and more stable land assets
- Downstream farmers have reduced sedimentation meaning healthier soils, fewer stock losses, and lower operational costs
- Tourism operators benefit from improved landscapes and ecosystems to attract tourism

Infrastructure / public services

From carrying high disbenefits (constant repair and emergency costs) to reaping benefits through long-term savings and resilience.

- Councils spend less on dredging, road and bridge repairs, and stopbank maintenance
- Civil Defence faces fewer high-risk rescues
- Health services see reduced demand linked to slips, floods, and water contamination
- The region becomes attractive to live and invest in for outsiders

National / wider stakeholders

Benefits are redistributed. Local and regional private actors gain resilience and opportunities, while offshore investors lose their extractive advantage.

- Government will save on disaster relief spending, achieves climate and biodiversity commitments
- Insurance sector will have reduced payouts for storm and flood damage
- NZ public covers fewer taxpayer-funded recovery bills and have a stronger "clean, green" reputation
- Overseas investors can gain reputational benefits by aligning with climate and biodiversity outcomes, and potentially pivot toward new financial models

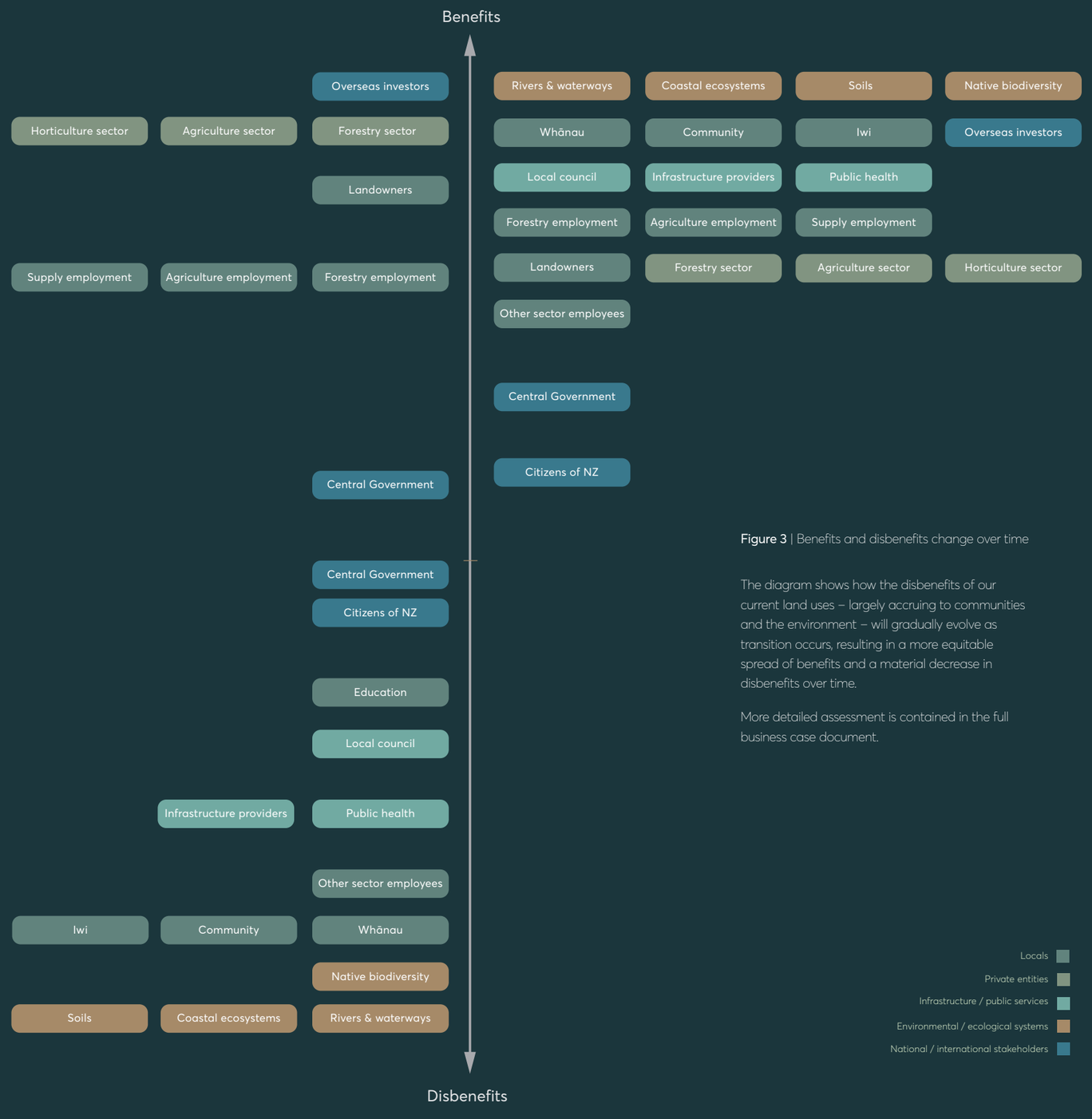


Figure 3 | Benefits and disbenefits change over time

The diagram shows how the disbenefits of our current land uses – largely accruing to communities and the environment – will gradually evolve as transition occurs, resulting in a more equitable spread of benefits and a material decrease in disbenefits over time.

More detailed assessment is contained in the full business case document.

WHAT HAPPENS NEXT

The business case is nearing completion and will be submitted to the Government in time for Budget 2026.

Throughout the MILU and the TAG process, GDC has worked closely with the Ministry of Primary Industries (MPI) to understand the issues and develop solutions; MPI staff have actively contributed to the TAG process and have continued to support the region through its role in administering the funding for woody debris clean up. MPI continues to update the Minister of Forestry on progress with the business case development and will provide advice on aspects on the transition such as the role of the Emissions Trading Scheme.

This collaboration is continuing, with ongoing kōrero about how the business case can best be presented to the Government via the annual Budget process. The high-level timelines for the process are as follows:

- October 2025 – the business case is finalised in collaboration with MPI, with final feedback provided by TAG and other key stakeholders
- November 2025 – the business case is submitted into the Treasury-led Budget process for the coming financial year, with support from MPI
- November 2025 to May 2026 – questions are answered in response to Treasury or Ministerial queries
- May 2026 – the results of the Budget round are announced
- July 2026 – funding of the Transition Programme commences, assuming a successful outcome from the business case and Budget process.

Alongside the formal Budget process, GDC and regional leaders will continue to work with Ministers and their representatives to inform and educate about the benefits of large-scale land use transition in Tairāwhiti. The support of all our regional leaders is being sought through this period, using their formal and informal networks to advocate for the transformation change the region is seeking.

In parallel, conversations will be held with other organisations – such as in emerging international voluntary carbon markets – to explore other sources of funding, with the support of groups such as Pure Advantage via their Recloaking Papatūānuku initiative.

Progress on all these matters will be reported back following the conclusion of the local body elections and the formation of the new Council.



> More than a hundred years ago, in 1920, the Director of Forests, Macintosh Ellis, advocated the sustainable management of indigenous forests as the best way of tackling widespread erosion in Tairāwhiti. When the Transition Advisory Group agreed that restoring native forest to the most erodible land in the region was optimal, it was an epic moment. After more than a century of repeated disasters, geological and ecological realities in Tairāwhiti have finally been recognised.
>
> Dame Anne Salmond

IT'S TIME TO TAKE ACTION IN TAIRĀWHITI

The people of Tairāwhiti have seen much in the last few years: the slash on the beaches, the mud in the rivers, the loss of whenua and homes and businesses, the heartbreak of too much loss of life. It's been a lot.

The Gisborne District Council has been at the centre of all of this. Our people have walked the whenua and sat in meetings and listened to our community, even as we and our whānau have also suffered all the effects of the cyclones, and lived with the consequences of land use decisions made decades ago.

Yet all of us in Tairāwhiti are resilient. We've collectively talked in hui about what the problems are and what the solutions can be, and we've begun to chart a way forward that will be better for our land and our people and our nation. And some of the results of that thinking and talking are this business case – where we set out a better future, and a pathway to get there.

So despite all that's happened in the last five years, I'm optimistic. As this business case shows, solutions are at hand; we know from experience how to manage pests and rejuvenate thousands of hectares at a time, and how to build businesses and good jobs along the way. We know how to apply quality science, how to design interventions that work in our region, and how to motivate and train great people in our community to make a difference.

We can do a lot, but we can't do it all on our own. We need a hand from everyone who can help us get there faster and better, including the Government, including the private sector, including the emerging international markets for carbon and biodiversity. So we're asking for that assistance, loudly and clearly, all of us in Tairāwhiti together.

Because we will go into the future together, our people and our region and our country. And sometimes, the best way to predict that future and manage all its uncertainties is to invent it for ourselves.

That's what we can do with your help. Back us, and we will start the mahi; give us the funding, and we will heal the whenua and the awa and our communities. We will all be richer as a result.



Nedine Thatcher Swann | Chief Executive
Gisborne District Council



LAND USE TRANSITION IN TAIRĀWHITI

WHĀNAU | WHENUA | WHAKAPAPA

THE CASE FOR CHANGE

Version 0.8 | 24 September 2025

GISBORNE DISTRICT COUNCIL
Te Kaunihera o Te Tairāwhiti



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MIHI

[placeholder]

Tēnei te tuku mihi ki te Runga Rawa, nāna nei ngā mea katoa.

E tangi atu ana ki te hunga kua wehe atu ki tua o te ārai, moe mai rā i roto i te rangimārie.

Ka huri ki a tātou te hunga ora, ngā kanohi ora, tēnā koutou, tēnā tātou katoa.

Ka nui te aroha me te whakamānawa ki ngā ringa raupā i kaha whakatinana i tēnei kaupapa.

Ki ngā whānau, hapū, iwi, me ngā kaitautoko i tuku whakaaro, i tuku kōrero, i tuku ngākau, e kore e mimiti te mihi.

He kaupapa tēnei i kōkiritia mā te kotahitanga, te manaaki, me te ngākau pono.

Ko ngā hua kua puta i tēnei pūrongo he tohu o te kaha o te mahi ngātahi me te hiranga o te whakarongo ki te reo o te hapori.

Nō reira, e mihi kau ana ki a koutou katoa.

Tēnā koutou, tēnā koutou, tēnā rā tātou katoa



Rehette Stoltz | Mayor
Gisborne District Council

MESSAGE FROM THE MAYOR

Tēnā koutou katoa,

The story of our land in Te Tairāwhiti is one of deep whakapapa and generational connection. For more than a century, our whenua has supported our communities through farming, forestry and food production. These land uses, while central to our economy and identity, were established in a different time, under different conditions – with different knowledge of the long-term effects on our environment.

Today, we are facing the consequences of that legacy. Decades of erosion-prone land use, layered upon a fragile and weathered geology, have left our region uniquely vulnerable. Severe weather events now regularly expose the real cost of historical decisions– through devastating floods, sediment-laden rivers, and beaches blanketed in woody debris. The clean-up is visible. The cost is staggering. The social, environmental and cultural toll is growing.

But our response is not despair. It is determination.

Our people – landowners, mana whenua, industry leaders and community partners – have come together to reimagine the future of our region. We are under no illusion: reversing the patterns of the past will not happen overnight. Just as it took generations to arrive at this point, it will take generations to restore balance to our land. But we are committed to starting now.

The Sustainable Land Use Transition programme is our blueprint. It sets out a bold but achievable vision to transition highly erosion-prone land to permanent, resilient vegetative cover – reducing future harm, restoring mauri to our landscapes, and supporting a thriving regional economy. It is a pragmatic response, grounded in science, mātauranga Māori and lived experience.

Critically, Te Tairāwhiti community has already begun to lead. Through the work of the Transition Advisory Group, Council and local partners, we've developed clear guidelines, piloted place-based solutions, and mapped out where support is most urgently needed. But we cannot finish what we've started alone.

This Business Case outlines the resources, capability and policy levers required to make the transition possible. Tairāwhiti does not have the fiscal capacity to deliver this scale of change without central government support. We are asking not for charity—but for partnership. The kind of partnership that can unlock a nationally and internationally significant model for rural land rejuvenation. A pilot programme with the potential to inform future-facing land use reform across Aotearoa – and beyond.

Our message to Government is simple: this region is ready. The plan is in place. The will exists. With the right investment and collaboration, we can together lead one of the most ambitious and meaningful environmental transformations this country has seen.

Mā tātou katoa e tiaki te whenua.

Together, we will care for the land—so that it may care for those to come.

Nāku iti noa, nā

ABOUT THIS BUSINESS CASE

Over the last 18 months, Te Tairāwhiti has considered how to restore our damaged whenua.

This document is the result of work undertaken by the Gisborne District Council to bring together the people and sectors exposed to the impacts of erosion, sedimentation and woody debris, and collectively develop a better way forward for Te Tairāwhiti.

The work has brought together the communities of our region, iwi and hapū, the forestry and farming sectors, environmental groups, regional and national regulators, and scientists and experts in many fields, to understand the issues, assess the possibilities and challenges, and agree a different approach to land use. These groups and individuals have been convened by the Gisborne District Council as the Transition Advisory Group (TAG), which has conducted structured hui over more than 12 months to explore both problems and solutions.

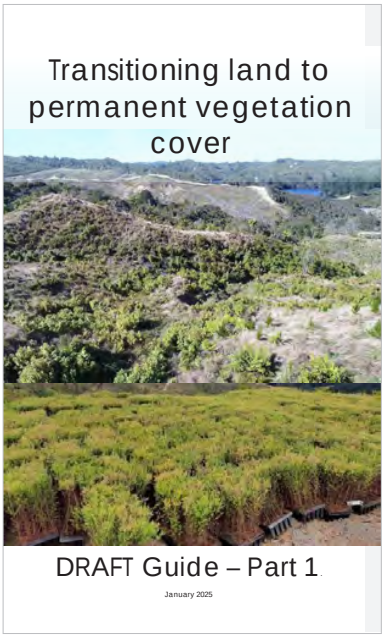
At every point, TAG has considered different perspectives and constraints, and actively sought a pragmatic way forward and working consensus on getting there together. The emphasis has been on practical and effective solutions, grounded in the knowledge of what will work in Te Tairāwhiti.

There are many people who have contributed their time and energy and commitment to this business case, and they are acknowledged at the conclusion of the document. And what their collective energy demonstrates is that Te Tairāwhiti is speaking with one voice about what is in the best interests of our region, and the pathway we need to take in order to shape a different future.

The core decisions and points of agreement of TAG are detailed on the following pages, and these form the backbone of this business case.

THE TRANSITION ADVISORY GROUP

Transition will require positive intervention, as it's not just a case of stopping what we're doing.



Following the MILU recommendations and with the Citizens Assembly underway, GDC convened the Transition Advisory Group (TAG) to consider a range of options for how a transition programme can be designed and implemented. The TAG is made up of around 30 sectoral, community and scientific representatives, and has received further input from specialists with domain knowledge in a variety of fields.

The first objective for TAG was the development of guidelines for landowners who wish to voluntarily transition their vulnerable land into permanent vegetation cover. The guidelines provide a roadmap for four common scenarios, and after six months of concerted effort these are now published on Council's website.

Subsequent to development of the guidelines, the brief for TAG was extended to advise on the approach and purpose of a clearly defined transition programme, starting with the scope and intent; and proceeding through the various components to identify the appropriate options for structure, delivery, funding, and governance. The purpose of this work was to advise on the transition business case, and involved 6 hui over a 6 month period in 2025, supported by a large number of meetings and kōrero.

A consensus position has been developed by TAG, which sets out both the objectives and the roadmap for transitioning the vulnerable farming and forestry land in Tairāwhiti, and these are described on the following page.



OUR CONSENSUS ON THE WAY FORWARD

We are seeking a transformational change to our whenua	We must significantly reduce the excessive quantities of sedimentation and woody debris that are causing economic, social, infrastructure and environmental damage to Tairāwhiti, and to do this we need to transition our vulnerable land – the transition zone – from its current uses into forms that protect the soils, waterways and oceans of the region.
Our vulnerable land requires the protection of permanent cover	To achieve this we need to establish permanent vegetation cover on the vulnerable land, and we intend establishing a Transition Programme to plan and help achieve this objective.
We must act quickly	We know that time is of the essence, and we must act rapidly and decisively at scale to decrease the damage in Tairāwhiti, so our requests for assistance and funding reflect this urgency.
We will define a transition zone alongside landowners	The boundary of the transition zone and the requirement for transition will be defined in the Tairāwhiti Resource Management Plan, after consultation and input from stakeholders and landowners with the assistance of advisors, which may encompass as much as 100,000 ha or 12% of all the land in Tairāwhiti.
There will be defined pathways to transition vulnerable land	The pathway for transition to permanent vegetation cover is a decision for individual landowners, providing it achieves the objectives defined in the Tairāwhiti Resource Management Plan, in a demonstrable and scientifically proven manner.
Landowners will be assisted to create long-term plans	The landowner plan for doing so will be documented and approved by GDC in the form of a Sustainable Land Use Plan or similar document. Financial and operational assistance will be provided to landowners to develop the transition zone boundary and Sustainable Land Use Plans via communities of interest, supported by specialists and Council advisors, with input from the TAG guidelines and other documents.
Pest management and structured interventions are required	Regional scale plant and animal pest management will be required for transition to be effective, and interventions will be needed on specific sites such as gullies, particularly to safeguard communities and infrastructure.
A new regional entity will give effect to the transition	A new independent regional entity is required to govern, manage and deliver the transition programme, with responsibility for planning and conducting the pest management activity, and the development and implementation of evidence-based interventions, in collaboration with landowners and stakeholders.

OUR CONSENSUS ON THE WAY FORWARD

The transition entity will have regionally-led governance	The transition programme entity will have independent and professional local governance and balanced stakeholder representation, including full mana whenua participation.
Regulatory change can remove barriers and unlock potential	Supporting regulatory change will urgently be required in the Emissions Trading Scheme and potentially other areas to ensure the Tairāwhiti transition can take place without financial penalties for landowners and to enable future opportunities such as biodiversity markets, and TAG calls on the government to undertake this work, as transition will not take place under the existing rules.
We will build a skilled Tairāwhiti workforce	Implementing the Transition Programme requires a suitably-skilled Tairāwhiti workforce and the region needs to build additional capacity, building from the knowledge and experience already developed by the region and its people, acknowledging this is likely to take a number of years before being fully resourced.
Transition makes economic sense for Aotearoa	Undertaking the transition of our vulnerable whenua avoids costs and negative impacts for whānau, the region, the economy and our nation, and opens up opportunities for high quality jobs, new businesses, and new commercial opportunities.
The region is seeking collaborative funding to support transition	Collaborative funding is required to give effect to the programme as Tairāwhiti does not have the resources to complete the work on its own, and government, private sector and philanthropic support is sought on an equitable basis to assist the region's ongoing efforts.



THE STRUCTURE OF THIS DOCUMENT

This business case follows the New Zealand Treasury Better Business Case structure.

This document describes the rationale for investing in the unique whenua of Tairāwhiti, for inhabiting and making a living from the land that is fundamentally different to the paths we have pursued for the last few decades. It sets out the challenges we face and the solutions that will begin the healing of the land and the people.

It also describes the delivery programme that will achieve these things in the coming years, knowing it will take time to reverse the mistakes of the past and build a better future for Te Tairāwhiti.

There are five sections to this document:

1. **Protecting our whenua** describes the issues and challenges and the context for land use change in Tairāwhiti

   Commences on page 13

2. **Undertaking the journey** discusses the steps we must take to transition Tairāwhiti's vulnerable land to permanent vegetation cover

   Commences on page 47

3. **The transition programme** sets out the form of the transition programme, its structure and delivery mechanisms, and how it can achieve the outcomes sought by the region

   Commences on page 87

4. **Funding the transition** provides the financial estimates for establishing and delivering the programme, and proposes an equitable long-term funding mechanism

   Commences on page 113

5. **Commencing the transition** describes the programme management and delivery approach for transition

   Commences on page 132

6. **The technical appendix** contains the references and supporting material.

   Commences on page 146

GLOSSARY OF TERMS

TBA

1.0

PROTECTING OUR WHENUA



WE ARE AT THE MERCY OF THE WEATHER

The impact of major weather events is very severe in Tairāwhiti, as Cyclone Gabrielle demonstrated.

At the start of February 2023, severe tropical Cyclone Gabrielle formed in the Southwest Pacific. Between 13 and 14 February, it traversed Te Tairāwhiti | East Coast and Te Matau a Māui | Hawkes Bay. Although Gabrielle was felt over a wide area in the North Island – including Northland, Auckland, the Coromandel and Waikato – damaging rainfall, winds, and flooding hit the Tairāwhiti and Hawkes Bay regions the hardest.

The maximum rainfall from Cyclone Gabrielle was 488 millimetres, which occurred at Hikuwai. And for only the third time in New Zealand's history, a National State of Emergency was declared on 14 February.

For all its ferocity and the scale of the damage to the environment, infrastructure and community of Te Tairāwhiti, Cyclone Gabrielle was merely one data point in a long history of severe weather events. Tairāwhiti's geology and geomorphology make it uniquely vulnerable to weather-related disasters, and the impacts of these have been exacerbated by the way we are using the whenua.

And, as we travel deeper into the unknown future of a climate-changed world, the effects we saw from Cyclone Gabrielle will be occurring more often, and with greater severity. We must take steps now to make our environment and infrastructure and communities more resilient to coming events.

Prevention is the easiest and cheapest way to minimise the effects of major weather events; we need to ensure we don't continue to have vulnerability to soil loss and large-scale erosion, and to ensure that woody debris can't mobilise in the same quantities and with the same force. These steps can protect our whenua and our people, and go a long way towards mitigating the damage we saw with Cyclone Gabrielle.

The nature of our region and our place at the edge of ocean ensures we will always be at the mercy of the weather. But we can take tangible and straightforward steps to ensure that a big storm doesn't automatically turn into a national disaster.

CYCLONE GABRIELLE SHOWED OUR VULNERABILITY

The devastating reach of Cyclone Gabrielle was both widespread and deeply felt, then and now.

Cyclone Gabrielle left a mark in history as the costliest weather-related disaster in New Zealand's history, causing an estimated NZ$14.5 billion trail of destruction across northern and eastern parts of the North Island. And in Tairāwhiti, everything that could break, did.

Gabrielle struck the region with brutal force. Unprecedented rainfall, exceeding 400 mm in 48 hours, and wind gusts reaching 93 km/h triggered widespread flash flooding and hundreds of thousands of landslides across the region – it was one of the most extreme landslide triggering events globally.

In the immediate aftermath power, phone, internet, water, and sewage systems were down; 179 homes flooded, with 9 red-stickered and 149 yellow-stickered[1]; at least 145,000 ha of sheep and beef farmland was impacted, of which at least 6,000 ha was severely damaged[2]; the Waimatā, Taruheru, and Waipaoa rivers flooded, affecting 10 bridges; State Highway 35 (SH35) and State Highway 2 (SH2) – the main arteries of the region – and connecting roads were cut off for days, isolating communities and cutting them off from everything, including critical emergency supplies and medical support; and approximately 100km of the total 285km of the Council's water pipe network was damaged along with 9 of 21 bridges carrying the water pipeline – it took 84 days to lift all water restrictions for 39,000 residents.[3] The scale of destruction left communities reeling, setting the stage for months – and in some cases, years – of recovery and rebuilding.

Beyond the damage to homes, livelihoods and critical infrastructure, Gabrielle unleashed destruction on the land itself. Hillsides collapsed in all directions, with entire slopes giving way and carrying thousands of tonnes of soil downhill. Surveys by Geological and Nuclear Sciences (GNS), covering just 12–15% of the district, recorded 26,700 landslides, while Gisborne District Council's (GDC) own mapping identified another 25,000 across only a quarter of the region. The final tally is expected to exceed 100,000 landslides in Gisborne alone, with each landslide comprising about 1,000 tonnes of soil.[4]

Today, the impacts remain stark. From silt to slash, the region is heavily blanketed in deposited material that has reduced soil productivity, disrupted waterways, and left extensive areas of farmland and infrastructure unusable.

Tairāwhiti cannot afford to simply react – we must confront the root causes and take action before the next storm hits.





The Waimata River in flood through central Gisborne
13 February 2023
Photo credit: Gisborne District Council

STORMS ARE COMING, AND TAIRĀWHITI IS NOT READY

Severe weather events are increasing in frequency, intensity, and duration, with Tairāwhiti right in the crosshairs.

A plethora of scientific studies and recent events paint a vivid picture: severe weather events are increasing in frequency, intensity, and duration worldwide. According to NASA, the frequency and intensity of extreme weather events last year were twice the 2003-2020 average which mirrored the Earth's rising temperature over the same period.[5]

New Zealand is not exempt. A study by University of Auckland's engineering students predicted that New Zealand will experience about 17 "1 in 100 year extreme weather events" over the next decade[6]. As for Tairāwhiti, climate risks projected up to 2050 look dire – as shown in the climate map (Figure 1) produced by Te Puni Kōkiri using data from National Institute of Water and Atmospheric Research (NIWA) and regional council hazard models.[7]

Tairāwhiti's unique geological features present an additional challenge for what's to come: soft, weak rocks (mainly Tertiary mudstones and sandstone), susceptible to seasonal high rainfall, make up the steep inland hills and river valleys, as well as the cliffs and headlands along the coast that are constantly being eroded by the sea.

The intersection of projected climate extremes and Tairāwhiti's fragile terrain heightens the region's susceptibility to natural hazards such as floods, landslides, and coastal erosion over the coming decades.



Overall climate risk index	0.8 - 0.9	(99th %ile)
Wet spells	80 - 100 days	(97th %ile)
Extreme rainfall	30 - 40 days	(97th %ile)
Heatwave	35 - 40 days	(96th %ile)
Extreme hot days	6 - 7 days	(87th %ile)
Probability of drought	90 - 100%	(93rd %ile)

Overall climate risk index	0.8 - 0.9	(99th %ile)
Wet spells	80 - 100 days	(97th %ile)
Extreme rainfall	30 - 40 days	(97th %ile)
Heatwave	35 - 40 days	(96th %ile)
Extreme hot days	4 - 5 days	(79th %ile)
Probability of drought	90 - 100%	(93rd %ile)

Overall climate risk index	0.8 - 0.9	(98th %ile)
Wet spells	60 - 80 days	(95th %ile)
Extreme rainfall	20 - 30 days	(97th %ile)
Heatwave	35 - 40 days	(94th %ile)
Extreme hot days	6 - 7 days	(82nd %ile)
Probability of drought	90- 100%	(94th %ile)

Overall climate risk index	0.7 - 0.8	(95th %ile)
Wet spells	80 - 100 days	(97th %ile)
Extreme rainfall	20 - 30 days	(97th %ile)
Heatwave	40 - 45 days	(98th %ile)
Extreme hot days	7 - 8 days	(82nd %ile)
Probability of drought	90- 100%	(94th %ile)

Overall climate risk index	0.8 - 0.9	(99th %ile)
Wet spells	40 - 60 days	(88th %ile)
Extreme rainfall	10 - 20 days	(90th %ile)
Heatwave	40 - 45days	(98th %ile)
Extreme hot days	8 - 9 days	(95th %ile)
Probability of drought	90- 100%	(95th %ile)

Overall climate risk index	0.9 - 1	(99th %ile)
Wet spells	20 - 40 days	(41st %ile)
Extreme rainfall	10 - 20 days	(79th %ile)
Heatwave	40 - 45 days	(98th %ile)
Extreme hot days	8 - 9 days	(95th %ile)
Probability of drought	90 - 100%	(95th %ile)
Historic flood hazard area	50% or more	(92nd %ile)
Coastal inundation hazard area	6 - 8%	(89th %ile)

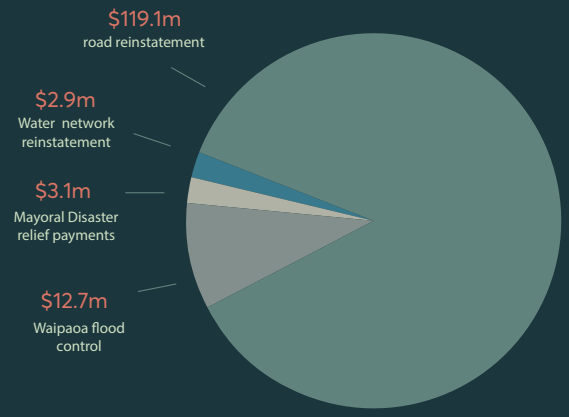
Overall climate risk index	0.8 - 0.9	(99th %ile)
Wet spells	120 - 140 days	(98th %ile)
Extreme rainfall	20 - 30 days	(97th %ile)
Heatwave	40 - 45 days	(98th %ile)
Extreme hot days	7- 8 days	(93rd %ile)
Probability of drought	90 - 100%	(94th %ile)

Figure 1.1 | Climate risk index in Tairāwhiti, by catchment

The diagram shows the level of climate change risk for each of the catchments in the region.

Figure 1.2 | Climate risk index in Tairāwhiti, by catchment

The diagram shows the level of climate change risk for each of the catchments in the region.



$110 million

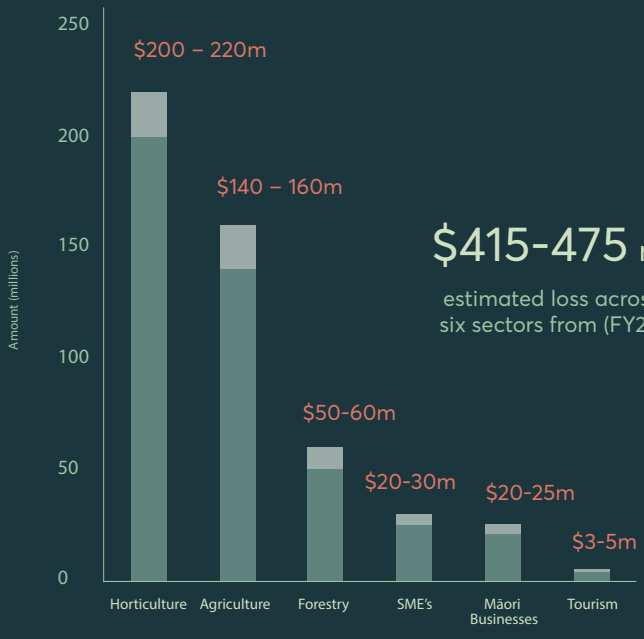
spent by the Government to clean up silt and debris in Tairāwhiti

$137.8 million

spent by GDC related to weather events (FY22-FY24)

$1.2 billion

is the estimated total lifetime response and recovery costs from weather events



$415-475 million

estimated loss across these six sectors from (FY23-FY26)

These sectors in Tairawhiti's represent:

- 38% of GDP
- 44% of employees
- 86% of businesses
- 74% of land use

ECONOMIC COSTS OF NATURAL DISASTERS

New Zealand's spend on natural disasters is heavily skewed towards recovery over resilience.

Since 2010, New Zealand has incurred $64 billion in costs from natural hazards. A report commissioned by IAG found that of this, at least $19 billion came from the Government, $14 billion from public insurance schemes, and $31 billion was spent by private insurers. Adjusted for inflation, that's an average of $5.5 billion per year – with roughly half of the bill falling on the Government.[8]

These figures do not include substantial local government spending, nor do they capture the indirect social and economic costs of disasters. Deloitte modelling suggests these wider impacts – lost productivity, disrupted education, and long-term mental health effects – could add at least 50% to the total.[9]

Furthermore, about 97% of the Government's spending was reactive – directed at responding to and recovering from natural disasters; meaning only 3% was spent on risk reduction and resilience measures designed to reduce the impacts of future events.

The figures make it clear: we cannot afford to remain reactive. International research shows that every $1 invested in risk reduction saves at least $4 in response and recovery.[10] The case for proactive action has never been stronger.

Looking at Tairāwhiti alone,

- Across 6 primary industry sectors dominating Tairāwhiti, from 2023-2024, economic losses are estimated at around NZD $415 – 475 million[11]
- GDC incurred at least NZD $137.8 million for weather events response and recovery, with a total cost estimate of approximately $1.2 billion over several years [Sapere]
- Crown support package:

TAIRĀWHITI IS SLIPPING AWAY

Tairāwhiti has some of the highest sedimentation rates on the planet.



Section of Wairoa River before (1st) and after (2nd) Cylone Gabrielle and elevation change (3rd).

The steep and fragile terrain of the region makes it not only one of the most erosion-prone regions in the country, but in the world. For instance, the region's three main river catchments discharge a combined 55 million tonnes of suspended sediment annually, with the Waiapu River alone carrying around 35 million tonnes – one of the highest sediment yields in the world[12]. An impressive number, but not for a good reason.

Cyclone Gabrielle's record rainfall laid bare the scale of this vulnerability. The intensity and duration of the rainfall caused rivers to swell, triggering soil erosion and floodplain sedimentation on a scale unseen since Cyclone Bola in 1988. Satellite imagery indicates over 100,000 landslides swept through the region, with an estimated 1,000 tonnes of soil displaced per landslide.

In the days and weeks that followed, vast plumes of turbid floodwater spread along the coastline, choked with woody debris and forestry slash[13]. The accumulation of sediment and logs smothered the seafloor and disrupted fisheries.

However, this isn't new; the series of heavy rainstorm events in Tairāwhiti and Wairoa over the years have cumulatively caused severe damage and destruction in the region's waterways. This has contributed to poor water quality, habitat destruction, and greater risk from intense flooding in future events. Although sedimentation occurs regularly (and, to an extent, naturally) as a result of regional geology and geography, the volume of sediment entering waterways following severe weather events in the region is absolutely catastrophic.

Cyclone Gabrielle drove this home with brutal clarity: NIWA's research[14] shows that Ūawa/Hikuwai riverbanks alone eroded 220,000m^3 of sediment along just 9.1km of its banks – or 1,500 dump truck loads for each 1km – while the Wairoa River lost a further 140,000m^3. They found that where tall trees or vegetation were removed, there was typically much larger bank erosion or collapse, suggesting land use is a factor.

Cyclone Bola had already laid bare the same pattern decades ago, with soil loss concentrated on pasture and immature plantations.

[Insert title]

[Date]

Photo credit: Gisborne District Council





[Insert title]

[Date]

Photo credit: Gisborne District Council

WHEN THE FOREST COMES DOWNSTREAM

Farmers in the Uawa catchment said that Cyclone Gabrielle marked their tenth "slash" event in just the last 3 years.

Tairāwhiti – its hills, bridges, streams, rivers, beaches, properties, orchards, roads, and other urban areas – was not spared by the mobilisation of woody debris after the cyclone. According to the community, woody debris are the main cause of damage to infrastructure following heavy rain as, unlike silt and sediment, debris cannot flow through obstacles such as fences and bridges. This is evident given that since 2017, for 59 of the 60 bridges adversely affected, damaged or destroyed these events were caused by woody debris.

While studies are ongoing to assess the full impact, it's estimated that approximately 1.4 million tonnes of large woody debris (LWD) was present in hill and water catchments across the region. And that's just LWD. By definition, LWD refers to woody material over 15cm in diameter, irrespective of species and is a term used internationally to describe logs from various sources mobilised within a catchment.[15] Other types of woody debris falling outside of this definition – from bark fragments to stems – are widespread across the region but are not included in this estimate, meaning the total volume of debris is likely much higher.

Locals report that most of the woody debris that accumulated on land, river banks, against bridges and on the foreshore are made up of pine debris, thus classifying it as forestry slash. Slash is tree waste left behind after commercial forestry activity. Again, locals' assumptions are backed by a variety of formal assessments; however, exact proportions and sources remain subject to debate (see table below).[16,17]

Location	Proportion of Pine
Wairoa River mouth	90%[9]
Mahia Beach	44%[10]
Tologa Bay	81%[11]
Tokomaru Bay and Tikapa	51%[12]
Waikanae Beach	70%[13]

To this day, even after over $110 million in Government funding and the removal of over 440,000 tonnes of mostly woody debris and sediment[18], this problem remains far from resolved. Woody debris continues to come ashore on the beaches, either with more frequent and intense storm events or over time as vegetation makes its way into the rivers and onto the beach. Excess wood and large logs on the beach and at the shoreline pose a significant health and safety and environmental risk, as well as impacting the look and use of the beach. This is a region-wide issue.

HOW LAND USE SHAPED TAIRĀWHITI FOREVER

Land use has largely followed export demands – from livestock farming, to pine plantations and now carbon farming.

While each shift has been aimed at keeping land profitable, it has often ignored the limits of the land itself.

Along with active tectonics, the region's geology and soils are naturally highly erodible; however, based on a plethora of studies, this natural erosion is agravated by the historic clearing of native forest and change in land use.[19]

European colonisation in the mid-18th century led to widespread deforestation across Tairāwhiti, with most land converted to pasture by the early 20th century. This large-scale clearing of native bush led to substantial erosion problems, river infilling, flooding, and a loss of soil fertility on the hills.

From the mid-20th century, eroding farmland was converted to exotic plantation forestry, predominantly radiata pine, as a way to stabilise unstable hillsides, located right up to the edge of the waterways [MILU].

Decades later, having reached rotation age, these forests are being harvested, once again exposing the hyper-fragile land to erosion. Wide-scale clear-felling – cutting down every tree in a designated area at once – removes the canopy that cushions rainfall, and destabilises the root systems holding the soil together.

The risks don't end there. Leaving exotic forestry to mature can also cause problems, particularly in the context of carbon farming. Rising carbon prices and NZETS incentives have made radiata pine the "tree of choice" for private investors in Tairāwhiti, valued for its low costs, rapid growth, and high carbon uptake [MILU].

Yet while these plantations store significant amounts of carbon and establish permanent forests, they are not without long-term consequences. On steep slopes, unharvested exotic trees can become a liability: once fully grown, their sheer weight risks destabilising the land rather than protecting it [MILU].

Changes in land use have generated several long-term sediment sources through landslides and gully complexes, which is discussed in further detail in the next two pages.

PAYING THE PRICE FOR LAND USE: LANDSLIDES

Landslides are not only a form of erosion in themselves, but also a trigger for further erosion, setting off a cycle of degradation that compounds with every major storm.

Erosion is the most visible and destructive legacy of land use in Tairāwhiti. Exotic forest harvestry and pastoral farming make the already hyperfragile land even more vulnerable to erosion. And here's why.

Harvested forestry land and young regenerating slopes shed far more sediment than mature forest, whether exotic or indigenous, because their canopy cover and root systems are not yet developed enough to hold the ground together.[20] As for pastoral farming, a few factors make the land more susceptible to erosion: loss of deep-rooted vegetation cover, nutrient depletion, and soil compaction [ref].

This process drives landslides. Widespread shallow landslides are common in areas with grasslands and exotic forestry.[21] During Cyclone Bola, some pasture slopes were reported to have lost 70% of their pasture to shallow landslides[22].

Thirty five years later, the same pattern emerged during Cyclone Gabrielle. The 2023 Rapid Land Assessment by Manaaki Whenua Landcare Research (MWLR), based on satellite imaging, laid the consequences bare:

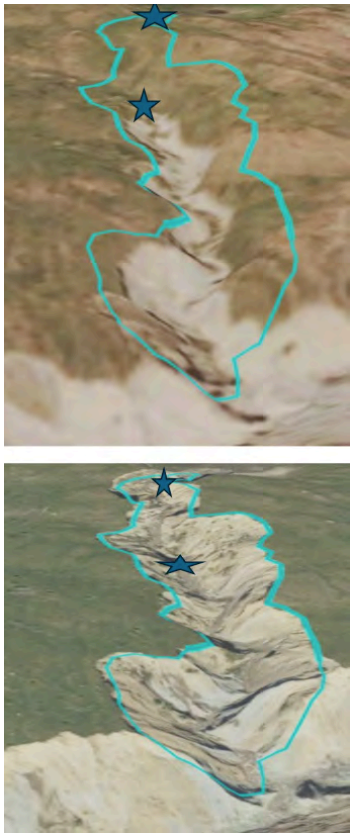
- Landslides were concentrated in areas where heavy rainfall fell on steep slopes without the protection of forest cover
- In Wairoa and Gisborne, areas where exotic forestry was harvested contributed a disproportionately high share of landslide scars
- In Gisborne coastal hill country, exotic forestry was ineffective at reducing landslide probability, with possible causes including: forestry management such as non-thinning, multiple rotations of forestry, and thin soils caused by a long erosion history.

The issue extends beyond forest cover and root protection; the infrastructure tied to forestry operations has left its own mark on the land. For instance, in the Uawa catchment after the 2018 severe weather, around half of the landslides in harvested areas were linked to forestry infrastructure such as haul roads, skid sites and landings. Even in established forests, this infrastructure accounted for about a third of landslides.[23]

The cumulative effect of landslides is stark: successive landslides have stripped away soil and vegetation, leaving behind expanses of bare ground. Many of these areas are now reduced to exposed bedrock – land that cannot be replanted, or where seedlings fail to survive long enough to form a protective canopy [MILU].

PAYING THE PRICE FOR LAND USE: GULLIES

Many of the largest gullies are an artefact of land use change dating back to the clearance of the indigenous forest following European settlement.



Untreated gully formed when heavy rainfall runoff cut into soft mudstone, creating a steep-sided channel. Blue stars mark the head of gully at its initial formation in 2017 (top) and enlargement by 2023 (bottom). [Marden, 2024]

One clear measure of erosion is the proliferation of gullies. Prior to large-scale forest clearance, gullies were insignificant; by 1957, more than 3,360 had been recorded.[24] Today, there are currently 1,449 active gullies comprising 2,279 ha – of which 220 formed since 2017.[25]

In 2009, GDC identified the land requiring erosion treatment as Overlay 3A (LO3A) – an area with a major problem of gullies.[26] In fact, the largest share of the total gully area linked to LO3A lies in the Waiapu catchment. What makes this significant is where these gullies are concentrated – they are closely tied to pastoral land and pre-2017 exotic forest, the two dominant land uses within the catchment and wider region.

What's more, in pre-2017 exotic forest, many of the largest and most active gullies remained unstable – either because reforestation had yet to stabilise gullies and/or earlier treatments were ineffective. So when these forests were later harvested and replanted ahead of the 2017–2023 storms, runoff from forestry landings and roads didn't just create new gullies; it also reactivated gullies that had previously settled under canopy cover. Ūawa was hit hardest, with more new gullies and bigger gully areas than much larger catchments.[27]

Gullies, along with earthflows and shallow landslides, are the primary sources of sediment in Tairāwhiti. Of these, gullies are by far the largest contributor [Marden 2024].

The scale of the problem is captured in research from 2008, which found that gullies in the Waipaoa, Waiapu and Uawa catchments accounted for 43%, 49%, and 54% of annual sediment loads respectively – even though gullies covered less than 3% of the land in those catchments.[28]

Gullies are not only a sediment source, but also a conduit to transport sedimentation to other channels downstream.

Despite decades of erosion-control funding, efforts have barely managed to hold the line against the relentless formation of new gullies and the expansion of old ones since they are hard to stabilise. Many have proven to be untreatable and will continue to be the most significant of all sources of sediment well into the future [Marden, 2008]

FORESTRY IN THE COUNTRY'S MOST FRAGILE SOILS

Around 55% of the production forests in Tairāwhiti are located on some of the most fragile and challenging soils in the world.

Outside Department of Conservation land, New Zealand has just over 590,000 hectares classified as very-high-erosion risk, often referred to as 'red-zone land'. Almost half of it – 287,000 hectares, or 48% – lies in the Gisborne region.

Of this, around 36% (104,000 ha) is in plantation forestry, representing roughly just 5% of New Zealand's forestry estate. The remaining 64% (183,000 hectares) is less clearly defined, but given the dominance of livestock in the region, much of it is likely used for hill-country farming.

More than half, or 104,000ha, of the plantation forests in the region are located on some of the most fragile and challenging soils on the planet; and no region in the country even comes close. In the closest region – Hawke's Bay – fewer than 10,000 hectares or around 6% of the region's production forests are on very-high-erosion risk soil [MILU].

We now know the consequences of using the land for plantation forestry and pastoral farming, there's plenty of evidence to back this up. Much of this land is simply too erosion-prone for current land use to be sustainable. GDC advised MILU that within the land already zoned very high risk, some areas have extreme susceptibility to erosion. To address this, the Inquiry recommended creating a new "extreme" erosion susceptibility layer in the Erosion Susceptibility Classification (ESC) – already referred to by some as the "purple zone."

It's clear that using such land for forestry or farming is not compatible with the goals of reducing soil erosion, managing woody debris mobilisation, or adapting to climate change.

Even if international best practices were adopted locally, there would still be land where unacceptable levels of soil loss and debris flows occur. The inherent geological fragility of this landscape is well documented, but that knowledge has not yet translated into land use or forestry practices that truly mitigate the risks.

Those from the forestry sector themselves acknowledge, with hindsight, that some areas in Tairāwhiti should not have been planted in commercial exotic forestry [MILU].. Some land should not have been harvested, and some areas already harvested should not be re-established in exotic plantation forestry.


Dr Murry Cave | Chief Scientists
Gisborne District Council

PERSPECTIVE: SCIENCE

[Interview with Dr Cave to be added]

REGULATORY FRAMEWORKS NEED TO CHANGE

Technical experts warn we have less than a decade to act before it's too late – urgent change to our regulatory frameworks is critical.

The National Environmental Standards for Commercial Forestry (NES-CF) sets nationally consistent rules for forestry activities such as planting, harvesting, earthworks, and slash management. It aims to create consistency across New Zealand by generally overriding local council rules, though it allows councils to impose stricter standards in specific circumstances (e.g., where a rule protects a specific site or addresses effects beyond the NES-CF).

On the other hand, Tairāwhiti Resource Management Plan (TRMP) is GDC's combined regional and district plan, regulating land, water, and resource use in Tairāwhiti. It provides local rules in areas where the NES-CF allows stricter standards, such as controlling forestry on highly erodible land or within riparian margins. It also covers matters the NES-CF does not, including protection of wetlands, discharges, biodiversity, and sites of cultural significance. Councils are responsible for consenting decisions under the regulations, as well as for compliance monitoring and enforcement.

Together, the NES-CF and TRMP form the regulatory framework for forestry in Tairāwhiti, with national standards setting the baseline and the district plan providing additional local provisions where applicable.

The MILU have observed that forestry activities have contributed to off-site effects, including increased sedimentation in waterways, slips on steep land, and downstream damage to infrastructure. These effects persist despite NES-CF and TRMP controls, indicating potential gaps in the regulatory framework. Furthermore, recent amendments to the Resource Management Act (RMA) place limits on TRMP changes and review processes available to GDC.

Technical experts, drawing on slope stability modelling and erosion risk assessments, advise that without urgent intervention, high-erosion-risk land in Tairāwhiti may experience irreversible soil loss and sedimentation over the next 5-10 years.

Put simply, we have less than 10 years to turn this around.

WE NEED TO PROTECT OUR VULNERABLE LAND

In order to minimise the impacts on Te Tairāwhiti's people and environment we must protect our most vulnerable land.



Images of pre-forestation (1961) and post-forestation (1972, 2004) of a medium-sized gully in Te Weraroa Stream, Mangatū Forest. [Marden & Seymeour 2022]

The combination of Tairāwhiti's vulnerable soils, steep terrain, and exposure to severe weather events means parts of the whenua are highly vulnerable to severe erosion. But some of our most fragile slopes and soils are still used for commercial purposes – both forestry and farming – with disastrous consequences in severe storms.

The best protection for our most vulnerable land lies in transitioning it to permanent woody vegetation, which can flourish in Tairāwhiti's fertile soils and hold the land together in the process.

The commercial forestry planted following Cyclone Bola in 1988 was intended to achieve this objective, and when the forest has grown sufficiently to close the canopy, it largely performs this function. However, the process of harvest and deforestation exposes the vulnerable soils once again, and much of the damage experienced during Cyclones Hale and Gabrielle came from these cut-over slopes.

So we know that woody vegetation can and does work to protect the whenua; it's harvesting that causes soils to be swept into the rivers and woody debris to be mobilised. Therefore, permanent retention of woody vegetation – either indigenous or exotic – is the key requirement.

As experience has shown us, there are three key requirements:

- **We must establish woody vegetation**, as grasses and pasture lack the strength to hold Tairāwhiti's fragile soils together in major rain events
- **We must leave the woody vegetation in place**, rather than clear-fell harvesting it. Once trees have grown to the point of a closed canopy, they protect the soil – but if soils are exposed through clear felling, protection is lost and large-scale soil erosion occurs
- **We must plant species that will not overload the steep slopes** as they mature. In many cases, exotic species grow rapidly in Tairāwhiti's fertile soils, but sometimes to the point where the tree becomes too heavy for the slope to bear in wet weather, precipitating collapse.

These requirements still allow for commercial activities on vulnerable land – such as apiculture – but not for large-scale harvesting of the woody vegetation protecting the soils.

THE LAND MUST BE TRANSITIONED

Transition means a permanent change to the way we use the vulnerable land in Te Tairāwhiti.

Land use in Tairāwhiti cannot continue as it is – a transition is necessary. Transition means retiring our most vulnerable land from the traditional farming and forestry activities that permanently or periodically leave soils exposed to major rainfall events, which wash away millions of tonnes of valuable topsoil.

Simply stopping the unhelpful practices won't immediately alter the outcomes. We require a different vision of how we inhabit and use the whenua, which entails a proactive and positive programme of change, as it won't happen without intervention. The starting point is knowing the risk.

Land Overlay 3B (LO3B) is a long-standing zoning tool used by GDC that identifies highly erosion-prone hill country, restricting land use on slopes most vulnerable to slips and degradation. Following severe weather events and the MILU findings, it became clear that additional measures were needed.

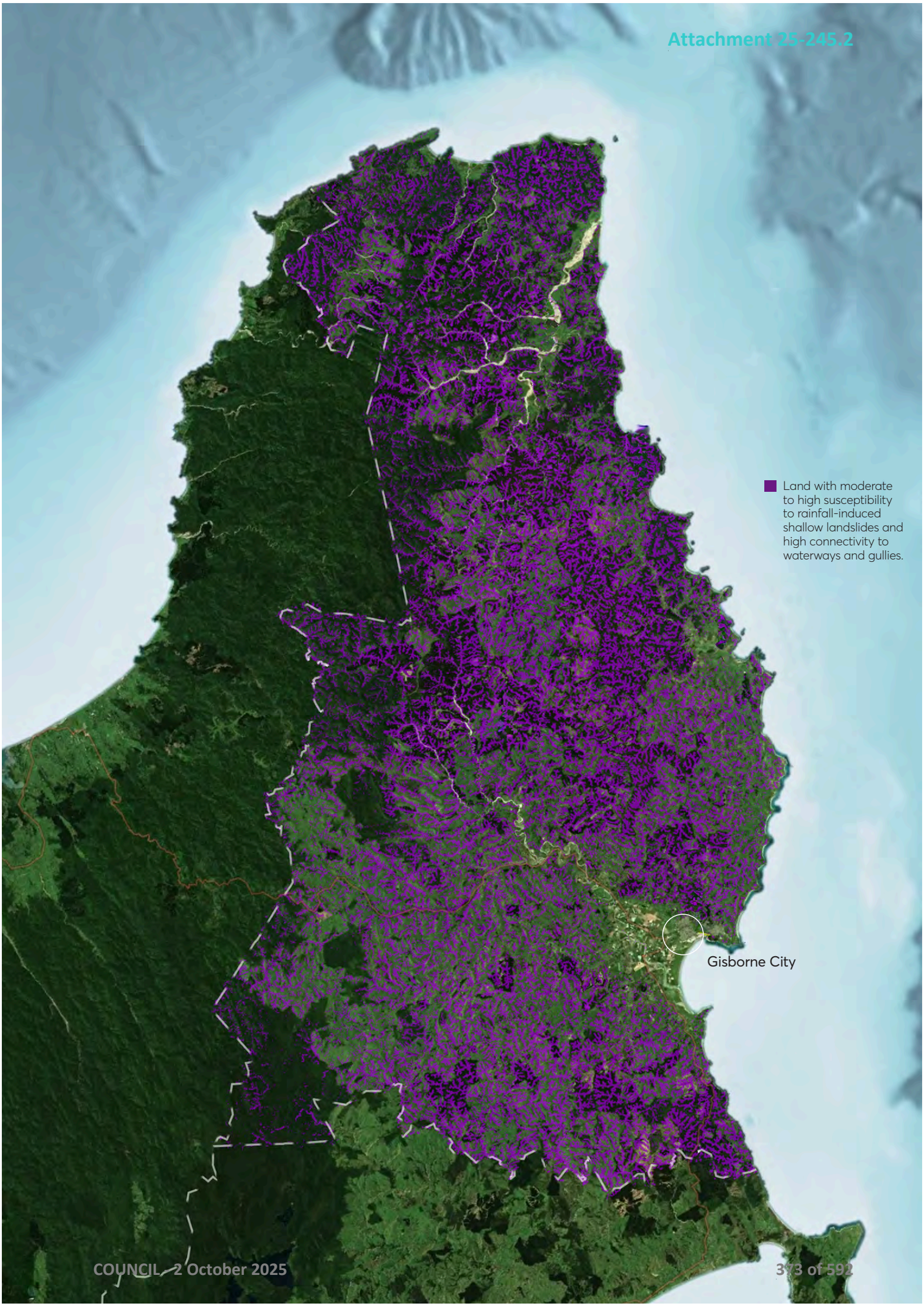
Manaaki Whenua – Landcare Research (MWLR), at the request of GDC, has mapped and modelled the region's topography, identifying between 60,000 and 100,000 hectares of high priority land that needs to be transitioned to permanent vegetative cover[29]. The Indicative Transition Zone v1.0 (ITZ) maps moderate to severe landslide susceptibility with high connectivity to waterways and gullies that are vulnerable to erosion and collapse during major rainfall events.

While LO3B identifies areas of severe erosion risk and restricts certain activities, the new ITZ goes further by identifying land not yet classified as off-limits but which requires transitional management, where extra caution, controls, or investigation are needed.

The ITZ is GDC's first cut at a transition framework, as a way to bridge the gap between existing zoning rules and the reality of risk on the ground.

Modelling is not and cannot be definitive – so GDC intends working one-on-one with landowners across Tairāwhiti to ground-truth the extent of the ITZ. In practice, this means walking the whenua with landowners and geomorphology experts to collectively agree the areas of vulnerability, some but not all of which will have been identified by the modelling. In every case, there will be the ability to both add and remove areas from the ITZ based on their vulnerability. The purpose is to agree the extent of the area we need to designate, so we can protect the land by changing how we're using it.

The next iteration of the ITZ will be mapped and incorporated in an upcoming change to the TRMP. This will be a public process allowing landowners and other interested parties to have input into the extent of the ITZ designation, and into the permitted uses for the land. How this works is described later in the document.


Land with moderate to high susceptibility to rainfall-induced shallow landslides and high connectivity to waterways and gullies.
Gisborne City

THE PATH TO THE LAND USE INQUIRY

Mana Taiao Tairāwhiti crystalised more than a decade of community concern into a call for a full inquiry into land use.



Satellite images of Tolaga Bay in 1984 (top) and in 2016 (bottom)[30]

Leading up to the storms in 2023, there had been at least a decade of community concern about forestry slash and erosion from Tairāwhiti residents, landowners, and hapū. Despite repeated storm damage and the resultant public outcries, central and local government failed to act decisively.

On 6 January 2023, Cyclone Hale hit the region and caused widespread damage from flooding and forestry slash. In response, local residents formed Mana Taiao Tairāwhiti (MTT) to demand systemic change to land use rules and forestry regulation. Less than three weeks later, MTT presented a petition to Gisborne District Council (GDC), calling for:

- An independent inquiry into slash and sedimentation
- A review of GDC's land use rules
- Tairāwhiti to pilot stronger, region-specific RMA rules and be supported by central government to transition land use.

MTT also asked GDC to use Enforcement Orders against forestry companies.

The petition is supported by widespread community concern with 10,000 signatures.

In early February 2023, MTT met with Ministers and government agencies and called for a fully independent inquiry, set against a backdrop of growing public and political pressure for a full investigation. MTT emphasised the disaster is a failure of land use policy and regulation—not just climate-related weather events.

On 13 February 2023, Cyclone Gabrielle smashes into the country and causes catastrophic damage across Tairāwhiti and Hawke's Bay. Forestry slash once again causes widespread destruction of homes, roads, and rivers. MTT's petition gains over 12,000 signatures and national attention.

A month later, Cabinet approves the Ministerial Inquiry into Land Use (MILU) in Tairāwhiti, Turanganui-a-Kiwa and Te Wairoa, to be led by MFE, MPI, TPK, and LGNZ. Chaired by Hekia Parata, alongside Matthew McCloy and Dave Brash, the Panel reported back in May 2023.

THE MINISTERIAL INQUIRY INTO LAND USE

In response to the impacts of Cyclones Hale and Gabrielle, Cabinet commissioned the Ministerial Inquiry into Land Use.

The MILU's purpose was threefold:

- **Investigate historical and current land use practices** (forestry, farming, and other activities) in Tairāwhiti and Wairoa
- **Assess the environmental and economic impacts** of forestry slash and sedimentation
- **Recommend changes** to land use and forestry management to make the region more resilient to future extreme weather.

Initial site visits included aerial surveys with technical experts, road trips along State Highway 35, and first-hand experiences of damaged infrastructure. Public engagement was placed at the heart of the process. The MILU began by meeting with regional leadership, mana whenua, local authorities, petitioners, and sector leaders, followed by hui and community meetings in Te Araroa, Ruatōria, Tolaga Bay, Tokomaru Bay (online), Wairoa, Gisborne, and Ngatapa.

Over eight weeks, the Panel met with around 50 communities and groups – involving roughly 500 people – and received 318 written submissions. Stakeholders included land-use experts, iwi companies, land incorporations, council representatives, Jobs for Nature teams, forestry workers, consultants, contractors, and environmental innovators. The Panel also engaged with technical specialists on the Emissions Trading Scheme and broader economic, regulatory, and environmental settings.

Engagement methods were deliberately flexible: open hui, council meetings, drop-in sessions, and even informal conversations in public spaces. Discussions centred on both immediate and long-term concerns – from managing woody debris, slash and sedimentation, to reshaping land-use regulation, economic incentives, and pathways for a just transition. Balancing technical evidence with lived experience was a deliberate choice, ensuring that community voices were heard alongside expert advice.

Woody debris, sediment, and waterways

Taskforce & coordination	• Establish a Woody Debris Taskforce to manage clean-up, reduce risks, and respond to future debris events in Wairoa and Tairāwhiti. Prioritise local employment • Investigate equitable funding between contributors, councils, and central government

Council support & flood management	• Provide funding to Gisborne District Council (GDC) and Hawke's Bay Regional Council (HBRC) for:
	  • Flood-capacity assessments and risk fixes
	  • Developing a long-term sustainable funding model for waterway management

River restoration & legal recognition	• Introduce legislation to restore and maintain Waiapu and Waipaoa Rivers, including legal personality for the rivers and a governance entity to act on their behalf

Infrastructure

Transport maintenance & resilience	• Ensure SH35 and SH2 maintenance and renewals in the next GPS/NLTP • Align with Regional Spatial Strategy (RSS) outcomes and resilience plans • Allow fund flexibility during emergencies and prioritise local infrastructure providers

Regional policy & resilience planning	• Enable Tairāwhiti-specific policies for connectivity, resilience, and high-value production.
	• Develop and fully fund a resilience plan for SH35/SH2 by end of 2024, integrating:
	  • Te Ara Tipuna (Ngāti Porou partnership)
	  • E Tipu E Rea – Ngāti Porou Food & Fibre Hub
	  • Te Araroa Kahui Kupenga Marine Facility & barging facilities

Water & energy security	• Introduce legislation to restore and maintain Waiapu and Waipaoa Rivers, including legal personality for the rivers and a governance entity to act on their behalf

Land use

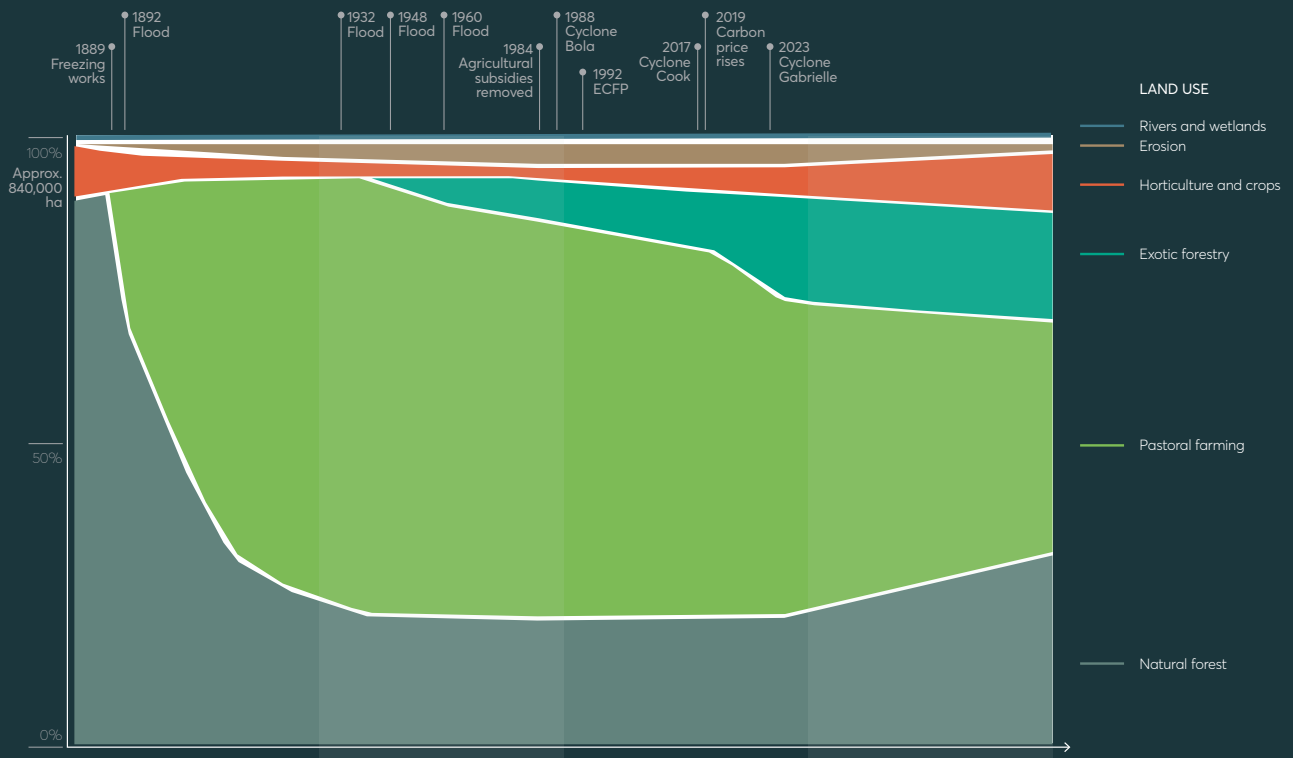
Sustainable land management	• Include land-use policies supporting mosaic, catchment-specific uses • Produce high-resolution soil erosion maps, including "purple zones" for extreme erosion • Transition highly erodible land to permanent canopy cover (native forest) • Focus on gully erosion stabilisation across all land uses • Roll out freshwater farm plans to reduce sediment loss, stabilise hills, and improve riparian management

Regional plan reviews & water allocations	• Review Tairāwhiti and HBRC regional plans to:
	  • Implement inquiry recommendations
	  • Introduce land-use rules for extreme erosion areas
	  • Strengthen riparian management on farms and plantations
	  • Control permanent exotic monoculture forests for ETS carbon farming
	• Provide equitable resource allocation for ground and surface water to support high-value land use
	• Expand Jobs for Nature and Raukumara Pae Maunga programmes to meet regional needs

Forestry

Harvesting restrictions & regulatory changes	• Restrict large-scale clear-felling, favour staged coupe harvesting.
	• Modify the RMA via Orders-in-Council to:
	  • Classify plantation forestry in red/orange zones as restricted discretionary.
	  • Allow review of consents and harvest plans without prescriptive processes.
	  • Apply similar measures in Wairoa District as advised by HBRC.

Regional policy & resilience planning	• Review existing and prospective forestry consents in GDC to manage risks • Review GDC's compliance monitoring and enforcement strategies to ensure effectiveness and resourcing • Align NES-PF and regional plan reviews for coherent national/regional rules
Accountability & investment oversight	• Request FSC explanation for continued certification of companies with environmental breaches • Review Overseas Investment Act criteria to prioritise long-term, responsible forestry investments • Reassess OIO decisions (e.g., Hikurangi Forest Farms) where processing plant conditions were not carried over



THE DISTANT PAST

Prior to human settlement, the land was around 80-90% natural forest. Māori used some of the flatter land for growing crops such as kumara, yam and flax. There was some presence of erosion in natural forest, mostly evidenced by the creation of gullies.

THE RECENT PAST

Natural forest began to be cleared in the late 19th century to make way for livestock farming, with wide scale land clearance reaching a peak around 1938, falling off during the Second World War before increasing again. Land "improvement" for livestock occurred well into the 1980s, which saw the removal of farm subsidies. Exotic trees began to be planted around the 1930s, gathered pace in the 1960-1985 period with the ECFP. Peak exotic tree planting took place between 1992-1995.

THE PRESENT

Land use is influenced by the historical practice of farming livestock and high commodity prices for meat, as well as changes to the NZ ETS and the rising price of carbon which favours exotic forestry for both production and carbon. Widescale destruction occurred with many exotic trees planted post Cyclone Bola being harvested, leading to increased erosion.

THE FUTURE

A sustainable landscape with patterns of biodiverse mosaics, in which the region and the people thrive and prosper.

Figure 1.3 | Illustrative trends in land use in Tairāwhiti

The diagram shows how land use has changed in the region, including major events that have helped shape the landscape.
[source]

THE COMMUNITY EXPECTS PROGRESS

The Tairāwhiti Citizens Assembly affirmed the community's desire for action and inclusion.



Sediment, slash and erosion were not only destroying whenua and waterways but undermining the safety and livelihoods of communities. A collective of people has come together to tackle one of the region's most pressing challenges: how to heal the whenua while preparing for a changing climate.

The MILU highlighted the the scale of damage from forestry practices and unsustainable land management, and made clear that top-down fixes would not be enough. Local voices had to be at the centre of shaping solutions.

The Tairāwhiti Citizens' Assembly was created to do just that. A deliberative democratic process convened to ask "*What is a fair way to manage land-use transition in the region?*" by bringing mana whenua, community organisations, and Council into the same room. Run by Te Weu Charitable Trust in partnership with GDC and supported by Koi Tū: The Centre for Informed Futures, the Assembly recruited a randomly selected, representative group of citizens to deliberate on behalf of the region.

Over six months, members sat and listened to science, mātauranga Māori, and lived experience. Their conversations didn't stop at land use alone – the Assembly has also grappled with broader issues of fairness, climate resilience, and how communities share in both the risks and the benefits of transition. But the focus remained clear: Tairāwhiti cannot afford business as usual on the whenua.

The outcome is a bold set of Calls to Action. It is a collective vision that puts power back in the hands of communities and insists on urgent response from Government, Council and the forestry industry.

The Assembly does not replace statutory planning, but it adds something the official process cannot: a community-anchored perspective that bridges policy with values and ensures tangata whenua voices and lived realities shape the region's future.

Calls to action: in scope for the Transition Programme

Let us lead	
To strengthen the role of Te Tiriti o Waitangi as a living framework for partnership and shared leadership in our region.	Fully
To uplift Te Mana o Te Tairāwhiti – the voices of those most connected to the whenua, tangata whenua, hapū, and our communities.	Partially
To acknowledge the ongoing impacts of past decisions on tangata whenua and work together to restore balance and build trust.	Partially
To implement regionally specific policies that reflect our unique geography, values, and needs.	Partially
To respond meaningfully to the MILU recommendations with transparent, public reporting on progress.	Partially
Let us heal	
To acknowledge the lasting harm caused by land use decisions that disregard our environment and community wellbeing – especially for tangata whenua.	Partially
Let us regenerate	
To prioritise environmental restoration before commercial return, placing the health of the land and waterways at the centre of all decisions.	Fully
To identify and protect vulnerable headwaters, riparian zones and erosion-prone landscapes as ecological taonga.	Fully
To support succession planting and layered forest systems using native species where possible, restoring balance and biodiversity.	Fully
To unlock nature-based finance – including green bonds, ecosystem service payments, and biodiversity credits – so that regeneration is resourced at scale.	Partially
To train and grow a local workforce for nature-based jobs, restore catchment boards, and fund pest management as core regional infrastructure.	Fully
Let us decide	
To uphold the right of communities to define how industries operate in our region with practices that restore, not deplete, the whenua.	Partially
To resist national standards that ignore local realities and undermine our region's ability to protect fragile landscapes, waterways, and communities.	Partially
To ban clear-fell forestry on erosion-prone land and prevent intensive land practices that accelerate degradation.	Fully
To support the shift toward continuous cover forestry, regenerative farming, and selective harvesting grounded in ecological care and place-based knowledge.	Fully
To strengthen GDC's capacity and commitment to monitoring and enforcement, ensuring all land-based industries are accountable to local expectations and environmental limits.	Partially
Let us shape the future	
To fund large-scale landscape regeneration rooted in indigenous knowledge – including locally-led catchment scale pilots.	Fully
To support long-term, precision monitoring of our freshwater, coastal, and regenerating ecosystems and to ensure the data is transparent, accessible, and valuable for local decision-making.	Fully
To back research that reflects the specific realities and opportunities of Tairāwhiti, not just generalised national frameworks.	Fully
To evolve a decarbonised, nature-enhancing economy grounded in the potential of the indigenous bioeconomy, sustainable enterprise, and ecosystem services.	Partially
To support the development of local talent and workforce pathways, connecting rangatahi and workers to meaningful, nature-positive careers.	Fully
To invest in new tools and technologies that reduce emissions, enhance efficiency, and enable land-use decisions that are smarter, fairer, and future-proof.	Partially
To demonstrate that wise investment in land-use transformation today will deliver long-term benefits – locally, regionally, and nationally.	Fully



Renee Raroa | Board Chair, Te Weu Charitable Trust
Convener, Tairāwhiti Citizens Assembly

PERSPECTIVE: COMMUNITY

What's the community's perspective on land use change and doing things differently in Tairāwhiti?

What I heard from the Citizens Assembly process is that the people of this place feel deeply connected to the land, and we feel we have unique solutions for some of the challenges that we're facing.

I think the citizens of Tairāwhiti want to be involved in the decision making around land use, and want to be involved in the distribution of resources, and have a real commitment to ensuring that the decisions that we make today aren't just for ourselves, but are for our future generations. Those are the very strong messages that came through the Citizens Assembly process.

What do you think the mood of the community is when it comes to our vulnerable land?

For the most part, I think the mood of the community is to stop letting big industry and big money dictate the decision making in our region.

And more than anything else, to allow our land to heal. We heard loud and clear that bringing back the native forest cover for our land is what our people want.

This seems quite obvious from a community perspective, even though it gets more complicated as we discuss this with industry and the government. But from a community perspective, it's like, why wouldn't we just ensure that our most vulnerable land is protected again? Why would we continue to allow extractive land uses?

The community wants to remind decision makers that it's not just about our land, it's about our whole identity as a community. So the issue of how we use the land is almost an indication of how we see ourselves, and what prosperity really means in this place.

And so I think the Tairāwhiti community wants to remind decision makers that we are the people here in this place, and we've been here for a long time and we're not going anywhere. We have to live intergenerationally with the choices that we're making today. Therefore, please carefully consider those choices, because we're the people who will bear the consequences, good or bad. Because we understand the interconnectedness of people with place, and we need the flora and fauna of our place being protected as part of our identity as community members.

THE REQUIREMENT FOR URGENCY

The scale of the transition is significant, so we need to move at pace.

The MILU warned that the major topsoil loss from Tairāwhiti's vulnerable slopes was unsustainable, and that action needs to be taken within a decade to stop and then reverse the damage. This is a pressing call to action.

As the preceding pages show, the issues of erosion and sedimentation have specific causes in the way we are currently using the land – but the land uses of farming and forestry are widespread and have developed over many decades. So changing the traditional ways of doing things will necessarily be large-scale and somewhat complex.

However, complexity does not diminish urgency. So the transition programme sets out to be ambitious in both impact and timeframe, whilst ensuring the work is done efficiently and well.

Because speed is important for both the environment and the people, we need to leverage the ability of the whenua to heal itself as much as possible; we must nurture and facilitate regeneration across the ITZ. This speeds up the process of transition and gives us the ability to work with nature, at scale.

The following section sets out how this will work in practice.



[Insert title]

[Date]

Photo credit: Gisborne District Council

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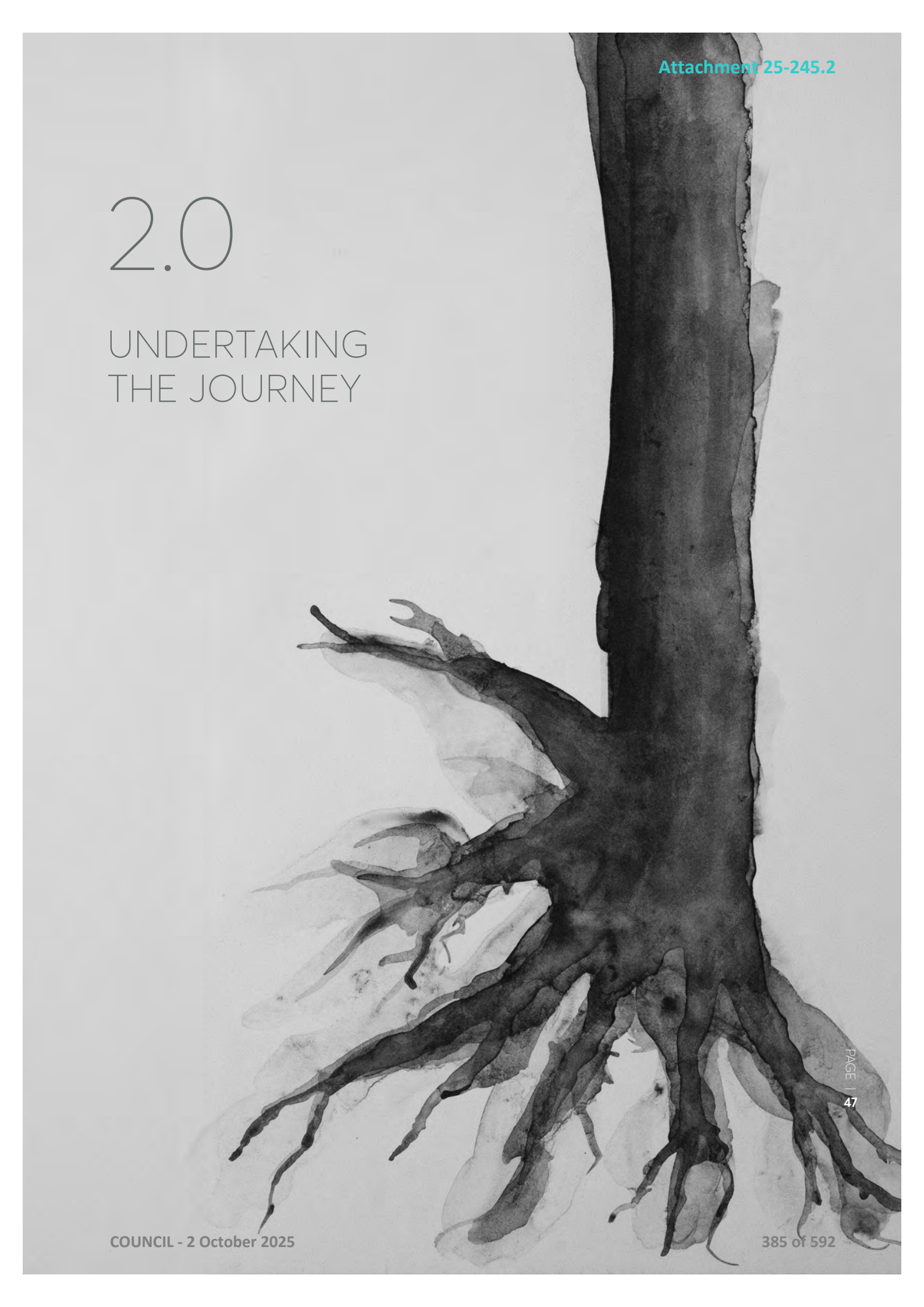
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2.0

UNDERTAKING THE JOURNEY



MAKING THE TRANSITION HAPPEN

Transition will require positive intervention, as it's not just a case of stopping what we're doing.

Our traditional uses for the vulnerable land of Tairāwhiti are unsustainable and need to change – but simply stopping the unhelpful practices won't immediately alter the outcomes. We require a different vision of how we inhabit and use the whenua.

This requires a proactive and positive programme of change, as transition won't occur without intervention. And as we live in a world shaped by financial and resource constraints, we must develop a programme that uses the resources we have – human, financial, and natural – as efficiently and as effectively as possible.

In order to develop a robust and effective way forward, GDC convened the Transition Advisory Group (TAG) to consider a range of options for how a transition programme can be designed and implemented. The TAG is made up of a range of sectoral, community and scientific representatives, and has received further input from specialists with domain knowledge in a variety of fields.

The brief for TAG has been to advise on the approach and purpose of a clearly defined transition programme, starting with the scope and intent; and proceeding through the various components to identify the appropriate options for structure, delivery, funding, and governance. Doing so has involved a series of hui over a six month period in 2025, and information about the process and the participation of the TAG members is contained in the Technical Appendix.

This section starts with the scope of the transition programme, and provides an overview of the options considered and the preferred approach for each of the components. It also sets out the constraints for the programme, focused on how the transition interacts with the regulatory framework.

THE SCOPE OF THE TRANSITION PROGRAMME

There are options for the transition programme and the pathway to the desired future state.

The very minimum we can do is to prevent further degradation of the whenua and the awa, by focusing our transition activities on the most vulnerable land using interventions that have the greatest impact. This is the sensible and prudent thing to do in order to minimise the harms from sedimentation and woody debris.

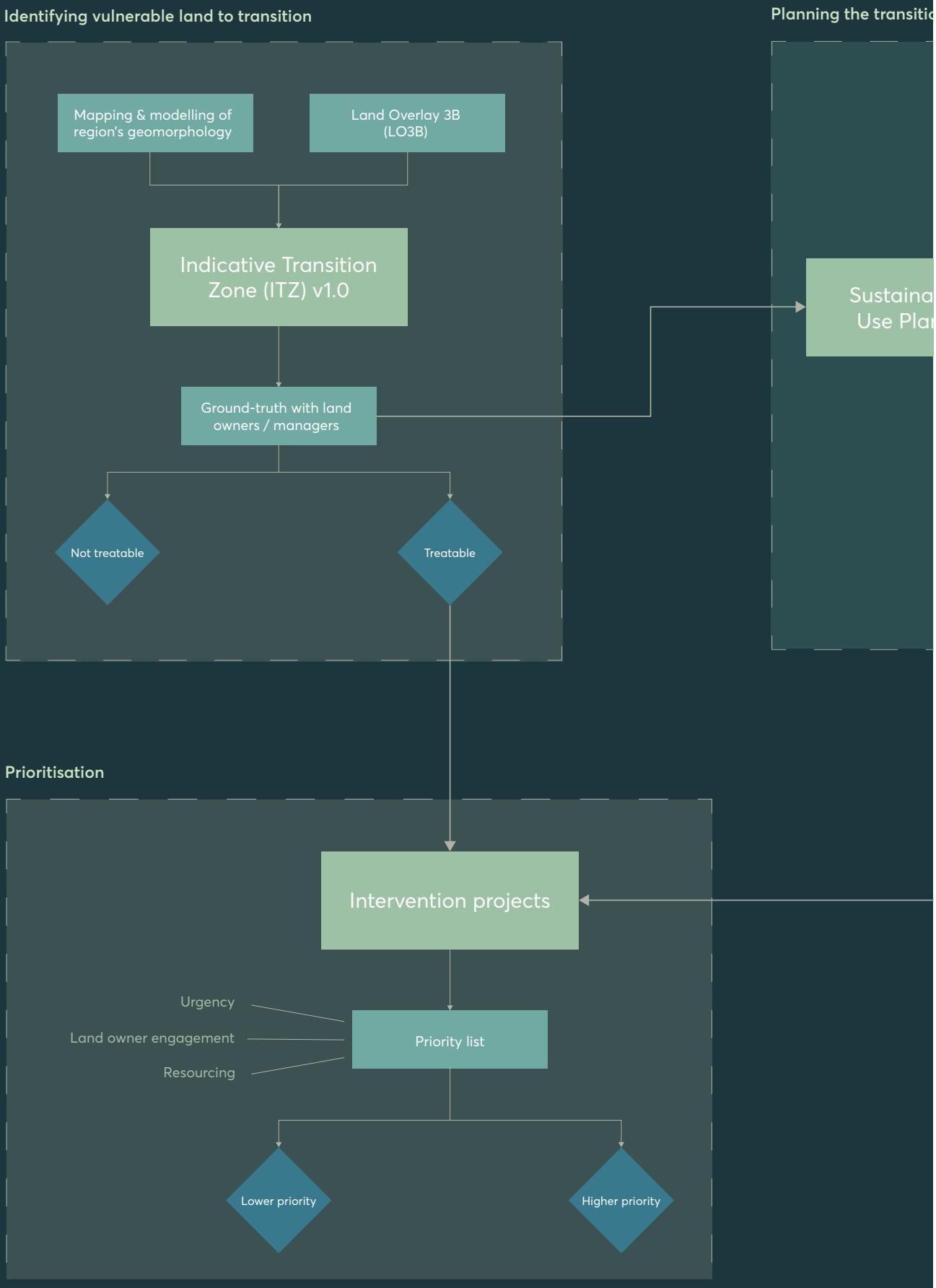
The first step is to define the minimum acceptable solution – how much land, in what kind of vegetation – and assess the work needed to achieve this. The definition of the Indicative Transition Zone and the objective of establishing permanent vegetation cover set the boundaries of the minimum solution.

However, the minimum solution is unlikely to deliver the desired future state for Tairāwhiti, or for Aotearoa, or even for the investment community. There is a strong desire and strong rationale for extending the transition to a full biodiverse regeneration of the whenua and awa – to achieve an optimum solution.

The TAG analysis highlights that the minimum acceptable solution is the first step on a much longer journey towards a very different landscape with a self-sustaining indigenous ecosystem. This solution has additional benefits over the do-minimum approach, notably:

- The level of protection achieved for the soils of Tairāwhiti is significantly greater under an apex temperate rainforest, compared to any other solution
- The levels of carbon sequestration achieved by temperate rainforest are significantly higher than with other vegetation types, and appear to be the highest of all forest types
- Development of a full indigenous ecosystem is likely to be more attractive to the international investment community as biodiversity markets develop.

The consensus of TAG is that the transition programme should commence with a focus on immediate protection, with a realistic and achievable pathway to a fully self-sustaining and diverse indigenous ecosystem, noting the significant timescales that will be needed to achieve this. The pathway is outlined on the following page.


Identifying vulnerable land to transition
Planning the transiti
Mapping & modelling of region's geomorphology
Land Overlay 3B (LO3B)
Indicative Transition Zone (ITZ) v1.0
Ground-truth with land owners / managers
Not treatable
Treatable
Sustaina
Use Plar
Prioritisation
Intervention projects
Urgency
Land owner engagement
Resourcing
Priority list
Lower priority
Higher priority

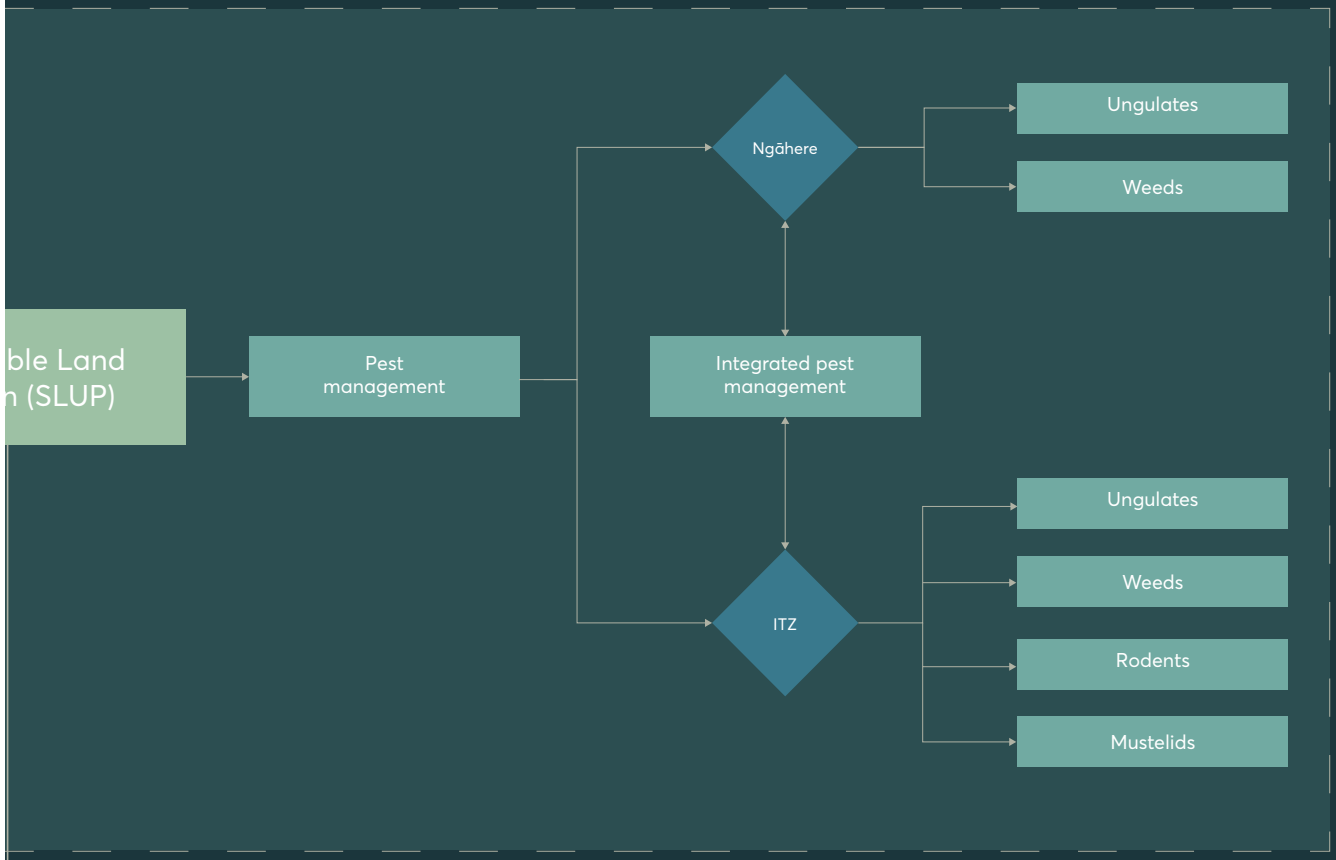


Figure 2.1 | Transition logic diagram

The diagram shows the logical flow from mapping of the transition zone through to the pest management and intervention projects.
[interim diagram only, to be updated]

PROGRAMME SCALE AND DELIVERY APPROACH

The Tairāwhiti Resource Management Plan will provide the framework for transition.

In order to transition perhaps 100,000 ha of vulnerable land, the transition programme needs to undertake a number of roles, including:

- Planning the transition on a wide range of land types in conjunction with landowners
- The prioritisation and scheduling capability to manage the sequence of transition work across Tairāwhiti over a number of decades
- Developing, employing or contracting the workforce required to transition different types of land using the options in the guidelines, alongside landowners and other delivery organisations
- Assisting landowners to scope, plan and deliver the work required as part of the transition process
- Identifying, planning and resourcing the work needed to maintain the land as it is transitioned, to the point it is self-sustaining
- Developing necessary policy and regulatory supports for the programme, alongside regulators and other stakeholders

And following on from the scope assessment, the transition programme must perform these roles in a range of areas, including:

- Pest management initiatives for undesirable plant and animal pests, focused on both an immediate step-change in pest impact and long-term control
- Intervention projects focused on high-risk or problematic areas, such as gullies, with both short-term control and longer-term remediation
- The science and evaluation function that is needed to help design programmes and interventions, evaluate their effectiveness, and collaborate with external organisations.

In order to function effectively in the Tairāwhiti community, the transition programme needs to develop and maintain effective working relationships – building from the wide collaboration networks already operating – and have locally-led governance and management.

These roles and functions are brought together into a preferred configuration, shown on the following page and discussed in more detail in the next section of the document.

Figure 2.2 | Transition programme diagram

The diagram shows the functional elements of the transition programme, described on the preceding page and in more detail in the next section of the document.



THE PROGRAMME DESIGN PROCESS

The TAG considered a range of options using a multi-criteria analysis approach.

Using the standard methodology in the Better Business Case methodology, the TAG discussed and evaluated a full range of options for programme design and delivery, in a series of structured and facilitated hui. These were:

1. Scope and scale

This hui agreed the scope and scale of the transition: which land, into what kind of permanent vegetation, how quickly, and using which methods. The output forms the backbone of the business case.

2. Delivery and sizing

This hui assessed the options for delivering the transition at the necessary level of scale and speed. The kōrero focused on the "how" – people, resources, capability, support, logistics and the mechanics of making the programme run.

3. Governance and management

This session explored the options for how the programme can be established, governed and managed, in a way that ensures the region remains at the heart of the decision making about the transition of the whenua. Discussions will include options for funding and delivery entities and the nature of partnerships for the transition.

4. Funding

This hui looked at the scale and equity considerations for funding the programme over the coming decades, and assessed the options for where the funding can come from, based on how the costs and benefits of different land uses are experienced. The output is the funding options matrix in the business case.

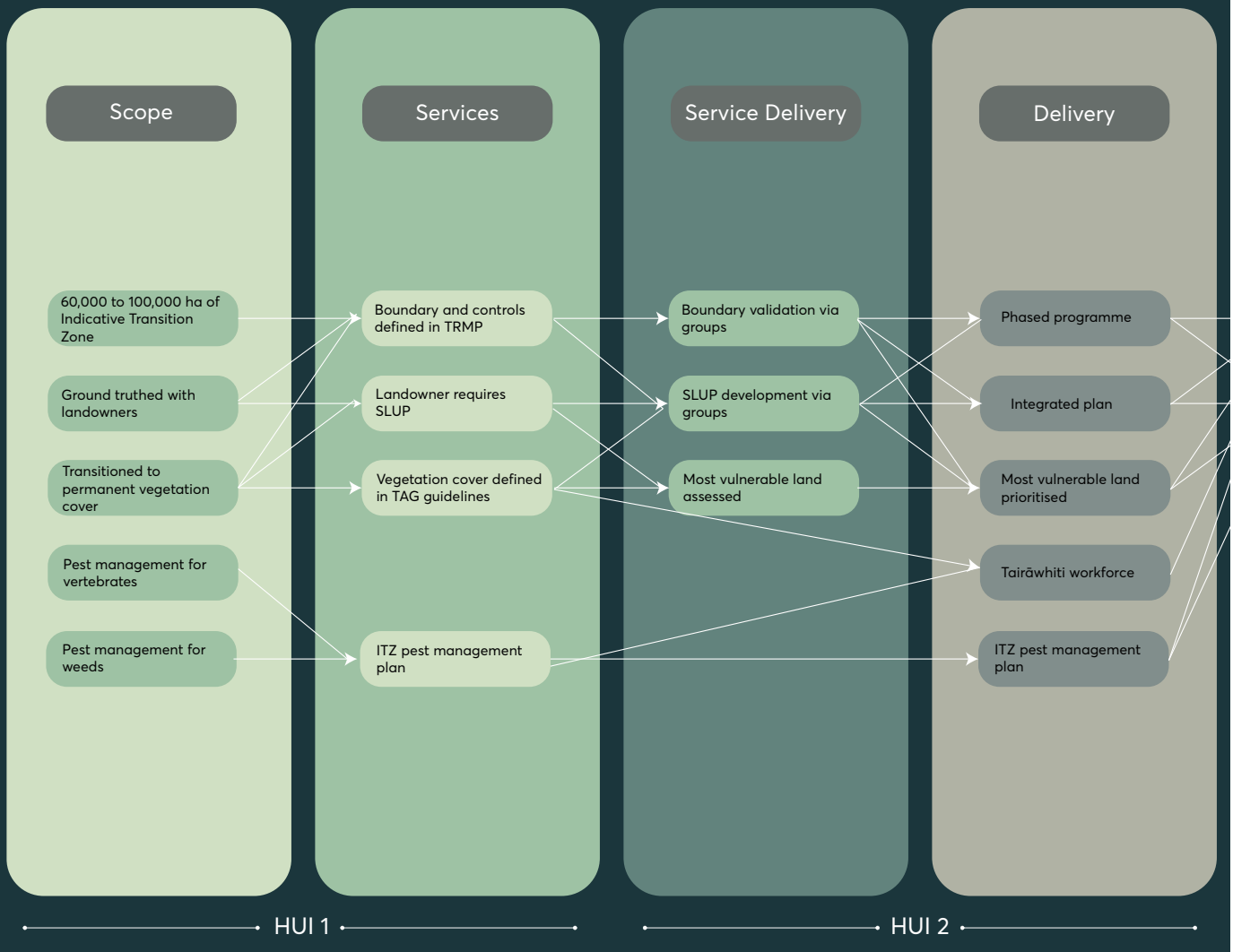
5. Validation

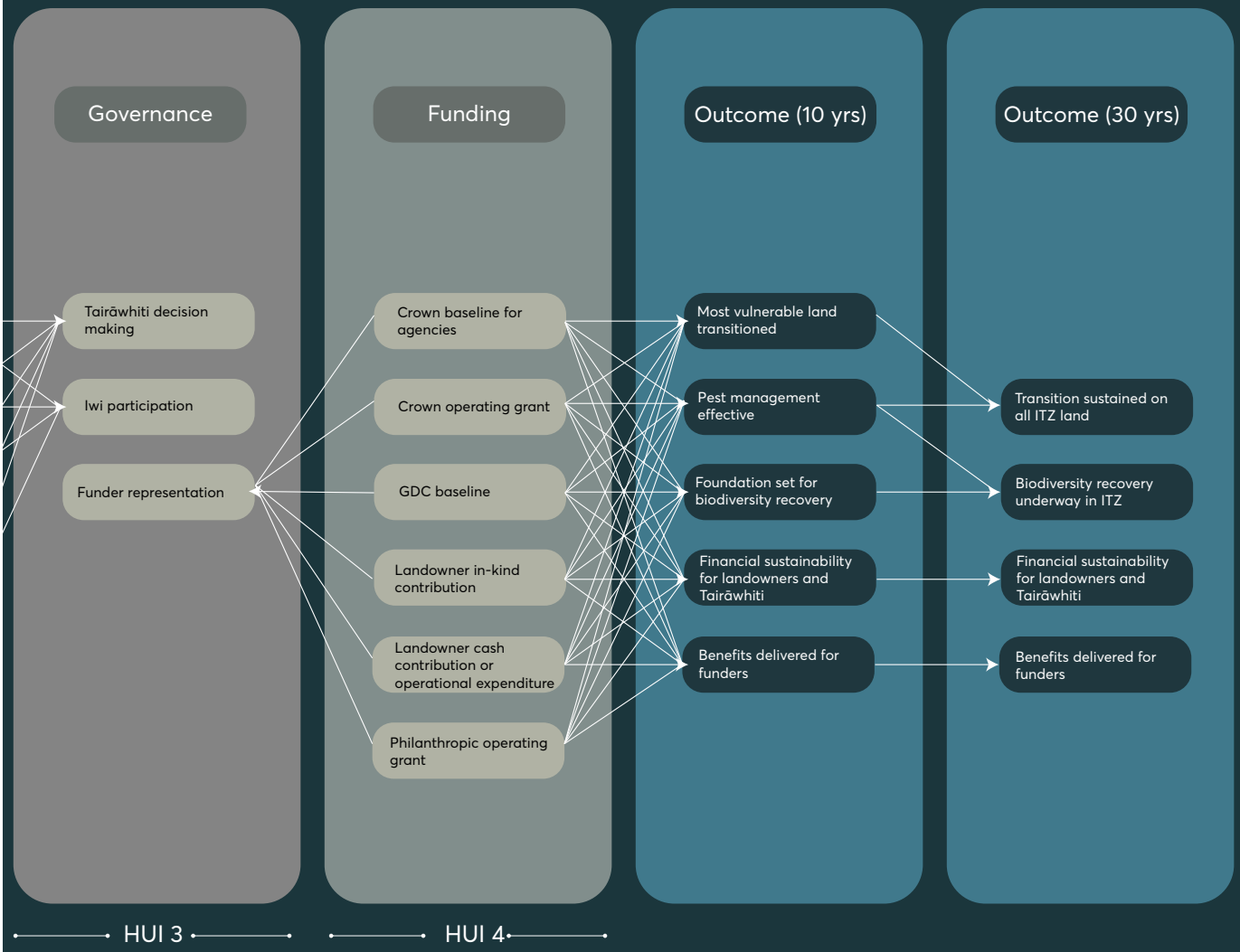
The final hui walked through the integrated delivery programme, from scope and scale through to timing and funding. The purpose of the session was to check assumptions, validate all the preferred options, and ensure there is practical working consensus about the recommendations.

The results of the options analysis process are shown in the diagram on the following page.

Figure 2.3 | Transition programme options analysis

The diagram shows how the preferred option was assessed by TAG through the hui process, arriving at the configuration for the transition programme.




Governance
Funding
Outcome (10 yrs)
Outcome (30 yrs)
Tairāwhiti decision making
Iwi participation
Funder representation
Crown baseline for agencies
Crown operating grant
GDC baseline
Landowner in-kind contribution
Landowner cash contribution or operational expenditure
Philanthropic operating grant
Most vulnerable land transitioned
Pest management effective
Foundation set for biodiversity recovery
Financial sustainability for landowners and Tairāwhiti
Benefits delivered for funders
Transition sustained on all ITZ land
Biodiversity recovery underway in ITZ
Financial sustainability for landowners and Tairāwhiti
Benefits delivered for funders
HUI 3
HUI 4

THE REGULATORY FRAMEWORK

The Tairāwhiti Resource Management Plan will provide the framework for transition.

Our traditional uses for the vulnerable land of Tairāwhiti are unsustainable and need to change – but simply stopping the unhelpful practices won't immediately alter the outcomes. We require a different vision of how we inhabit and use the whenua.

As noted earlier in the document, land use is governed by the Tairāwhiti Resource Management Plan (the TRMP). The TRMP brings together all of Gisborne District Council's resource management plans into one combined document. It includes the Regional Policy Statement, Regional Coastal Plan, Regional Plan and District Plan, and replaces the 7 former district and regional plans, creating a single, integrated framework for managing the region's natural and physical resources.

In order to transition the vulnerable land of Te Tairāwhiti, the TRMP is being updated to provide the regulatory framework to guide landowners and stakeholders. Council has already committed to:

- Reviewing land use rules for steep, erosion-prone land.
- Identifying highly erodible land (Land Overlay 3B – LO3B) as unsuitable for clearfell forestry and farming.
- Working with landowners to support transition to permanent vegetation.
- Making rule changes to encourage and secure long-term vegetation cover.

The proposed changes to the TRMP are under development at the moment, and will be consulted on as part of the prescribed processes in the Resource Management Act. Releasing the proposed changes and the consultation process will occur during 2026/27.

There are a number of key principles for how the TRMP interacts with the Transition Programme:

- There are shared objectives and policies between the TRMP and the Transition Programme
- Sustainable Land Use Plans are the central integration tool
- The TRMP set up clear consenting incentives for those who participate
- There is coordinated phasing of regulation and funding support
- There is consistent mapping and data-sharing between Council, landowners, advisors and other stakeholders
- There is strong and ongoing advisory support to build trust and uptake.

While the TRMP sets the regulatory framework for transition, there is a requirement to consider and plan the best approach for transitioning the vulnerable land on each property. This is the function of the Sustainable Land Use Plan (SLUP), which sets out the pathway, practical steps and proposed timelines for the work.

The diagram shows how the definition of the transition zone, the TRMP and the SLUPs interact to provide a framework for landowners. More detail on each of the components is provided on the following pages.

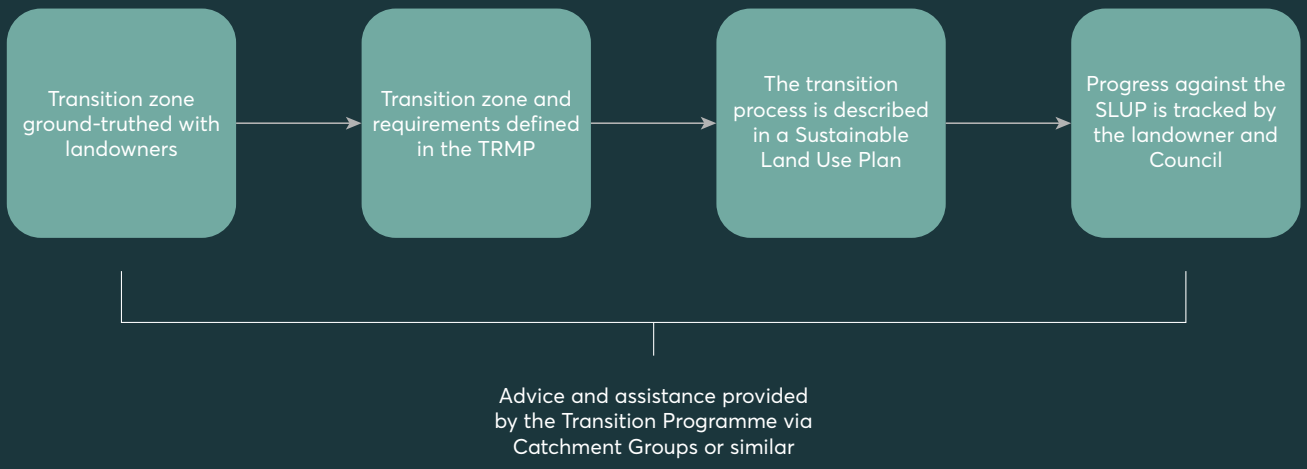


Figure 2.4 | Regulatory and non-regulatory mechanisms

The diagram shows how both regulatory and non-regulatory mechanisms can be used to develop a transition programme in collaboration with landowners

DEFINING THE TRANSITION ZONE IN THE TRMP

The Tairāwhiti Resource Management Plan will be evolved to designate the transition zone.

Work to date has identified the areas of the whenua that are highly susceptible to erosion and which have a high degree of connection to waterways – in other words, the land most likely to erode and slip into the awa. A full analysis has been conducted by [details], and the modelling has been added as a draft layer to the GDC GIS system as Land Overlay 3B (LO3B).

The LO3B layer identifies the land with medium to high susceptibility to erosion, and which has high connectivity to waterways. The modelling highlights the land within this technical LO3B definition, and this forms the foundation for the Indicative Transition Zone (ITZ).

While the modelling and the LO3B layer are an effective starting point, the realities on the ground are expected to vary somewhat from the analysis. For this reason, Council intends ground-truthing the ITZ with landowners, via catchment groups and other communities of interest. In practice, this means working with qualified advisors to define where the ITZ boundary runs on each property – and it is anticipated land will be both added to and removed from the modelled LO3B layer as a result.

Within the TRMP, the ITZ boundary will be given regulatory effect; that is, the TRMP will create an obligation for landowners to transition the land to permanent vegetation cover. The definition of permanent vegetation cover will be contained in the TRMP, and this will be consulted on as part of the statutory Plan update process.

Following the designation of the ITZ boundary, landowner work to transition the land is intended to be a Permitted Activity within the proposed TRMP Plan Change. Conversely, other activities within the ITZ that are not part of transition to permanent vegetation cover will likely require some form of consent.

Given the scale of the ITZ and the state of much of the land, transition may have some complexity and take a reasonable period of time on many land blocks. For this reason, the process to achieve transition needs to be mapped out – which is the purpose of Sustainable Land Use Plans.

SUSTAINABLE LAND USE PLANS ARE KEY

Landowners will have to develop sustainable land use plans for their whenua.

The purpose of a Sustainable Land Use Plan (SLUP) is to provide a roadmap for transitioning ITZ land from its current uses into permanent vegetation cover. A SLUP will be required for all properties containing ITZ land, and the purpose and structure of the document will be defined in the proposed TRMP Plan Change.

At a high level, the SLUP identifies the current land uses within the ITZ boundary, sets out the pathway for its transition into permanent vegetation cover, and sets milestones and timelines for the activity. The SLUP is a planning document for landowners and a tracking document for GDC.

Development of SLUPs is intended to be a collaborative process with both operational and financial support for landowners, and the process for providing the required level of assistance is discussed on the following page. Once the landowner has completed a SLUP, it will need to be approved by GDC, with ongoing monitoring and updating over time. These approval and monitoring processes will also be defined in the proposed TRMP Plan Change

There are already a number of plans – such as Freshwater Farm Plans – that deal with some aspects of what is intended for SLUPs. GDC is therefore actively looking at how the components of these different plans can be amalgamated to minimise the number of overlapping documents and requirements, with the intention of lowering workload and compliance costs for landowners and Council alike. The coordinated approach will be explored in more detail in the TRMP Plan Change process, and will be subject to public consultation.

Based on the name alone, there is an assumption that a Sustainable Land Use Plan is a document of some kind. However, as discussed later in the document, the viability of using a shared software platform to plan, deliver and evaluate transition progress is being explored, which may be a more efficient way for both landowners and Council to collaborate and share information.

ASSISTING LANDOWNERS ON THE JOURNEY

Developing sustainable land use plans will be a cooperative and collaborative process.

While the responsibility for planning and delivering the transition on ITZ land rests with individual landowners, it is clear that catchment-level coordination has the ability to both improve the outcomes and lower costs for all landowners. For this reason, the Transition Programme is proposing that operational and financial support for ground-truthing the ITZ boundary and development of SLUPs is provided by communities of interest, such as catchment groups, or forestry or farming sectoral groups.

Assistance will be provided in three areas:

- **Advice and guidance** – the Transition Programme and GDC will provide advice and guidance about how to ground-truth the ITZ boundary and what landowners will need to do to prepare SLUPs, with the intent of making the process as easy to navigate as possible. Advice will also be provided on how to access support and assistance via suitable groups.
- **Operational support** – the Transition Programme and GDC staff will provide hands-on assistance to landowners to conduct the ground-truthing and SLUP preparation, as well as providing access to suitably-qualified advisors who can undertake the necessary work, with landowner input and direction.
- **Financial assistance** – working through the communities of interest, funding will be available for landowners to assist with the costs of the ground truthing and SLUP preparation, and for implementation of the transition work. The proposed funding mechanisms for project delivery are discussed later in the document.

Some groups that can provide assistance to landowners are in place at the moment, such as catchment groups and sectoral interest groups. However, other groups may need to be formed to allow landowners to collaborate, and the Transition Programme will work with these as necessary.

Work to date has identified that around 1,000 landowners may need to ground truth the ITZ boundary and prepare a SLUP; it will therefore take some time before all the work is completed. The proposed TRMP Plan Change will therefore contain sunrise and sunset dates to allow landowners sufficient time, bearing in mind the likely resourcing constraints of suitably-qualified advisors.

ONE SIZE DOESN'T FIT ALL : THE TRANSITION GUIDELINES

The Transition Guidelines are first set of pathways developed to support landowners transitioning their land.

Work has already begun on defining the transition pathways for landowners. The Transition Guidelines (Guide) has been developed as a practical tool to help landowners, land managers, trustees, and advisors across Tairāwhiti to plan for and implement the shift of current land uses in the ITZ into permanent vegetation cover.

The Guide was developed by the Transition Advisory Group (TAG), a locally led, cross-sector group made up of local experts from a diverse range of stakeholders. TAG comprises 30 members representing forestry, farming, iwi/mana whenua and environmental sectors, with independent facilitation and support from Council and Ministry of Prime Industries (MPI).

At its heart, the Guide is about future-proofing. It offers landowners a clear pathway to:

- Protect their land's productivity and long-term value
- Support healthy ecosystems and improve water quality
- Prepare for future regulations and access funding opportunities

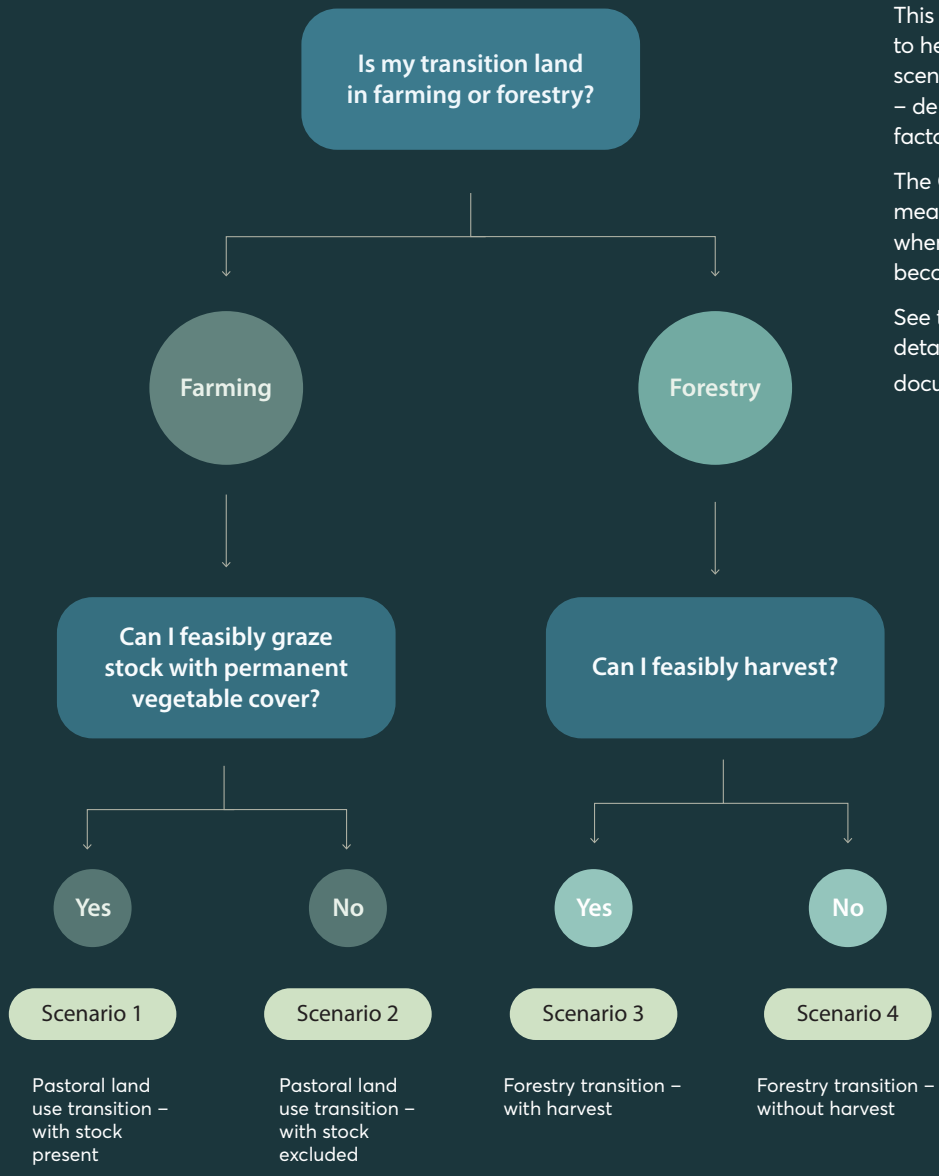
The Guide itself is split into two parts.

Part 1 sets the foundation. It outlines general information relevant to all transition pathways, including a simple decision tree to help landowners identify which scenario best fits their situation. It also draws on local, real-world examples of transition in practice, and includes a glossary to make technical terms accessible. The appendices to Part 1 go further, providing indicative cost guidance, links to technical and funding resources, and a directory of useful contacts for landowners who want support.

Part 2 gets practical. Working under the assumption that "one size does *not* fit all", it focuses on four common transition scenarios that reflect the realities of farming and production forestry in Tairāwhiti:

- Scenario 1: Transition of pastoral land with continued stock presence
- Scenario 2: Transition of pastoral land with stock excluded
- Scenario 3: Transition of post-harvest forestry land
- Scenario 4: Transition of forestry land without harvest

Together, these scenarios provide step-by-step guidance that can be adapted to local conditions, offering landowners realistic pathways to move their whenua toward permanent vegetation cover.



This decision tree is aimed to help determine which scenario best fits the whenua – depending on various factors outlined in the Guide.

The Guide is living document, meaning it is updated whenever new information becomes available.

See the Appendix for more detail, though the full document is recommended.

Each scenario provides tailored, detailed information and guidance that follows the same 5-step process pathway.



THE GOAL OF TRANSITION

To protect the fragile soils of the region we must establish complex self-sustaining ecosystems.

We must act quickly and at scale to address the pressing issues of erosion and woody debris. While the identification of the ITZ and the implementation of SLUPs are key components of the solution, they will not by themselves address the problems across as much as 100,000 ha of highly vulnerable land.

To understand why, we need to examine what transition means on the steep slopes of Te Tairāwhiti.

As the science shows, the fragile soils are best stabilised through complex multi-layered root systems, and protected by multiple canopies of vegetation cover; this is the structure of the indigenous ngāhere that co-evolved on the geologically young topography of Tairāwhiti. While some exotic species exhibit these characteristics, evidence shows that the best protection comes from established apex temperate rainforest. To achieve this, a number of criteria must be met:

- The vegetation must possess the complexity of root systems and canopy that slow and buffer rainfall and hold the soils together
- The resultant ecosystem cannot overload the steep slopes leading to widespread slope failure and gullying
- The ecosystem must be self-sustaining over the medium to long term without the need for constant intervention
- The transition pathways must be readily achievable and cost effective for landowners and other stakeholders.

The damage that has taken many decades to occur is likely to take as many decades to reverse – achieving an apex temperate rainforest is no trivial task. This means we must understand the pathways for transition – starting with the Guidelines – and rely as much as possible on natural processes, assisted by pragmatic interventions.

PERSPECTIVE: FARMING

[Interview with Dan Jex-Blake to be added]



Dan Jex-Blake | Director
Mangapoike Farm

TRANSITION PATHWAYS AND TIMELINES

Getting to self-sustaining and highly protective vegetation cover is likely to take decades.

If the ecosystem within the ITZ is to be self-sustaining without the need for constant intervention and investment, then it follows that most of the plant species will be indigenous as these are the vegetation types that evolved for the climate and soils of Te Tairāwhiti, and which are already endemic to the region.

In many cases, the seed stock for indigenous species is already in the ground within the ITZ. The density and viability will vary from site to site, as will species mix. However, experience in Tairāwhiti and elsewhere in Aotearoa shows that significant regeneration will occur naturally if the opportunity is provided for the ngāhere to flourish. In addition, seed is readily spread from indigenous forest by native and introduced birds, which can significantly accelerate regeneration in areas where there is limited seed stock in the ground.

While the attractions of this approach are obvious – much of the heavy lifting of transition occurs through natural processes – there is a foundational requirement for pest management to facilitate the process. This is because the regenerating ngāhere must be protected from browsing pest animals such as deer and goats, and the bird populations and their habitats must be protected from possums, rodents and mustelids. In addition, the regenerating ngāhere will require protection from plant pests, such as wilding pines on former forestry land.

The issue of pest management is significant in Tairāwhiti, as it is elsewhere in Aotearoa. However, techniques have been developed and refined over the last few decades that can significantly reduce the burden from plant and animal pests – albeit that the required programmes will need to be operated at an all-of-region scale to be effective. The mechanisms for achieving this are outlined on the following pages.

CASE STUDY: THE WAINGAKE EXAMPLE

Gisborne District Council is successfully transitioning 1,200 ha of former pine plantation to ngāhere.

The Waingake Transformation Programme is a landscape-scale forest restoration project run by Gisborne District Council (GDC) and tangata whenua partners Maraetaha Incorporated supported by Ngai Tāmanuhiri. The project has undertaken to restore native forest across 1,200 ha of clear-felled ex-radiata pine plantations. The project is located on hill country c. 11 km inland from the Tairāwhiti coastline, 25 km southwest of Gisborne city.

The goals of the project are to regenerate the environmental and cultural heritage of Waingake while also ensuring the protection and resilience of Tairāwhiti's water supply.

Staged plantation harvest commenced in 2018, and harvest is expected to be completed in 2027. Land within the restoration area is registered as carbon forest under the New Zealand Emissions Trading Scheme (NZ ETS). The project has in recent years been supported by temporary funding from the One Billion Trees Programme and the Jobs for Nature fund, the latter was used to employ a dedicated team of field-based pest control specialists.

As of May 2024, the main changes in land management at Waingake since project commencement have been:

- 925 ha of clear-fell has been handed over for restoration
- 128 ha of radiata pine remains to be handed over for restoration
- 435 ha of land has been planted in native trees.

Wilding pine control

Plot surveys measured by Gisborne District Council (GDC) Summer Scholarship Students in clear-fells across the restoration area showed wilding radiata pine occurred at 1,214±389 stems/ha [see Forbes 2021a]. This density exceeds commercial planting densities for radiata pine indicating that full forest cover by radiata pine would definitely occur unless wildings are removed.

In response, wilding pines have been manually (rather than chemically) controlled across the majority of the site. Low-disturbance wilding pine control has been conducive to rapid development and advancement of native forest cover. This is highly advantageous for forest regeneration and successional processes as the initial native cover provides an essential basis for the establishment and growth of later-successional species.

CASE STUDY: THE WAINGAKE EXAMPLE

Plant and animal pest management has been key in achieving regeneration at Waingake.

There are a few areas where native regeneration was affected by broadcast aerial herbicide application for wilding pine control. The dominant vegetation in these areas has switched from woody to grass dominance. This is an indirect route to forest dominance, and rank grass presents likely barriers to the establishment of woody forest species through above- and below-ground competition.

Plant Pest Control

Comprehensive plant pest control has been undertaken by a dedicated group of trained field staff – the Waingake Ngahere Ora team, using a weed management plan targeting 48 plant pest species.

Several hundred plants/small infestations have been controlled by the Waingake Ngahere Ora team. Mapping of plant pests has shown infestations to be concentrated around forestry infrastructure (roads, landings, skids), with plants emerging 18-24 months post harvesting. This means that planning ahead for plant pest control requirements at the time of clear-fell is important.

Having the dedicated Waingake Ngahere Ora team onsite has helped maintain a high level of surveillance and control which is a more effective approach compared to engaging plant pest control contractors sporadically. For instance, recently, boneseed and woolly nightshade were both detected for the first time onsite, and the respective outbreaks were controlled early, hopefully preventing their further spread.

Professional Ungulate Control

Professional culling of goats and other pest mammals has formed a major component of the site's restoration management. For instance, over four years of control (2020-2023), 3,093 goats were killed by professional and Iwi hunters. Reduced browser numbers have enabled the regeneration of a diversity of native tree and shrub species.

The culling undertaken is unusual at this scale and intensity in New Zealand especially given the work is purely for restoration objectives and not associated with an agricultural or silvicultural practice. While Waingake has a strong forest resilience, without the browser management that has been undertaken, the current outcomes for forest regeneration would not have been achieved.

Waingake restoration area, looking towards the dams

October 2024

Photo credit: Gisborne District Council



PLANT PEST MANAGEMENT

Pest plants are a barrier to transition and are a strategic risk to the success of the programme.

As the Waingake example shows, the successful establishment of protective vegetation depends on effective pest plant control. Without it:

- Invasive species such as old man's beard, climbing asparagus, woolly nightshade, and wilding conifers will out-compete both natural regeneration and planted forests
- Pest plants will delay canopy closure and increase the costs of establishment, undermining landowner confidence and uptake, and delaying the benefits of protecting the land
- Areas planted or regenerating into native forest risk being locked into invasive dominance, preventing the intended ecological and erosion-control benefits.

In Tairāwhiti's fragile hill country, the cost of delayed action is magnified as unchecked pest plant spread will:

- Increase erosion risk as invasive plants often provide poor soil-binding cover compared to natives or well-established woody species
- Jeopardise the success of regional reforestation programmes and associated investment
- Exponentially increase future control costs as infestations become entrenched in difficult or inaccessible country.

Pest plant infestations expand exponentially if not controlled early. As the research literature [citation] notes, the longer weed control is delayed, the greater the eventual costs and the greater the ecological losses.

The experts group analysis identified the most invasive and high-risk species, and details are provided in the Technical Appendix.

[Add priority weeds table into the Technical Appendix]

ANIMAL PEST MANAGEMENT

From ungulates to mustelids, we must control animal pests at scale if regeneration is to succeed.

Over the past fifty years, New Zealand has undergone a paradigm shift in ecosystem and species management. A deeper understanding has emerged regarding the significant impacts of introduced pests on indigenous biodiversity and forest composition, and conservation science has identified the specific thresholds of pest control required to enable the successful recruitment of both forests and species into sustainable breeding populations — for example, maintaining ship rats at <10% relative population index to ensure North Island robin persistence.

New Zealand's environmental managers are recognised globally for their pioneering island pest eradications, endangered species translocations, and ecosystem-scale recovery efforts. This leadership has been underpinned by world-class research into vertebrate pest ecology, behaviour, dispersal, and the relationship between pest density and native species outcomes.

Alongside these ecological insights, there have been substantial advancements in the development of pest management tools and technologies. These include innovations in trap design, bait formulations, and bait presentation tailored to target species.

This is because introduced mammals are widespread throughout mainland New Zealand, and have the single largest negative impact on our forest ecosystems, including our soils. Rodents, possum, mustelids, deer, goats, feral cat and even hedgehog are impacting on everything from our emergent podocarp canopy species to our beach nesting seabirds. These mammalian pests have a major impact on wildlife, by attacking, killing, and consuming eggs, chicks and adult birds, roosting bats, skinks, geckos, wētā, native fish and our endemic invertebrates. They also have a significant competitive impact on target food resources such as possums competing with kereru for Pseudopanax fruit, German wasps competing with kākā for honeydew in beech forests and possums competing with tūī and bellbird, destroying rare native mistletoes.

Deer, goat, pig and possums can severely impact the composition and age class structure of native forests as they consume over 100 native plant and tree species, resulting in forest monocultures. Seedlings are at risk from being consumed or from being trampled by larger browsers. Trees such as kōtukutuku (tree fuchsia) and broad-leaved species are at risk from ring barking as browsers feed on the bark during winter. The browsing of palatable species can skew the forest to monocultures that are unpalatable (Rate et al, 2006). thereby preventing or seriously inhibiting forest succession and soil stability.

ANIMAL PEST MANAGEMENT

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The forest understory within Tairāwhiti indigenous forests is heavily browsed in most areas, and limited forest recruitment is occurring. Where seedlings have established, they are limited to a few unpalatable species such as mingimingi (Cyothodes Fasciculata) pepperwood (Pseudowintera colorata) or bush rice grass (Microlaena avenacea).

Unchecked browsing can lead to severe erosion, sedimentation and significant biodiversity loss. Faecal contamination of waterways is also a concern where introduced mammals exist in forest environments in large numbers. Continued goat, deer and possum browsing results in a severely degraded forest, a loss of forest age class tiers, seedlings, shrub and sub-canopy species. This in turn impacts directly on the survival of endemic species such as the forest birds who disperse seed material.

Vertebrate pest control and sustained management of pest species is therefore the foundation of any ecosystem recovery programme within New Zealand. The benefits include:

- Improvement of vegetation cover and complexity of understory development leading to increased rainfall interception, reduced erosion impact of rain on the soil structure and increased stability of soils, and therefore reduced potential for erosion and sedimentation of downstream freshwater and marine habitats.
- Reduction in feral animal numbers and subsequent risk of faecal contamination within catchments
- Protection of indigenous biodiversity, rare, threatened and endangered species and ecosystem processes.

Forest fragmentation is also a significant threat to our biodiversity; it can result in areas being too small for species home ranges, or too small to find suitable breeding partners due to dispersal becoming much more difficult. Once fragmentation occurs the open forest edges allow weed species to enter, more invasive grasses to grow and sites for browsers to feed. The forest edges are also opened to wind events which can lead to an accelerated collapse of the mature canopy which provide the seed material and foundation for forest regeneration. These processes continuously decrease the size of the fragments to smaller remnants, effectively inhibiting species population stability.

Tairāwhiti has lost over 80% of its original indigenous forest cover, and this is the major cause of the large-scale erosion, sediment and debris impact we see today.

[Understory comparison photo page]

PERSPECTIVE: PEST MANAGEMENT

[Interview with Steve Sawyer to be added]



Steve Sawyer | Director
Ecoworks

CHALLENGES WITH THE CURRENT APPROACHES

For regeneration to succeed, an integrated and long-term approach to pest management must be taken.

As the Waingake case study shows, controlling plant and animal pests is the precondition for regeneration – and is a cheaper alternative than directly planting new vegetation and then losing it to browsing pest species. However, neither animals nor weeds are known for observing zone boundaries in the TRMP, so control must happen at a regional scale to be effective; thus, pest control is both urgent and strategically important to Tairāwhiti.

In addition, the work undertaken by GDC and its national experts groups has emphasised the need for an integrated approach to both animal and plant pests. For instance, pest animals such as possums, goats, deer, and mustelids exacerbate the risks associated with plant pests by suppressing native regeneration and dispersing pest plant seeds. Unless pest plant and pest animal control are integrated, efforts to stabilise land through regeneration will be undermined.

Both national and regional pest management have suffered from a focus on species-by-species control, which results in fragmented and siloed responses, with a lack of integration across plant and animal domains, leading to duplication, reinvasion, and wasted investment.

Further, pest management is currently based on an unsustainable workforce model. There is an over-reliance on short-term project funding and casual contracts, which impedes employment continuity, prevents workforce development, and obstructs capacity and skills retention.

There is also a missed opportunity to align national and regional programmes. Without integration, opportunities for co-investment, iwi-led delivery, and technology innovation will not be realised.

The following section proposes an integrated and cost-effective approach to pest management, as a foundational function of the transition programme.

INTEGRATED PEST MANAGEMENT

The consensus from national experts is that an integrated and phased approach will be effective.

Consensus on Preferred Approach

Workshop participants dismissed the status quo as untenable and identified the following as the preferred direction:

A regionally coordinated, integrated pest plant and animal programme, delivered through a hub model.

Phased, ecosystem-based control, beginning with containment of high-risk spreaders and protection of priority sites, followed by broadscale suppression and long-term maintenance.

Stable workforce structures, with training and pathways into pest management careers, integrating mātauranga Māori and iwi leadership.

Technology-enabled delivery, including GIS mapping, drone surveillance, and integrated databases for accountability and efficiency.

This approach aligns with the Space invaders recommendation for "strategic, well-resourced, and sustained action" and provides a clear rationale for why investment must be scaled up and secured long-term.

CASE STUDY: THE MAUNGATANIWHA EXPERIENCE

x.

[Case study to be added]

INTERVENTION: WHEN REGENERATION ISN'T ENOUGH

Regeneration will provide an effective pathway forward, but some land will require direct intervention.

The objective of the transition programme is the protection of the fertile soils of Te Tairāwhiti, which means keeping them in place by avoiding the erosion that carries sediment into the rivers and out to the ocean. Regeneration and planting on the ITZ is a key component of this protection.

However, as noted earlier in the document, gullies are a major source of sediment, with around 50% of the 55 million tonnes annually washed out to sea coming from gully areas.

[Citation] After the major storms of 2017-2023, 1,449 gullies with an area of 2,279 ha were identified as active – and some 220 new gullies with an area of 114 ha had formed. Many of the active gullies had not previously been treated, or where treatment had been attempted, it was either insufficient or inappropriate and failed to stabilise individual gullies.

Reducing the damage to the land therefore means treating and remediating the gully areas – but this is only feasible in some cases.

Historically and to the present-day, gully systems developed earliest and fastest in the larger Waiapu and Waipaoa catchments, and many of the largest gullies are the result of land use change dating back to the clearance of the indigenous forest following European settlement. Because of their size, amphitheatre-shape and associated mass movement processes, many have proven to be untreatable and will continue to be the most significant of all sources of sediment well into the future.

There are extensive areas of steep hill country underlain by Tertiary-aged bedrock, which are vulnerable to gully initiation. Gullies are individually smaller but more numerous and collectively they effect an area almost equivalent in size to that affected by gullies in the Cretaceous terrain. As they tend to be linear shaped, there is a high probability that if treated appropriately, they can be stabilised.

Areas with 'Very High' and 'High' erosion susceptibility classes affected by gullies is an order of magnitude greater than in the 'Moderate' and' Low' erosion susceptibility classes. This means that preventing gullying will need to focus on the areas within the ITZ – and these will require specific interventions, tailored for individual sites, in collaboration with landowners.

TAILORING SOLUTIONS FOR GULLY AREAS

There are proven approaches for stabilising and treating gullies.

[Insert material about how gullies are best treated]





Figure 2. Typical East Coast linear gully showing untreated state (left) and treated state (right) with paired poplars and/or willows.

https://environment.govt.nz/assets/publications/Environmental-Reporting/7.6-Gully-erosion.pdf

https://www.envirolink.govt.nz/assets/Envirolink/1015-GSDC95-Sedimentation-history-of-Waipaoa-catchment.

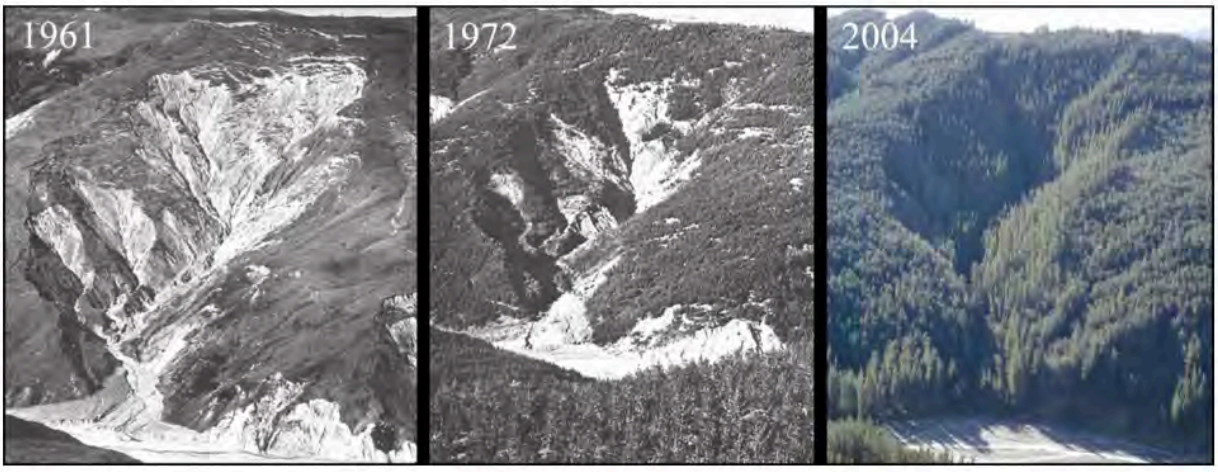


Figure 13 A medium-sized gully (7.6 ha) before reforestation (1961) and post-reforestation (1972, 2004). Within 10 years (1972) the planting of pines had effectively reduced sediment input into the channel and the channel responded by incising below the level of the fan at the mouth of the gully. The latest photograph shows

Page 18 *Landcare Research*

HOW WE KNOW THIS WILL WORK

There is strong scientific evidence that permanent forest will protect the vulnerable whenua of Tairāwhiti.

[Summary of the evidence]

- Pine plantations in the region had around five times the probability of landslides compared to indigenous forest, and that increased to more than ten times the rate after the plantation had been harvested (MWLR 2023)
- By contrast, modelling of indigenous forest consistently reduces landslide probability by around 90% in [MWLR]
- Clearing of indigenous forests across different time periods has increased sediment yields. Deforestation led to the increase in the sediment generation and supply to the channels. Afforestation on the other hand reduced sediment generation from the shallow land failures and surface erosion of sediment materials. Grassland cause widespread shallow landslides (Water and sediment source mapping Waipaoa Catchment, Gisborne)
- Coastal hill country in Te Tairāwhiti under indigenous forest was estimated to be 50 percent less likely to slide than hill country pastoral land; however, exotic forestry and pasture had similar estimated extents of land sliding in this region [MWLR]

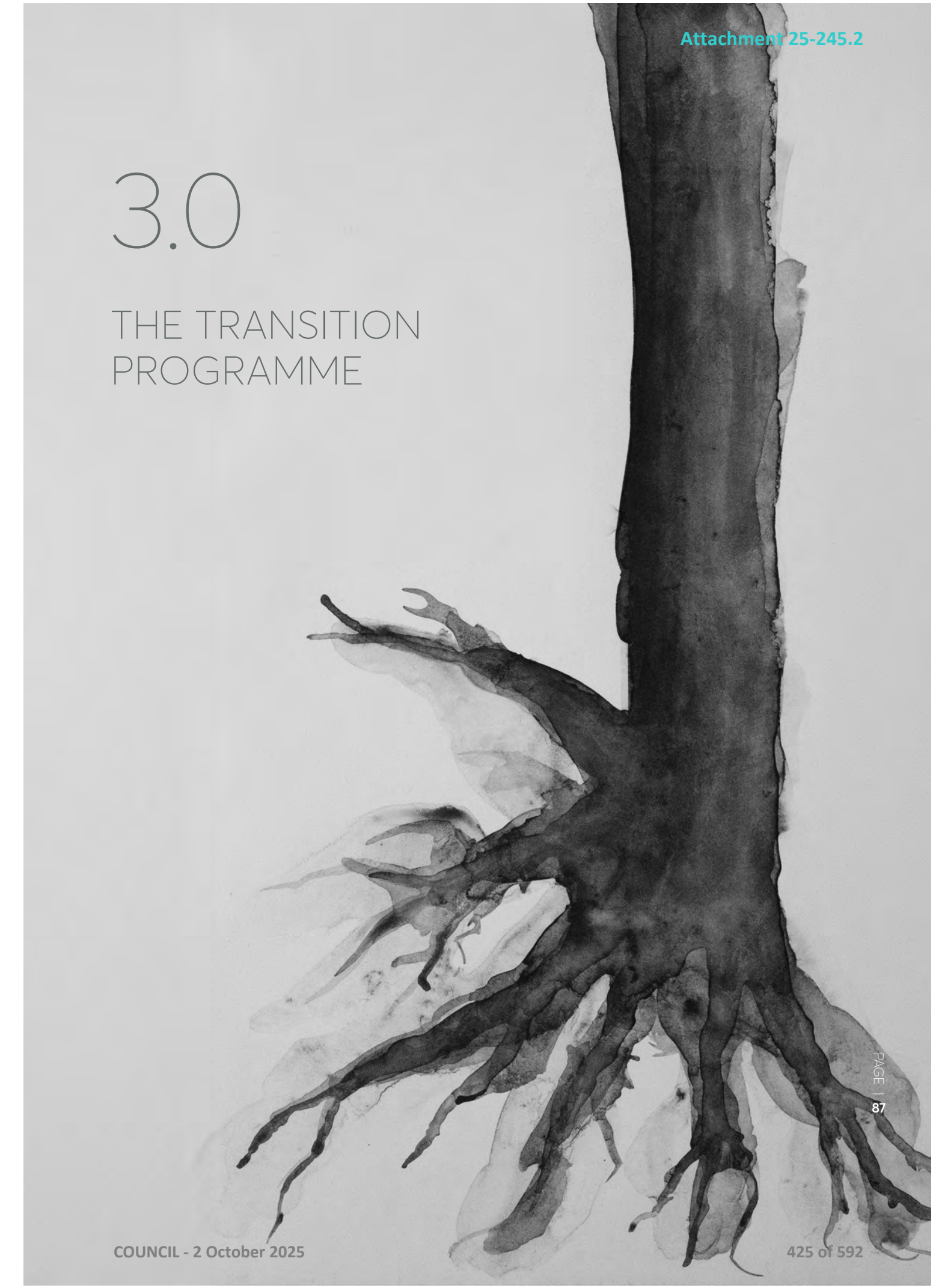
Indigenous forest – including broadleaved hardwoods along with mānuka and kānuka – held the land together at such a rate it barely compares with standing pine, let alone harvested plantations and bare pasture. [1]

ENDNOTES

1

3.0

THE TRANSITION PROGRAMME



PERSPECTIVE: COUNCIL

What do you think the future of the region's vulnerable land should look like in the coming decades?

Our region has always had challenges when it comes to our highly erodable land, and with Cyclone Gabrielle and the other recent events Papatūānuku has told us again that we haven't got the land use mix right. This is a reminder, it's not a new thing. We had it in previous storms right back in the 1930s and 1940s, and then again with Cyclone Bola in 1988.

So even after all those events it shows we still haven't got the mix right. But it's a very complex issue, so we still need to improve where we're heading. We've got highly fertile and productive land in this region, where we want to continue to be highly productive, on our farms, in our forests, in our horticulture, with our vineyards.

But we've also got a fair bit of vulnerable land that we need to transition to some form of permanent vegetation over time.

And that's the big challenge we have at the moment. But the big advantage we have compared to the past is we have the skills and the people to do it. We have a whole series of solutions, developed by people here in Tairāwhiti, and we know they work because we've tried and tested them. We just need to replicate them right across the region. And have some really good technology that will get us down the path further and faster.

The transition is not going to be fast, so we need to start it now. For many land blocks, we'll need a full forest rotation of 30 years as the minimum to see big differences, but we need to prioritise the first 10 years and get started on the things that will have a big effect quickly.

Getting our vulnerable land into permanent vegetation has some huge benefits in protecting land downstream, particularly our valuable alluvial flats, communities and infrastructure. But also the land upstream, that gets protected as well by having gullies stabilised. Overall too we'll improve our coastal waters in time and that's quite a critical fishing and recreational area in the Gisborne District. And getting off the vulnerable land will even make our better land more productive and safer to work on.

So the next 50 years is crucial, it's going to take all of that 50 years to get this transition sorted out. It's not going to happen overnight and we've got legacy material in waterways that's going to keep coming. There will still be issues for quite a while yet, but the big aim for us as a region is to continue to improve things year after year, and over time we're going to get this transition right and make a far more resilient Tairāwhiti.



Kerry Hudson | Integrated Catchments Manager
Gisborne District Council

DESIGNING THE TRANSITION PROGRAMME

The transition programme must deliver outcomes at scale over the next decade.

The Ministerial Inquiry into Land Use in Tairāwhiti (MILU) was clear that there is no time to spare when it comes to transitioning vulnerable land to permanent woody vegetation; the MILU set out a goal of this occurring within a decade, given the loss of productive soils from the region.

For this to occur, we require a transition programme that can act at speed and at scale, and which can make a difference across a broad swathe of Te Tairāwhiti.

The previous section of the document set out the requirements for this transition programme: animal and plant pest control, close collaboration with landowners and tangata whenua, and the use of evidence to develop solutions. The resulting form of the programme is shown in the diagram at right, and is composed of the following elements:

- A **Science and Evaluation** function provides the foundation for the transition, assessing and prioritising vulnerable land across Tairāwhiti, designing and evaluating interventions, and monitoring and reporting progress.
- The **Integrated Pest Management** function acts to reduce both animal and plant pests across a large portion of the region's farming and forestry estate, enabling indigenous regeneration to occur at scale.
- The **Intervention Projects** function plans and delivers specific projects to protect, replant and regenerate vulnerable and high priority areas that are causing much of the environmental damage, such as gully areas.
- The **Relationships** function works with land owners, business operators and the community to build and maintain effective networks for advice, guidance and assistance in transitioning vulnerable land.
- The **Governance** function provides the Tairāwhiti-centric strategy and guidance to the transition programme, with participation from landowners and programme funders.

Each of the functions is explored in more detail on the following pages.

Figure 3.1 | Transition Programme structure diagram

The diagram shows the functional elements of the transition programme, described on the preceding page and in more detail on the following pages.



A SOLID FOUNDATION OF EVIDENCE

The science and evaluation function conducts research, designs interventions and evaluates impacts.

Robust evidence-driven science is at the heart of the transition programme. In everything from geomorphology to ecosystem management, new knowledge and improved understanding is coming from the research being conducted in Tairāwhiti and further afield, and this will inform the programme and its interventions.

As the diagram at right shows, the Science and Evaluation function provides the evidence-based input into the design of the programme. While operational teams have the responsibility for delivery, field work and resourcing, the Science and Evaluation team helps shape the activities, and integrates the data collection and evaluation into the day-to-day operational requirements.

Much of the in-depth knowledge of the region is held by its people – both the science community and through the experience and matauranga of communities. So the Science and Evaluation team will work closely with all the stakeholders and contributors who can bring their knowledge to bear, gathering wisdom from others and educating people about the challenges and solutions for Tairāwhiti.

As experience over the decades has shown, data of all kinds – especially longitudinal – is invaluable to understand what is working and what is not. The Science and Evaluation team will therefore be the data stewards for the transition programme; collecting, synthesizing and disseminating data to enable better decision making. Importantly, the team will ensure that data sovereignty is retained by Tairāwhiti and Aotearoa, in an increasingly data-driven world.

Figure 3.2 | Science and evaluation function overview diagram

The diagram shows the key elements of the science and evaluation team

Science and evaluation

Environment and intervention research | Intervention design | Monitoring and reporting

Functions

- Conducting and commissioning research into land use impacts and mitigation strategies, including matauranga Māori
- Disseminating scientific knowledge relevant to the transition programme to the organisation, to stakeholders, and to the wider community in Aotearoa, and conducting education programmes
- Designing intervention programmes in conjunction with the operational teams, informed by the science
- Designing and implementing the evaluation and reporting programmes to measure the effectiveness of interventions
- Being the stewards of the knowledge and data from the transition programme, with a focus on regional data sovereignty

Relationships

- Developing, maintaining and deepening relationships with Tairāwhiti mana whenua, the community, the scientific community, other researchers, the operational teams, and the wider pool of stakeholders who will benefit from knowledge about the transition programme
- Developing and conducting the information and education programmes to disseminate the knowledge about effective transition initiatives to people across Aotearoa

Structure

- One General Manager Science
- xx Research and Design Scientists
- xx Evaluation Scientists
- xx Data Scientists

Budget

- Year 1: $x million
- Year 5: $x million
- Year 10: $x million

INTEGRATED PEST MANAGEMENT

The integrated pest management function addresses both animal and plant pests at a regional scale.

As the previous section of the document notes, effective plant and animal pest management is the key to the transition programme – without it, transition is highly unlikely to succeed, and the damage to the whenua will continue.

The integrated pest management team is therefore crucial to the Programme. It will design the regional-scale pest management strategy, working in conjunction with Gisborne District Council, informed by the latest national research and an in-depth understanding of the unique challenges of Te Tairāwhiti. And having set out the strategy, the team will plan, coordinate and deliver the required activities across the whenua.

Based on the sizing analysis, 10-12 field teams of four people each will be required, supported by planning and coordination teams. The intention is to recruit and base teams in or close to their working areas across Tairāwhiti, so a network of working bases within townships is planned. This is partly for logistical reasons, and partly because the teams will need close day-to-day working relationships with landowners, tangata whenua and the community.

The role descriptions for the field teams will emphasize the variety of the work. This includes trap-line development and operation, vertebrate culling, drone and technology operation, plant pest identification and removal, field evaluation work, and much more. Operational support for emerging technologies such as AI-powered drones and traps will be provided within each team by members with an interest and specialisation in the area.

Career pathways for the field teams will be developed for both school leavers via a field apprenticeship programme, and for graduates with specialist skills. All pathways will enable people to progress into team leadership, planning and resourcing, management, technology, or science and evaluation – depending on the skills and interests of the individual.

Pest management field work is physically demanding in the rugged terrain of Tairāwhiti, so a high level of fitness and training in health and safety will be mandatory. Staff turnover and rapid career progression is therefore expected, so continual recruitment, effective apprenticeship programmes, mentoring, and ongoing training and development will form part of the Integrated Pest Management team culture.

Figure 3.3 | Integrated pest management overview diagram

The diagram shows the key elements of the integrated pest management team

Integrated pest management

Vertebrate pests at a regional scale | Plant pests at a regional scale | Site-specific interventions

Functions

- Instigating a robust and peer reviewed framework for pre-control standardised vertebrate pest population indexing. This framework will ensure data consistency, scientific rigour, and comparability across sites and time periods.
- Implementing nationally recognised freshwater and biodiversity monitoring protocols to assess ecosystem health indicators within catchments undergoing vertebrate pest control and land use transition
- Implementing coordinated, and multi-species vertebrate pest control within land transition zones as well as representative, high value and remnant indigenous forest habitats

Relationships

- Building a trusted and enduring partnership model alongside communities, hapū, private landowners, industry, and both local and central government. The programme aims to achieve collaboratively agreed goals and outcomes in vertebrate pest management
- Implementing a vertebrate pests and science-based training programme supported by NZQA for rangatahi across Tairāwhiti to ensure they gain recognised qualifications, practical field skills, and ecological literacy

Structure

- 2 x Tertiary Qualified (drone operator)
- 4 x Seniors
- 4 x school leavers

Budget

- Year 1: $x million
- Year 5: $x million
- Year 10: $x million

INTERVENTION WHERE IT IS REQUIRED

The intervention projects are made up of specific transition initiatives on high priority sites.

While much of the ITZ can be transitioned using natural methods backed by effective pest management, some areas will require specific projects to address challenges such as ongoing or threatened gullying.

The first activity of the Interventions team is to prioritise sites and projects with the intent of minimising sedimentation and woody debris. Much work has been done by GDC and the science community to map and understand the gullies and the underlying geomorphology, so the Interventions team will use this as the starting point to prioritise action.

The team will develop approaches alongside the Science and Evaluation team, and work with the Relationships team to establish trusted long-term relationships with landowners and tangata whenua. Given that interventions – particularly for more difficult sites – are likely to take some years to start showing results, taking a collaborative approach to the design and implementation of the project will be key.

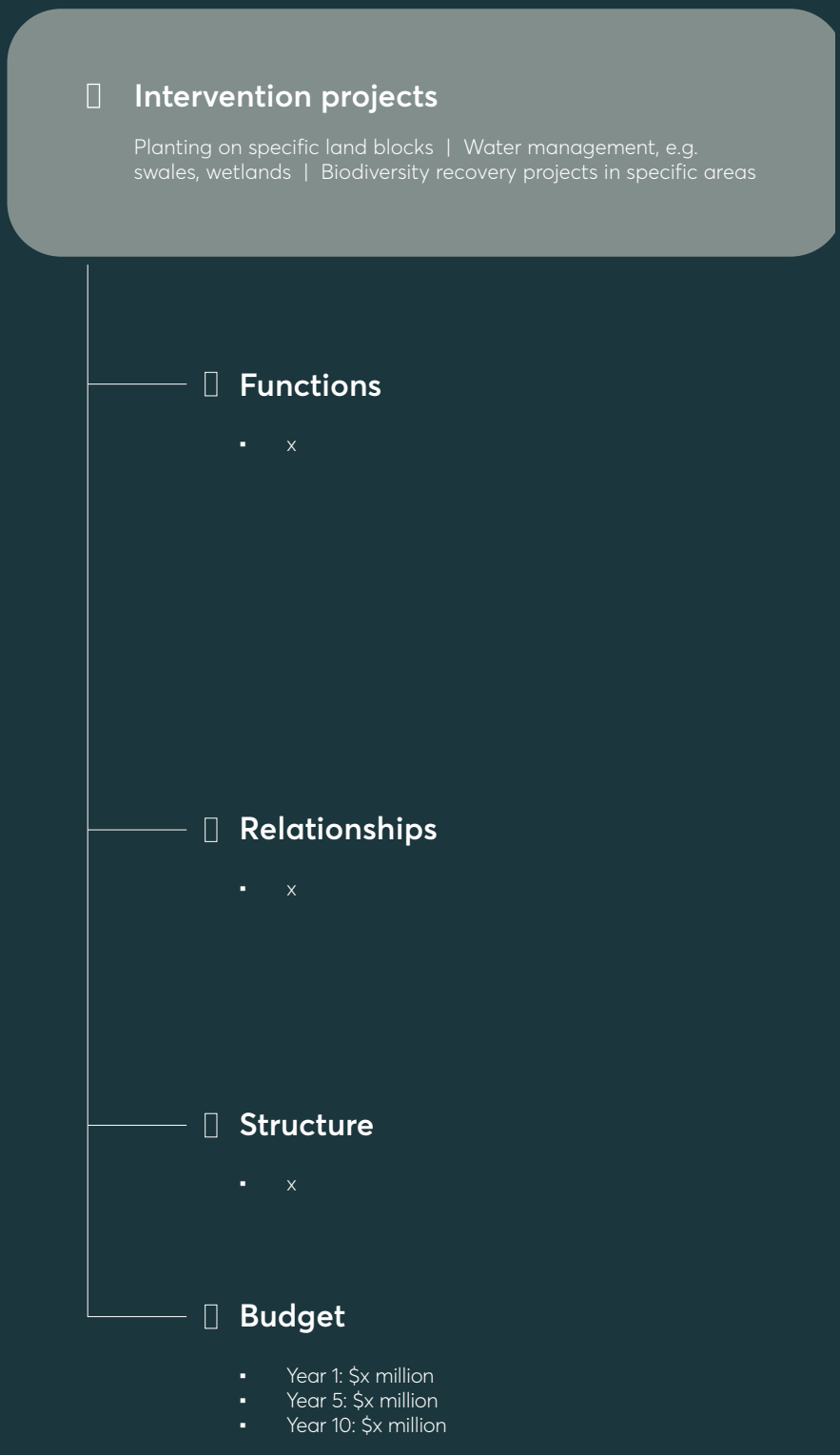
While the Interventions team has some field resources, these team members are more focused on design, planning and evaluation; the field work itself – such as planting – is assumed to be delivered via contracted teams drawn from landowners, catchment and community restoration groups, tangata whenua teams, and contracted companies. The approach to contracting and engagement is outlined in following sections of the document.

It is important to note that the approach to interventions is not based on a standard contestable funding model. While landowners are welcome to propose projects, regional priorities will be set by the Interventions team with support from the Science and Evaluation team, as the emphasis is on having the greatest impact on reducing damage to the whenua. The ability and willingness of landowners to proceed with a project is certainly a contributory factor, but the priority list of intervention projects will primarily be based on impact.

Figure 3.4 | Intervention projects function overview diagram

The diagram shows the key elements of the Interventions team

[diagram to be updated]



DEVELOPING AND DEEPENING RELATIONSHIPS

Developing and maintaining relationships within Tairāwhiti and externally is a key function of the transition programme.

With some 100,000 ha of vulnerable land likely to be included in the ITZ, initial analysis shows that up to 1,000 landowners may need to be engaged in the process of transition. In addition, tangata whenua, Tairāwhiti's many and diverse communities, and a range of other regional and national stakeholders will all need to be part of the programme design, delivery and evaluation.

For this reason, the Relationships team is key to the effectiveness of the Transition Programme. Its role is to develop and deepen the relationships that have already been built across the Tairāwhiti community, and to make sure that everyone's voices are being heard, listened to, and respected as the programme develops and proceeds.

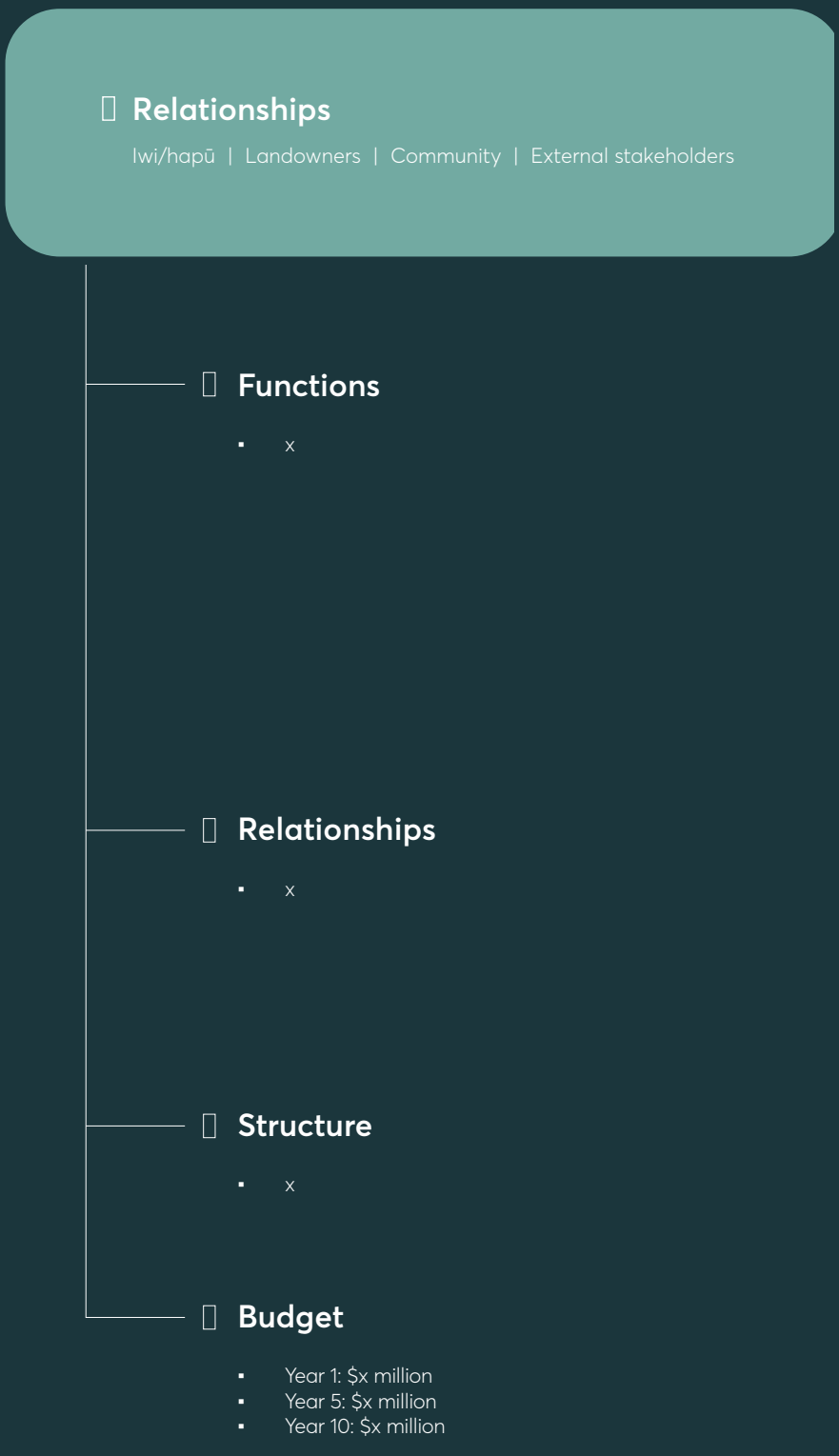
The team's major function focuses on Tairāwhiti relationships, with a minor function of fostering relationships outside the region. The team acts as conduit for the other teams within the Transition Programme – for instance, providing the communication channels and methods for knowledge and material provided by the Science and Evaluation team to be widely disseminated into the community.

Much of the focus of the Relationships team will be developed alongside the work of the Integrated Catchments team at Gisborne District Council. There are strong parallels and common stakeholders – albeit the GDC responsibilities are wider than just the transition programme – so close collaboration will be key. Options such as co-location of the teams or the potential secondment of team members will be investigated during the establishment phase of the Transition Programme, with the aim of improving both the effectiveness and efficiency of both organisations.

Figure 3.5 | Relationships function overview diagram

The diagram shows the key elements of the Relationships team

[diagram to be updated]



EFFECTIVE PROGRAMME GOVERNANCE

The Transition Programme will require regionally-led independent governance to be effective.

The TAG considerations and subsequent analysis show that a new organisation is required, with clear accountability and responsibility for the design and delivery of the transition programme. There are a range of options for the form of the organisation, and these are discussed on the following pages.

Irrespective of the organisational form, the Transition Programme will require effective governance. In achieving this, three principles are key:

- **Tairāwhiti control** – the Transition Programme must be governed by the people whose homes and lives are most affected by the decisions. While this is a basic requirement of equity, it is also clear from the precursor work that many of the issues being experienced in the region are the result of decisions made elsewhere about Tairāwhiti and its whenua. So embedding the authority of Tairāwhiti to make decisions about how and where and under what circumstances transition will occur is a foundational principle.
- **Tangata whenua partnership** – Māori make up 53% of Tairāwhiti's population, and the iwi of the region are major participants as tangata whenua in the economic, social, cultural and environmental outcomes from the transition programme. Fundamentally, however, the obligation of partnership is embedded in the constitutional foundations of Te Tiriti and must be observed.
- **Funder participation** – it is expected that a number of different parties will contribute financial and other resources to the transition programme. Particularly when the commitment is substantial and ongoing, funders with significant skin in the game will wish to participate in the governance of the programme they are supporting.

With these principles in mind, a draft governance model has been developed, as shown in the diagram on the following page.

Figure 3.6 | Draft governance diagram

The diagram shows the proposed governance function of the Transition Programme

[diagram to be updated]

ENTITY DESIGN CONSIDERATIONS

There are a range of entity options for how the Transition Programme can be delivered.

In assessing the options for how the transition can be delivered, TAG considered a range of different approaches for how the programme can operate, evaluated against the critical success factors drawn from the Treasury Better Business Case methodology. The critical success factors that are relevant to the programme are:

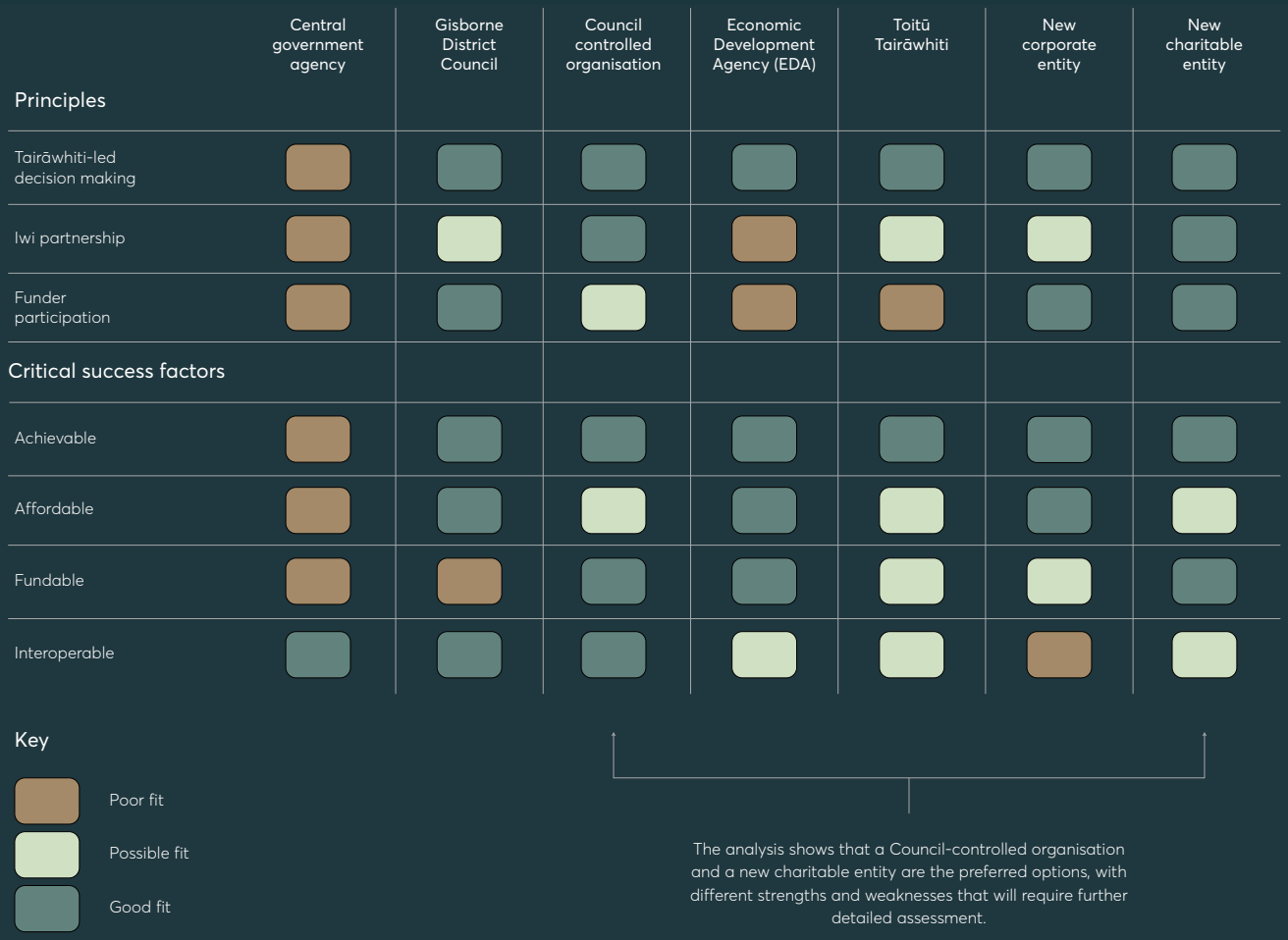
- **Achievable** – it must be feasible for the entity to govern and manage the programme, which is particularly relevant for existing entities with existing functions, particularly if those are determined by statute, trust deeds or similar. In other words, the first factor is whether it is achievable for the entity to be tasked with the necessary governance and management functions for the transition programme.
- **Affordable** – the creation and operation of the entity and its delivery of the transition programme must be affordable over the long term, as any entity that absorbs too much of the available funding in its internal operations will endanger the delivery of the wider programme.
- **Fundable** – the entity must be in a form that external funders such as landowners or philanthropic institutions are willing and able to fund; for instance, some philanthropic organisations have a strong preference for community-controlled or charitable entities, and may be unable or unwilling to provide funds to a Crown-controlled entity.
- **Interoperable** – the entity must be able to effectively collaborate with GDC and potentially other regulators in order to define the Indicative Transition Zone, and to help give effect to the incentives and controls in the TRMP.

The analysis is shown in the table at right. As can be seen, there is a strong preference for a new organisation to deliver the transition programme.

In all cases, there are no absolutes in how effective different types of entities are at meeting the critical success factors, so further analysis will be required to confirm the entity type. This process is described in the Implementation section of the document.

Figure 3.7 | Entity analysis

The table shows the assessment of the different entity types against the relevant critical success factors



THERE ARE TWO POSSIBLE ENTITY TYPES

The analysis shows that either a CCO or a new charitable trust can operate effectively to deliver the programme.

As the multi-criteria analysis shows, there are two preferred possibilities for the delivery organisation:

- A Council-controlled organisation (CCO) under the Gisborne District Council, tasked with the delivery of the transition programme, with the statutory form and controls set out in the Local Government Act 2002.
- An independent trust, likely with charitable status, created and settled by the Gisborne District Council, with the statutory form and controls set out in the relevant legislation.

There are different strengths and weaknesses for each type of entity, although the precise form doesn't alter the responsibilities or functions of the organisation. However, there are implications for the process – and therefore the timelines – to establish the entity.

Specifically, the process for establishing a CCO requires consultation under s82 of the Local Government Act 2002. This may give rise to a longer process, although GDC may consider it sensible to conduct the same consultation process in the event that an independent trust is the preferred approach, given the significance of the transition programme to the Tairāwhiti community.

Consulting on and setting up the Transition Programme entity is therefore the first task, and this forms the core of the Establishment phase for the programme. The approach and implications are discussed in a later section of the document.

INTEROPERATION WITH GISBORNE DISTRICT COUNCIL

The transition programme will perform its delivery function alongside GDC's regulatory function.

[Text to be developed]

A SKILLED WORKFORCE WILL BE REQUIRED

Developing a skilled and capable regional workforce is the first step in a landscape-scale transformation.

National initiatives such as Jobs for Nature have gone a long way in helping develop the core of a transition workforce in Tairāwhiti. However, the short-term and sometimes intermittent funding of the programmes has meant that there is no long-term regional strategy for skilled workforce development and retention – an issue the programme will need to address.

Both the scale and the longevity of transition means that high quality career pathways can be set out for both school leavers and graduates, with significant benefits for individuals and the region. Rather than young people having to leave Tairāwhiti for training and work, the creation of transition-focused courses and permanent jobs will retain people and skills and incomes in the region.

Workforce development is a key enabler for scaling up the transition programme. While there is already delivery capability in the region – both private sector companies and a skilled workforce trained in Jobs for Nature and similar programmes – it will need to increase in both size and skill to deliver the scale of transformation needed in coming years.

Developing the career pathways and workforce strategies for Te Tairāwhiti is the responsibility of Trust Tairāwhiti in its role as the regional Economic Development Agency. The Trust will bring together the contributing government agencies, iwi and hapū, the tertiary providers, private sector companies and the Transition Programme to develop the strategy and map out the resourcing requirements, starting from this business case and its supporting analysis. The timelines for this work are shown in the Implementation section of the document.

The diagram on the following page shows the early-stage thinking around career progression, from school leavers through to highly qualified scientists, and the types of training courses expected to be delivered by tertiary providers in Tairāwhiti, and this will act as a starting point for further analysis and development.

Funding for workforce and training development is assumed to be available through existing Government agencies and programmes, so has not been explicitly included in the transition programme budgets. However, the availability of funding for these areas is listed as a funding assumption.

RESOURCING INCLUDES EXTERNAL CAPABILITY

Developing the right skills and capabilities across a range of organisations is the key to success.

While there is a necessary focus on regional workforce development and career pathways, it is assumed that a full range of services – from pest management to field work to data gathering – will be delivered by external organisations, under contract to the Transition Programme. The organisations are likely to include iwi and hapū groups, various forms of social enterprises, existing groups such as community ecology teams and catchment groups, individual contractors, and private sector companies with suitable skills.

There are a variety of reasons for obtaining skills and resources externally to the Transition Programme itself:

- Many of the skills and capabilities to transition specific land areas and catchments are held by the people who live on the whenua, and while they may wish to contribute time and effort to the programme, they may not wish to have structured employment within the wider Transition Programme.
- Contracting – rather than directly employing – suitably-skilled individuals and teams provides necessary flexibility and agility for both the Transition Programme and the people, providing it is done in a way that is consistent with developing long-term relationships and the region-wide workforce.
- Having foundational contracts with the Transition Programme allows groups and businesses to expand beyond Tairāwhiti as their skills and capabilities develop, consistent with the fostering of a national centre of excellence in landscape remediation as discussed on later pages.
- Providing a consistent flow of longer-term contracts enables individuals and groups to establish businesses, employ other people, develop their own supply chains and information networks, diversify the business ecosystem in Tairāwhiti, and deliver greater value to the region and the nation than may be the case with direct employment.

For these benefits to be achieved, a Tairāwhiti-specific approach to procurement and contracting is likely to be required, and this is discussed later in the document.

PERSPECTIVE: KAIMAHI

What might transition look like for Kaimahi who are actually doing the work of transition?

When you asked me that question, I instantly thought about what they would feel. I was involved in the Government's Jobs for Nature program when it was being established, so I have a bit of an understanding of how people being able to go and work on their whenua or go and work in the environment, how that made them feel and the positive things it did for their wellbeing.

We know from our research that the rangatahi of Tairāwhiti have said that they want to get into nature-based jobs, ecotourism, the work that connects them to their whenua.

So I think of a whole bunch of healthy, really proud people in the region that are delivering work for our people. In terms of everyday mahi and what that looks like on the ground, it will definitely be plenty of variety. So we will have people that will be out there doing pest control. They'll be out there doing some planting. They might be out there doing evaluation and science field work as well.

There is huge potential because we have such a high rate of people on Jobseeker benefits in Tairāwhiti. I know some of the Jobs for Nature people went back on Jobseeker benefits once that stopped, which seems like a wasted opportunity for them and the region and the Government.

There has already been lots of talk around Tairāwhiti having a Taiao training facility that could enable people to learn these skills, like the predator free apprenticeship scheme that was part of Jobs for Nature nationally, and how we could bring that into our region. There will always be a mix of formal training and informal training.

There needs to be strong regional coordination and prioritisation in all of this, and an understanding of the opportunities and the scale that we're working at. There will be project managers, there will be program managers, there will need to be training staff, so not just work out in the field.

We know we need a research focus because we need to make sure that what we're finding out on the ground is being fed back into making sound operational decisions. So in addition to our scientists we'll need the people with the skills to analyse the data and make it useful and understandable, not just to the science teams but for the community as well.

We need a really diverse workforce for a programme like this, which will help us build a thriving region for us and our rangatahi.


Sam Rolands | General Manager
Tairāwhiti Environment Centre

THIS IS A LONG TERM COMMITMENT

The programme will need to operate with a view to building long-term relationships.

While much good was achieved with programmes such as Jobs for Nature, the short-term approach to funding and resourcing has led to much wasted potential and suboptimal outcomes on the whenua; much of the initial benefit is gradually being lost now that work has ceased.

One of the fundamental success factors for the Transition Programme is persistence. Functions such as pest control and gully interventions need to carry on for years-to-decades before the full benefits will be realised – and the procurement and contracting approach between the Programme and kaimahi needs to reflect this long-term commitment.

Year-by-year contracts, repetitive RFP processes and a lack of decade-length pipelines of work will all act to undermine the development of supply chains, skilled workforces, and the pool of knowledge and capability necessary to sustain the programme. So traditional public sector procurement and contracting approaches will need to be re-thought to ensure continuity and consistency.

The range of organisations and individuals likely to be engaged is expected to be much wider than the traditional narrow pool of commercial businesses. Iwi and hapū and tangata whenua groups, community and catchment environmental teams, and the ever-shifting pool of skilled individuals prepared to commit some of their time will all form part of the resources needed to transition the vulnerable land, alongside businesses ranging from tiny farms to multinational forestry companies. One size will certainly not fit all in engaging their skills and energy.

For this reason, a range of engagement and contracting approaches will need to be developed by the Transition Programme. Some of these can use traditional approaches such as RFPs, but alternative approaches will be required for non-commercial entities and individuals. Careful process and organisational design will be required, and the mechanisms for achieving this are discussed in the final section of the document.

DEVELOPING A NATIONAL CENTRE OF EXCELLENCE

The knowledge and capability developed in Tairāwhiti is a platform for transition across Aotearoa.

Tairāwhiti is a unique place with its own challenges and opportunities, and it tends to be at the forefront of national trends. So alongside the necessity of transition sits the opportunity to develop nationally-important skills and capabilities.

This is the first time a programme like this has been developed at this scale and speed in New Zealand. As such, Tairāwhiti is innovating rapidly in areas like pest controls, soil science, environmental management, environmental STEM research, and environmental data. In every case the region is taking leading-edge scientific research and commercialising it to achieve biodiversity outcomes.

This is important, because the experiences in Tairāwhiti with severe weather events will begin to impact other regions as climate change grips, as shown in Nelson/Tasman recently. The tools and technologies and capabilities we are developing in Tairāwhiti can be directly applied to solving issues with vulnerable land, sedimentation and woody debris in other areas of NZ – and internationally.

Increasingly, these will become essential and commercially valuable skills as communities and regions adapt to more severe weather under the pressure of climate change.

For instance, one of the tools being developed in the region is in the area of international biodiversity credits and environmental services markets. East Coast Exchange is one of the groups leading the country in deploying large-scale projects that can attract international funding flows, to the benefit of landowners and tangata whenua.

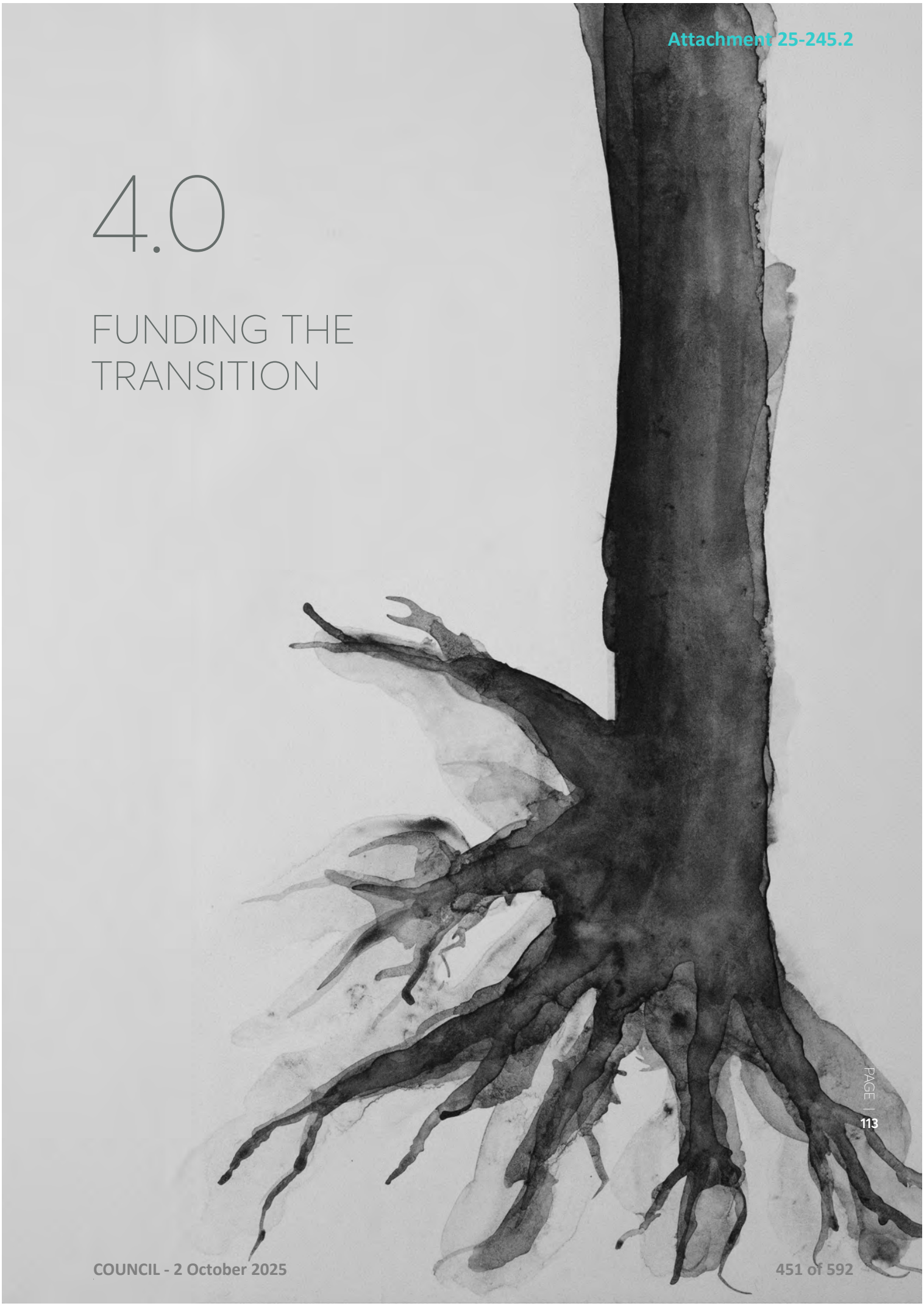
While excellent theoretical work is being done, this is the first time large-scale biodiversity restoration programmes will be funded in this way. So it makes sense to establish Tairāwhiti as a national centre of excellence in biorestoration in New Zealand.

The result will be a network of businesses remediating the long-term economic impacts of traditional land use practices in Tairāwhiti, able to develop the commercial opportunities to take the solutions and funding models to other regions, and internationally. This approach is discussed in more depth in the supplementary paper.

Endnotes

4.0

FUNDING THE TRANSITION



ABOUT THIS SECTION OF THE DOCUMENT

This section is in three parts: the estimated costs of the programme, how those costs can be equitably funded, and evaluating impact.

[Insert navigation infographic]

THE IMPORTANCE OF ACTING RAPIDLY

The MILU was clear about the need for decisive action.

The Ministerial Inquiry into Land Use in Tairāwhiti (MILU) was clear that there is no time to spare when it comes to transitioning vulnerable land to permanent woody vegetation; the MILU set out a goal of this occurring within a decade, given the loss of productive soils from the region.

The preceding sections set out the rationale and the design for the Transition Programme. This section then addresses the key question: how do we begin, and how do we ensure the Programme can deliver quickly and effectively?

There are two stages to implementation:

- **Establishment** starts from funding approval, and proceeds to set up the entity and the delivery structure under the supervision of an Establishment Board, convened by the Gisborne District Council. Initial planning shows this phase will take around six months, subject to statutory consultation processes if a CCO is selected as the preferred entity type.
- **Delivery** starts from the point the Transition Programme becomes operational, when staff can be recruited, projects identified, and the first contracts allocated for the commencement of pest control and other tangible steps. The Delivery phase is open-ended, and will; gradually scale up as capacity and capability is developed within the Programme and the region.

The two phases are described in more detail on the following pages.

As the MILU notes, time is of the essence; the longer the process of establishment takes, the greater the damage to the whenu and the people and the infrastructure of Tairāwhiti, so it is incumbent on us to move at pace. While the appropriate processes need to be followed, they come at a cost: around a million tonnes of topsoil is being lost into our rivers and oceans every week, a rate that has long been known to be both highly damaging and unsustainable.

THE INVESTMENT IN TRANSITION ESTABLISHMENT

The Transition Programme needs to be established, and this is estimated to take 6-12 months.

The purpose of the Establishment phase is to complete the work necessary for the programme to operate, and the implementation approach is discussed in more detail in the following section of the document.

A project team – reporting to the Establishment Board – will be required to undertake this work, drawn as much as possible from Tairāwhiti resources, as local resourcing and knowledge will ensure the work is integrated with existing initiatives and organisations as efficiently as possible.

SUMMARY ESTABLISHMENT FINANCIAL MODEL

	Rate/mth	Units	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Totals
Establishment phase									
Project establishment									
Setup costs	$10,000	1	$10,000						**$10,000**
Workstreams									
Objectives and strategy	$20,000	1	$20,000	$20,000	$20,000	$20,000	$20,000		**$100,000**
Programme development	$20,000	1		$20,000	$20,000	$20,000			**$60,000**
Operating model	$20,000	1	$20,000	$20,000	$20,000	$20,000			**$80,000**
Engagement model	$15,000	1	$15,000	$15,000	$15,000	$15,000	$15,000	$15,000	**$90,000**
Workforce and recruitment	$20,000	1				$20,000	$20,000	$20,000	**$60,000**
Financial modelling	$20,000	1			$20,000	$20,000	$20,000	$20,000	**$80,000**
Systems and processes	$20,000	1			$20,000	$20,000	$20,000	$20,000	**$80,000**
Governance and management	$20,000	1		$20,000	$20,000	$20,000	$20,000	$20,000	**$100,000**
Overhead allocations									
Establishment Board per diems	$1,000	5	$5,000	$5,000	$5,000	$5,000	$5,000	$5,000	**$30,000**
Board travel	$1,000	2	$2,000	$2,000	$2,000	$2,000	$2,000	$2,000	**$12,000**
GDC overhead allocation	$10,000	1	$10,000	$10,000	$10,000	$10,000	$10,000	$10,000	**$60,000**
Project team travel	$1,000	3		$3,000	$3,000	$3,000	$3,000	$3,000	**$15,000**
Subtotals			**$82,000**	**$115,000**	**$155,000**	**$175,000**	**$135,000**	**$115,000**	$777,000
Contingency									
Cost contingency		15%	$12,300	$17,250	$23,250	$26,250	$20,250	$17,250	**$116,550**
Delay contingency									
Totals			**$94,300**	**$132,250**	**$178,250**	**$201,250**	**$155,250**	**$132,250**	**$893,550**

THE INVESTMENT IN TRANSITION DELIVERY

The methodology for assessing the costs of transition is robust, and rests on a number of assumptions.

A financial model for the Transition Programme has been developed, which assesses the investment requirements for the programme over the first decade of operation. The summary of the model is on the following page, and the detailed model is provided in the Technical Appendix.

The financial model has a number of assumptions:

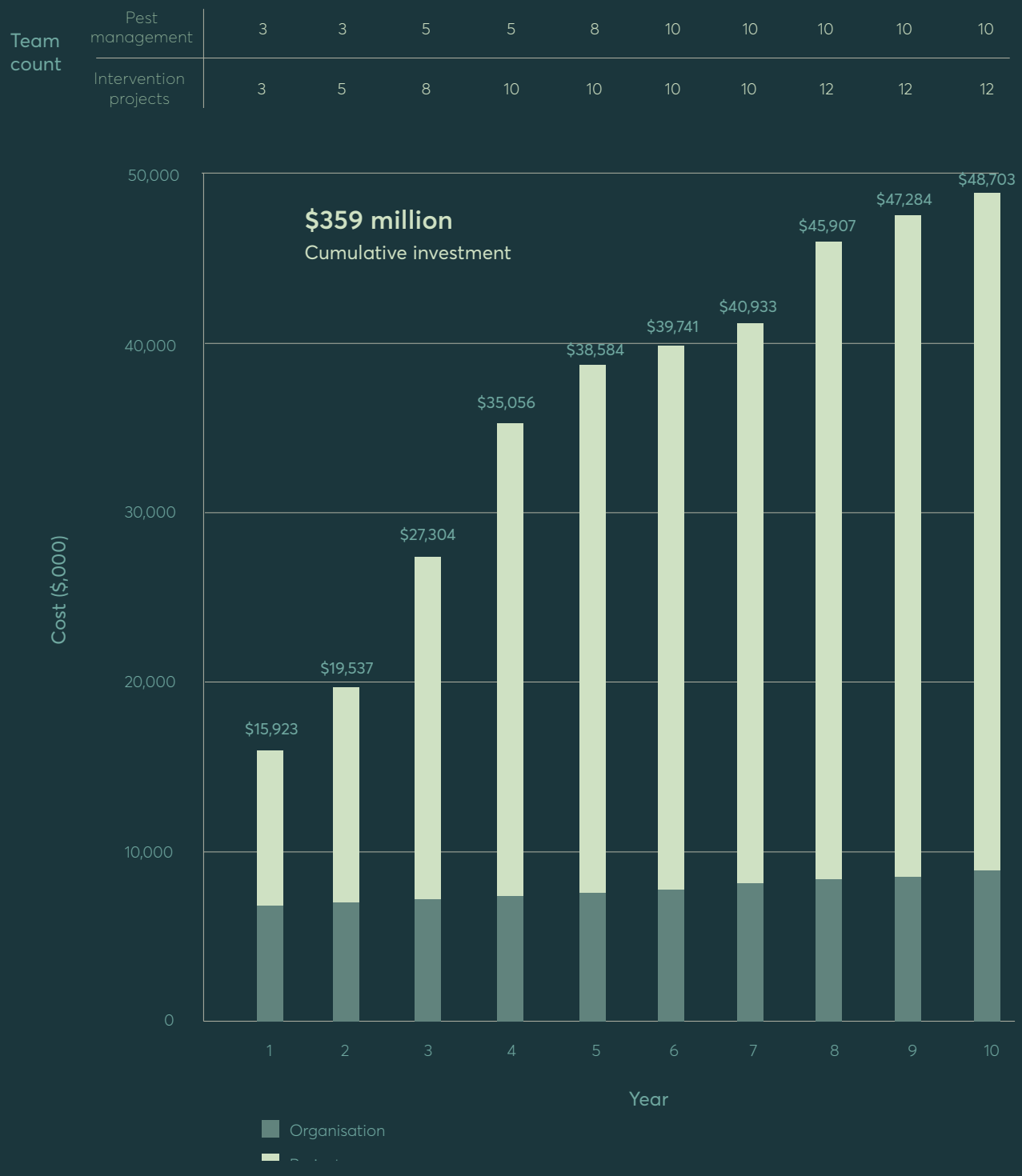
1. While there is considerable work to be done in restoring the vulnerable land across Tairāwhiti, the total investment is assumed to be limited by the resources available to conduct pest management and undertake intervention projects, particularly in the first five years. Total investment requirements are therefore constrained by delivery capacity within the modelling period.
2. The focus of the Transition Programme is on the delivery of outcomes on the whenua, so the back-office structure and costs have been minimised in the model. The assumption is therefore that corporate functions such as HR and IT can be provided under a shared services model with a supporting organisation, such as GDC.
3. Labour costs are based on current industry rates, and an annual inflator added for both labour and overheads. Overhead contributions are based on current GDC rates.
4. The model has been developed on a cash basis; that is, there is no differentiation between capex and opex, and therefore no allocations for depreciation and amortisation. The model is therefore representative of the cash consumption of the Transition Programme, and not its financial results.
5. All figures are GST exclusive, and there is no provision for taxation of any kind, including income tax or FBT. Because it is a model, there is no accounting for the timing of income and there are no sources of revenue stated, including any interest received.
6. External investment requirements – such as the development of tertiary courses to support an expanded and higher-skilled workforce – are excluded, as they are out of scope for the Transition Programme itself and are assumed to be able to be funded from other public or private sources.

SUMMARY DELIVERY FINANCIAL MODEL

	Ratios	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Delivery phase											
Organisational resourcing											
Governance		$696	$717	$738	$761	$783	$807	$831	$856	$882	$908
Management		$414	$426	$439	$452	$466	$480	$494	$509	$524	$540
Relationships		$906	$933	$961	$990	$1,020	$1,050	$1,082	$1,114	$1,148	$1,182
Interventions		$540	$556	$573	$590	$608	$626	$645	$664	$684	$705
Pest Management		$300	$309	$318	$328	$338	$348	$358	$369	$380	$391
Science and Evaluation		$720	$742	$764	$787	$810	$835	$860	$886	$912	$939
Corporate services		$930	$958	$987	$1,016	$1,047	$1,078	$1,110	$1,144	$1,178	$1,213
Organisation subtotal		**$4,506**	**$4,641**	**$4,780**	**$4,924**	**$5,072**	**$5,224**	**$5,380**	**$5,542**	**$5,708**	**$5,879**
Overhead ratio	50%	$2,253	$2,321	$2,390	$2,462	$2,536	$2,612	$2,690	$2,771	$2,854	$2,940
Organisational total		**$6,759**	**$6,962**	**$7,171**	**$7,386**	**$7,607**	**$7,836**	**$8,071**	**$8,313**	**$8,562**	**$8,819**
Project resourcing											
Pest management											
Per team cost		$564	$581	$598	$616	$635	$654	$673	$694	$714	$736
Team count		3	3	5	8	10	10	10	10	10	10
Team costs		$1,692	$1,743	$2,992	$4,930	$6,348	$6,538	$6,734	$6,936	$7,145	$7,359
Project cost scalar	75%	$1,269	$1,307	$2,244	$3,698	$4,761	$4,904	$5,051	$5,202	$5,358	$5,519
Project contingency	20%	$338	$349	$598	$986	$1,270	$1,308	$1,347	$1,387	$1,429	$1,472
Intervention projects											
Per team cost		$564	$581	$598	$616	$635	$654	$673	$694	$714	$736
Team count		3	5	8	10	10	10	10	12	12	12
Team costs		$1,692	$2,905	$4,787	$6,163	$6,348	$6,538	$6,734	$8,324	$8,573	$8,831
Project cost scalar	150%	$2,538	$4,357	$7,180	$9,244	$9,522	$9,807	$10,102	$12,486	$12,860	$13,246
Project contingency	20%	$338	$581	$957	$1,233	$1,270	$1,308	$1,347	$1,665	$1,715	$1,766
Research projects											
Project cost scalar	150%	$1,080	$1,112	$1,146	$1,180	$1,216	$1,252	$1,290	$1,328	$1,368	$1,409
Project contingency	20%	$216	$222	$229	$236	$243	$250	$258	$266	$274	$282
Projects total		**$9,164**	**$12,576**	**$20,133**	**$27,670**	**$30,976**	**$31,906**	**$32,863**	**$37,594**	**$38,722**	**$39,884**
Organisation		$6,759	$6,962	$7,171	$7,386	$7,607	$7,836	$8,071	$8,313	$8,562	$8,819
Projects		$9,164	$12,576	$20,133	$27,670	$30,976	$31,906	$32,863	$37,594	$38,722	$39,884
Programme total		**$15,923**	**$19,537**	**$27,304**	**$35,056**	**$38,584**	**$39,741**	**$40,933**	**$45,907**	**$47,284**	**$48,703**

Figure 4.2 | Delivery phase investment requirements

The diagram shows the gradual increasing investment in transition, and the expansion of the workforce in the delivery teams. A complete financial model is provided in the full business case.





EXISTING FUNDING FOR TRANSITION INITIATIVES

There is already considerable investment in transition within Tairāwhiti.

While the business case seeks Government funding for components of the Transition Programme, this is co-investment alongside the work already being undertaken in Tairāwhiti. A range of investments are already being made, in a range of categories:

- Some forestry companies – particularly those with mana whenua ownership – are already actively transitioning their vulnerable land out of plantation forestry and into ngāhere. In some cases the process has been underway for some years, and thousands of hectares are now at various stages of transition. The work is being funded by the companies.
- An increasing number of farmers are retiring vulnerable land from traditional grazing, and transitioning it to various forms of permanent vegetation, including continued grazing under exotic or non-palatable native species. These initiatives are being funded by farmers and are estimated to encompass thousands of hectares.
- Large-scale initiatives are being undertaken by a range of organisations, such as the Waingake restoration delivered by the Gisborne District Council, and private sector projects such as the Whinray reserve restoration and the long-term transition at Young Nick's Head station, amongst others. There are a range of funding sources for these projects, including public, philanthropic and private sources.
- Small-scale but relatively ambitious projects are occurring across the motu in specific catchments and areas, largely led by mana whenua and community or catchment groups. These include initiatives such as Raukumara Pae Maunga, which is engaged in landscape-scale pest control and restoration efforts across thousands of hectares, funded through philanthropic and community donations and sporadic public programmes.

While it is easy to value the monetary inputs into the various transition and restoration initiatives, it is much harder to quantify the (likely) tens of thousands of hours – both paid and unpaid – put in by communities, groups and individuals across Tairāwhiti. However, even on conservative estimates, it is likely the existing investments of time and money are in the range of $20–$50 million per annum.

AN EQUITABLE APPROACH TO FUNDING

A significant and ongoing investment is required to transition the vulnerable whenua.

As the preceding pages show, a significant investment will be required over the next decade, with the expectation that the Transition Programme will extend well beyond this point.

Because the timeframes for transitioning the vulnerable land will necessarily be decades long, there must be a similarly long-term commitment of funding for the programme. This means the partners in the transition – landowners, tangata whenua, the Tairāwhiti region, local and central government, the private sector and the philanthropic community – must feel their financial and resource commitments are fair and equitable.

This section of the document sets out the framework for equitable funding of the programme, using the following steps:

- The various stakeholders in the current land uses are identified, and their comparative level of benefit or dis-benefit from those uses is assessed.
- The same assessment is conducted for the future state, where the vulnerable land is transitioned into permanent vegetation cover – noting that this will likely take many decades to achieve.
- The change in benefits and dis-benefits is mapped, and this is used to inform an equity analysis, which looks at the right balance of funding contributions from the various stakeholders.
- An equity framework is described, which discusses the various ways in which the transition can be funded, including polluter pays, beneficiary pays, and others, in the expectation that the funding approach will combine a number of different methods.
- The result is used to develop a funding model for the first decade of the Transition Programme, showing the monetary and in-kind contributions being sought from the various stakeholder groups.

The status quo is unsustainable.

The transition of vulnerable land to permanent vegetation cover fundamentally reshapes who gains and who loses across Tairāwhiti. Under the current land use, benefits are concentrated among a small group – mainly landowners, forestry operators, and overseas investors – while dis-benefits are widely distributed across communities, infrastructure, and the environment.

As transition progresses, this balance gradually shifts. Benefits are broader, more equitably shared, and aligned with long-term resilience, while disbenefits narrow to a smaller set of stakeholders, mostly those with direct production interests.

Outlined below shows how beneficiaries move along the scale of benefits and disbenefit.

Environment / ecological systems



From constant degradation and biodiversity loss to becoming one of the biggest beneficiaries of restoration

- Vegetation stabilises slopes, locking in soil and reducing erosion. Rivers run clearer, estuaries recover, kaimoana beds regenerate, and biodiversity thrives as habitats return
- Native bush also sequesters carbon, contributing to climate targets

Locals



Instead of carrying the heaviest disbenefits, locals become the primary beneficiaries of resilience, safety, wellbeing, and a restored way of living that strengthens cultural and community identity

- Communities are no longer living downstream of unstable slopes
- People experience improved mental and physical health, less pollution, cleaner and safer environment, and fewer disruptions to essential needs like power, water, internet, etc.
- Properties increase in value
- Everyday life also improves and people can once again enjoy and rely on the natural environment for recreation, food gathering, and cultural practices

Private entities



Benefits are redistributed. Local and regional private actors gain resilience and opportunities, while offshore investors lose their extractive advantage.

- Landowners face short-term income loss from reduced grazing or harvest, but will have lower compliance and liability costs, reduced operational costs, and reduced insurance premiums
- With the right support (e.g. carbon credits, eco-tourism, native plant employment schemes), they gain new income opportunities and more stable land assets
- Downstream farmers have reduced sedimentation meaning healthier soils, fewer stock losses, and lower operational costs
- Tourism operators benefit from improved landscapes and ecosystems to attract tourism

Infrastructure / public services



From carrying high disbenefits (constant repair and emergency costs) to reaping benefits through long-term savings and resilience.

- Councils spend less on dredging, road and bridge repairs, and stopbank maintenance
- Civil Defence faces fewer high-risk rescues
- Health services see reduced demand linked to slips, floods, and water contamination
- The region becomes attractive to live and invest in for outsiders

National / wider stakeholders



Benefits are redistributed. Local and regional private actors gain resilience and opportunities, while offshore investors lose their extractive advantage.

- Government will save on disaster relief spending, achieves climate and biodiversity commitments
- Insurance sector will have reduced payouts for storm and flood damage
- NZ public covers fewer taxpayer-funded recovery bills and have a stronger "clean, green" reputation
- Overseas investors can gain reputational benefits by aligning with climate and biodiversity outcomes, and potentially pivot toward new financial models

Curre

Horticulture sector

Supply employment

Infras

Iwi

Soils



Figure 4.3 | Benefits and disbenefits change over time

The diagram shows how the disbenefits of our current land uses – largely accruing to communities and the environment – will gradually evolve as transition occurs, resulting in a more equitable spread of benefits and a material decrease in disbenefits over time.

More detailed assessment is contained in the full business case document.

PERSPECTIVE: FORESTRY

What do you think forestry and land use is going to look like in the future?

Tairāwhiti has some of the most fertile land in the country. It has for the most part very good weather and therefore is one of the very best tree growing places in the world, and it's a great place for investment into forestry.

I'm really optimistic about forestry in Tairāwhiti. There will need to be significant change in terms of a range of things including species, the value that we create and how we go about harvesting. And that means creating value from the landscape sustainably.

Our industry will evolve as everything does in business, and environmentally we're all having to respond to climate change. So we're needing to work towards more of a mosaic of land use across the landscape, as opposed to having a monoculture of radiata or sheep or anything else.

So it's about achieving that mosaic, that's the next step, bringing in all the knowledge from history and the science research and the predictions about where climate change is going. And we can adapt our region to be very successful environmentally, economically and socially into the future.

For example, the trees behind me are from Australia, a long term durable eucalypt, which grow particularly well if sited correctly within Tairāwhiti because of our growing conditions. And these trees will produce around 300-400% of the current value of pinus radiata. It allows us to get away from toxic softwood treatment which the world no longer wants to buy.

There's a whole range of things that forestry can do here to be very, very successful. For example, we can transition into coppicing species where the roots intertwine, where the stumps don't die. Once you cut the tree down they just sprout away again creating much higher value over the long term.

Has forestry changed a lot in last few decades?

It hasn't changed anywhere near enough, and I think that's probably been the undoing of the industry a little bit. But we've come to a point now with climate change and these cyclones coming through, and I think a lot of people are thinking long and hard about what the next investment in forestry is, and that's a good thing. I think we're on the cusp of major change.



Shekdon Drummond | Director
FRM Holdings

FUNDING OF THE TRANSITION NEEDS TO BE EQUITABLE

There are some common themes that describe equity and how it can be assessed.

As the research literature and best practice guidance makes clear, there are a variety of frameworks and methods for assessing funding equity. These can be used to examine who benefits, who bears the greatest risk, and how current funding arrangements reflect that distribution.

The analysis provides a mechanism for testing whether these arrangements are fair, and whether they respond meaningfully to statutory obligations, Treaty commitments, historical context, and the needs of affected communities.

Across the literature, three core dimensions of equity are consistently highlighted. These provide the foundation for our assessment:

- **Distributive equity**, which considers how costs, benefits, and risks are shared
- **Procedural equity**, which relates to who is involved in decisions, and on what terms
- **Recognitional equity**, which asks whether historical disadvantage and exclusion are acknowledged and addressed

To help structure this analysis, we've also drawn on principles set out in Toha Network's work on adaptation costs. This framework is grounded in both national and international research and is widely referenced by the Ministry for the Environment. The four principles – polluter-pays (or exacerbator pays), beneficiary-pays, public-pays, and ability-to-pay, can be used to test whether current funding models reflect the realities of who is driving risk, who is benefiting from investment, and who has capacity to contribute.

These equity dimensions and funding principles will help us answer our key assessment questions for land use:

1. Who currently pays, and through what mechanisms (rates, levies, central government funding)?
2. Who benefits the most from the present arrangements and investments?
3. Where does risk remain highest and for whom? Are there any groups or communities that are disproportionately exposed or under-protected?

DETERMINING WHO SHOULD PAY FOR LAND USE TRANSITION

There are clear allocative principles for determining equity and funding costs.

A key question behind asking who should pay for land use transition is *why* they should pay. The justification for expecting or requiring payment is critical to the practicability and legitimacy of any contributory scheme. Some of these principles have been developed over many hundreds of years, and are based in notions of fairness embedded in common law and democratic decision making.

The most prominent application of these approaches has been within climate policy, which has a number of well-established principles that are used to allocate responsibilities to various parties. Each principle helps to identify a set of duty-bearers who have the responsibility to bear costs – in this case for climate adaptation. While normative debate often focuses on which single principle should be applied, it is likely that a combination of principles is the most effective approach, because each principle has different strengths and limitations which suit it to different applications.

This pluralistic approach also extends to financing and funding, because different principles create different duties for different parties, therefore spreading both the diversity and the costs of adaptation.

Toha's research identifies four key principles for equity in funding:

1. Polluter or Exacerbator pays principle
2. Beneficiary pays principle
3. Public pays principle
4. Ability to pay principle

The four principles are explained in the following pages, and provide an underlying framework for understanding how to assess where benefits and risks fall for flood management, and the perspectives we should adopt to apply an equitable approach to funding land use transition.

PRINCIPLES OF EQUITY IN SUMMARY

The four allocative principles have different strengths and weaknesses.

Principle	Beneficiary pays	Exacerbator pays	Public pays	Ability to pay
Definition	The costs of the adaptation should fall specifically on those who benefit directly from goods and services	The costs of adaptation should fall specifically on those who exacerbate risks and contribute to maladaptation.	The costs of adaptation should be spread generally across society at a national or a regional level	The costs of adaptation should vary with ability, so more abled agents (i.e., more wealthy) have greater duties to bear cost than less abled.
Examples	» Household and business spending » Private debt and equity » Club funding » Rates-based funding » Targeted rates » User-pays and cost recovery » Payment for ecosystem services	» Pricing of externalities (e.g emissions pricing, water rights) » Tort remedies (e.g., compensatory damages) » Regulatory compliance costs	» Tax based funding » Rates based funding » Public debt	» Targeted support for disadvantaged households or communities » Philanthropic grants and donations » Impact investing » Progressive taxation
Pros	» Reinforces personal responsibility for accepting risk » Clear incentives for asset owners to manage risks » Aligns with localised, site-specific responses » Eliminates moral hazard » Reduces rent seeking and overinvestment	» Fair resolution of private enrichment that exacerbates loss and damage to others » Addresses market failures (i.e., internalises externalities) » Clear incentives for asset owners to manage risks » Aligns with localised, site-specific responses » Partial loss spreading as costs are passed onto consumers » Distributional effect by imposing costs on wealthy companies	» Maximises loss spreading » Strengthens social solidarity against common challenge » Serves distributional goals » Overcomes collective action problems and enables public goods	» Improves public legitimacy by addressing inequality and disadvantage » Enables loss spreading » Strengthens social solidarity » Addresses compounding disadvantage where low-income households are disproportionately located in high-risk areas
Cons	» Practical challenges in identifying beneficiaries and exacting payment » No incentive to limit excacerbation of risk, nor fair resolution of associated losses and damages (i.e., victim-pays) » No spreading of losses or redistributive function	» Political economy challenges for imposing the full costs of production (i.e., pricing externalities) » High transaction costs for litigation » Susceptible to moral hazard and rent seeking if exacerbators are forced to 'overpay'	» Maximises moral hazard » Encourages rent seeking and political favouritism » No incentive to limit excacerbation of risk, nor fair resolution of associated losses and damages (i.e., socialisation of costs) » Involves hierarchical decision making that may not align with local needs or subsidiarity	» Enables moral hazard and rent seeking » No direct incentive to limit exacerbations of risk, except insofar as wealthy entities » Only spreads losses onto a minority (i.e., the wealthy) » Involves hierarchical decision making that may not align with local needs or subsidiarity

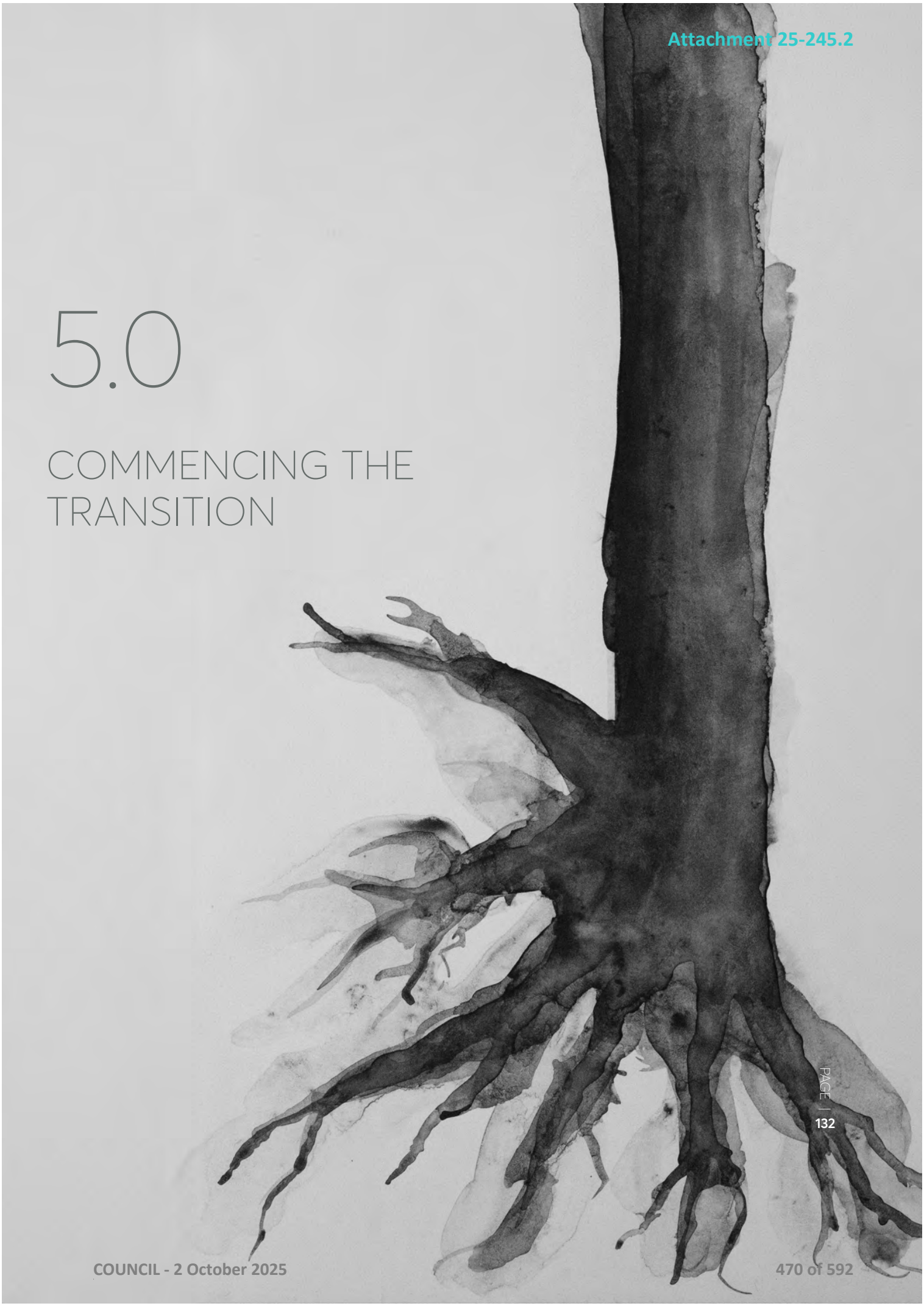
TRACKING OUR TRANSITION PROGRESS

Ensuring the programme and interventions are making a difference is a key component of the mahi.

[Summary of approach and the Toha system for monitoring and evaluation]

5.0

COMMENCING THE TRANSITION



THE IMPORTANCE OF ACTING RAPIDLY

The MILU was clear about the need for decisive action.

The Ministerial Inquiry into Land Use in Tairāwhiti (MILU) was clear that there is no time to spare when it comes to transitioning vulnerable land to permanent woody vegetation; the MILU set out a goal of this occurring within a decade, given the loss of productive soils from the region.

The preceding sections set out the rationale and the design for the Transition Programme. This section then addresses the key question: how do we begin, and how do we ensure the Programme can deliver quickly and effectively?

There are two stages to implementation:

- **Establishment** starts from funding approval, and proceeds to set up the entity and the delivery structure under the supervision of an Establishment Board, convened by the Gisborne District Council. Initial planning shows this phase will take around six months, subject to statutory consultation processes if a CCO is selected as the preferred entity type.
- **Delivery** starts from the point the Transition Programme becomes operational, when staff can be recruited, projects identified, and the first contracts allocated for the commencement of pest control and other tangible steps. The Delivery phase is open-ended, and will; gradually scale up as capacity and capability is developed within the Programme and the region.

The two phases are described in more detail on the following pages.

As the MILU notes, time is of the essence; the longer the process of establishment takes, the greater the damage to the whenu and the people and the infrastructure of Tairāwhiti, so it is incumbent on us to move at pace. While the appropriate processes need to be followed, they come at a cost: around a million tonnes of topsoil is being lost into our rivers and oceans every week, a rate that has long been known to be both highly damaging and unsustainable.

PHASE 1: ESTABLISHMENT

The Establishment phase sets the stage for transition by forming and activating the delivery entity.

As noted in the earlier discussion about entity and governance structure, there are two possibilities for the delivery organisation:

- A Council-controlled organisation (CCO) under the Gisborne District Council, tasked with the delivery of the transition programme, with the statutory form and controls set out in the Local Government Act 2002.
- An independent trust, likely with charitable status, created and settled by the Gisborne District Council, with the statutory form and controls set out in the relevant legislation.

There are different strengths and weaknesses for each type of entity, although the precise form doesn't alter the responsibilities or functions of the organisation. However, there are implications for the process – and therefore the timelines – to establish the entity.

Specifically, the process for establishing a CCO requires consultation under s82 of the Local Government Act 2002. This may give rise to a longer process, although GDC may consider it sensible to conduct the same consultation process in the event that an independent trust is the preferred approach, given the significance of the transition programme to the Tairāwhiti community.

So the first step in the Establishment phase is to evaluate the options, consult as necessary, and then take the required actions to establish the correct entity. To ensure this process is robust and transparent, an Establishment Board is proposed. The purpose of the Board is to:

- Convene the specialist advisors to understand the strengths and weaknesses of the two entity types, and develop a preferred option for the Transition Programme
- Consult with GDC, the Tairāwhiti community, and other relevant stakeholders over the preferred option, and adjust the proposal as necessary
- Recommend the preferred approach to the Gisborne District Council and receive the decision of elected members
- Govern and oversee the new entity to the point it becomes operational.

At the conclusion of the establishment phase, the Board can summarise its process and decisions to GDC and be disestablished in favour of the long-term governance structure of the Transition Programme.

THE ESTABLISHMENT ACTIVITIES /1

There are a range of activities to be undertaken during the Establishment phase.

While the entity type and its governance structures are the foundational building block for the Transition Programme, these will not in and of themselves get the transition of Tairāwhiti's vulnerable land underway. A number of establishment workstreams will therefore be required alongside the entity considerations, which will set the stage for operational activity to commence. The workstreams are:

- **Objectives and strategy** – working from the objectives set out in the CCO or Trust documents, the high-level strategy and the expected outcomes of the Transition Programme must be developed. These act as the first roadmap for the organisation and its work.
- **Programme development** – building from the high-level outline in the business case, the structure and approach to the transition programme can be defined and documented, which will provide the inputs for confirming the functional areas and the operating model.
- **Operating model** – once the objectives and the programme are defined, the operating model and organisational structure can be designed in detail and confirmed, using the structures outlined in this business case as the starting point. The operating model will reflect the functional areas needed to deliver the programme, and define the structure, roles, responsibilities and high-level processes the organisation will require.
- **Engagement model** - in parallel, the regional and national stakeholders will be mapped, and the interfaces and collaboration opportunities identified. In addition to acting as the foundation for the Relationships function, the purpose of this work is to ensure there are no unhelpful overlaps between the Transition Programme and other organisations, such as GDC.
- ***W*orkforce and recruitment** – having developed the operating model, the roles and responsibilities within each functional area can be developed into position descriptions and recruitment for initial roles commenced.
- **Financial model** – working from the high-level budgets in the business case, the detailed financial models and the operational budgets will be developed for each of the functional areas, and funding requirements confirmed with stakeholders.

THE ESTABLISHMENT ACTIVITIES /2

A dedicated project team will be required to complete the establishment of the programme.

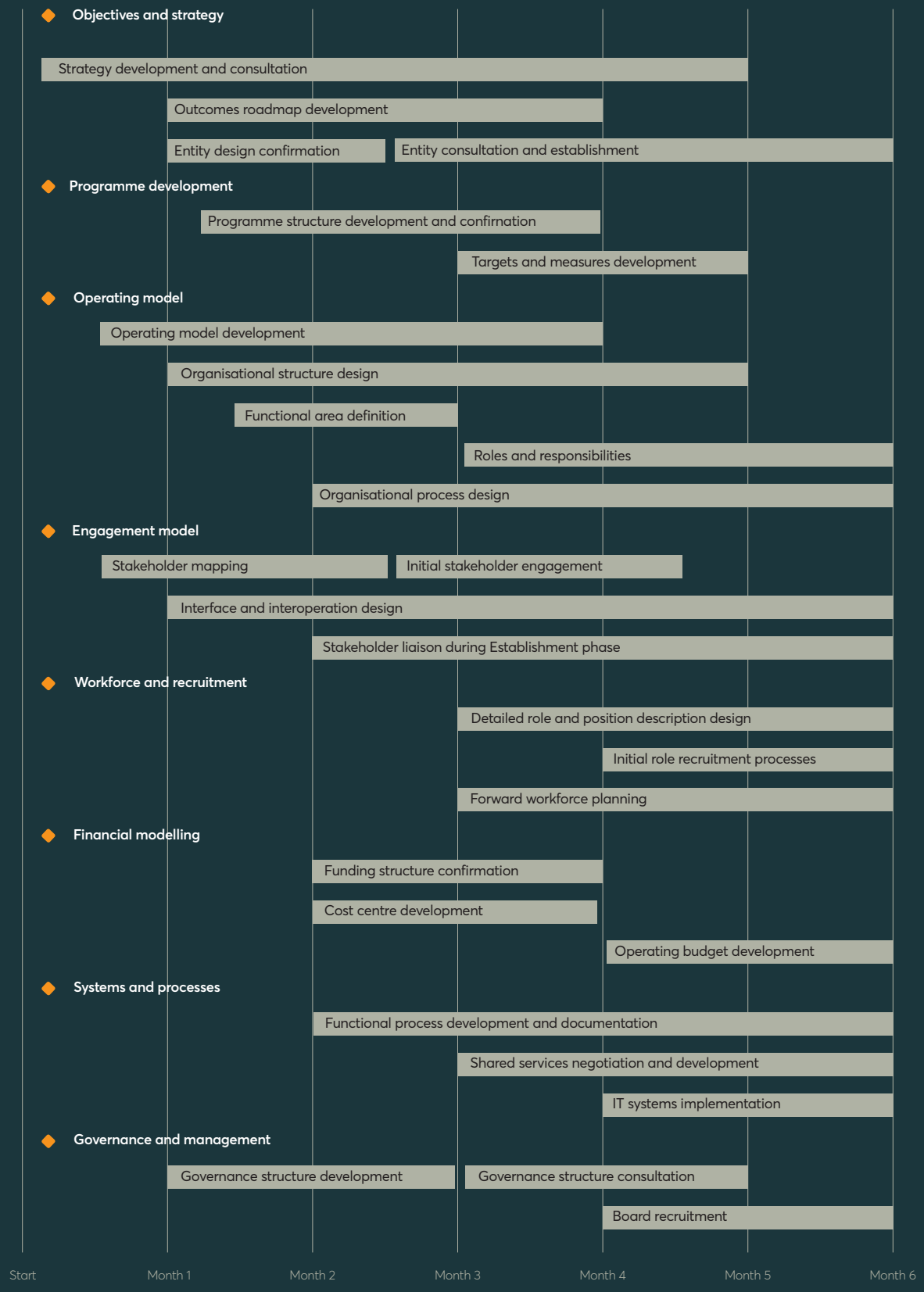
- **Systems and processes** – as the operating model is developed, the supporting organisational processes and IT systems will be defined. A focus of this area will be on a shared services approach that can leverage the investments already made by partner organisations such as GDC in key areas such as finance and HR systems, to ensure costs are kept low and delivery can begin quickly.
- **Governance and management** – having set out the objectives and strategy and understood the operating and engagement models, the governance and management structures can be confirmed, with a particular focus on regional participation and robust independent guidance. Recruitment of the permanent Board and senior management can then commence.

As can be seen, considerable work is required to establish the Transition Programme to the point it can commence operation. A project team – reporting to the Establishment Board – will be required to undertake this work, drawn as much as possible from Tairāwhiti resources, as local resourcing and knowledge will ensure the work is integrated with existing initiatives and organisations as efficiently as possible.

The timelines and budgets for this phase are shown on the following pages.

Figure 5.1 | Establishment project plan

The diagram provides a GANTT chart view of the activities during the six months of the Establishment phase, grouped by workstream



THE ESTABLISHMENT BOARD

Significant governance input will be required during the Establishment phase, so a Board will be required.

A number of regionally and nationally significant decisions will be made during the Establishment phase, so robust governance oversight is required. It is therefore proposed that an Establishment Board with a clear terms of reference is appointed by GDC to perform this function, with five suitably qualified members drawn from the extended Tairāwhiti community with an independent Chair.

The skills sought from Board members are:

- A thorough knowledge of the issues facing Tairāwhiti and the likely solutions to the problems
- An extensive personal and professional network across Tairāwhiti and wider Aotearoa, including in the government, business and philanthropic sectors
- Extensive governance experience in public organisations.

It is assumed that 50% of the Board is tangata whenua, given the demographic makeup of the Tairāwhiti region. The GDC Chief Executive will be an *ex gratia* member of the Establishment Board with full voting rights.

The primary function of the Establishment Board is to make the governance decisions that will set the Transition Programme up for success – in areas such as entity design, functional and operating model approval, funding and financial structures, and appointments of the initial senior team. In addition, the Board will oversee the Project Manager to ensure the phase is delivered on time, within budget and to the required quality standards.

A draft Terms of Reference is contained in the Technical Appendix.

ESTABLISHMENT CONSTRAINTS AND RISKS

A project team of x people and a budget of $x will take around 6-9 months to establish the programme.

There are a number of factors that will constrain the form and delivery of the Establishment phase, notably:

- As previously identified, the type of entity and the need for public consultation is likely to set the critical path for the Establishment phase, particularly if statutory requirements must be met.
- The success of the Transition Programme will be shaped by the degree of engagement with and input from the people of Tairāwhiti, and drawing the Establishment project team from regional resources will foster this from the outset. However, this brings the challenges of limited resourcing and availability, which may constrain the speed with which the Programme can be established.

The analysis at left shows the high-level risk assessment for the Establishment phase. The interlinked risk factors at the top of the diagram are the risks that can lead to the adverse outcome in the centre – defined as the Transition Programme not being fit for purpose. The consequences in the lower part of the diagram show the effects of the risk eventuating.

Obviously, the focus of the risk management activities during the Establishment phase is on managing and mitigating the linked risks as early and effectively as possible. This function is the responsibility of the Project Manager, reporting to the Establishment Board.

ESTABLISHMENT RESOURCING AND BUDGET

A project team of x people and a budget of $x will take around 6-9 months to establish the programme.

The summary resourcing requirements for the establishment phase are:

[To be added]

FUNDING THE ESTABLISHMENT PHASE

GDC is seeking co-investment alongside the Tairāwhiti region to establish the Transition Programme.

As the Transition Programme is in the Establishment phase, GDC will provide the full set of secretariat and support services to the Establishment Board and the project team, including office space, IT and financial systems, and the like. This will enable close collaboration between Council and the developing Transition Programme, and help keep the costs of establishment low.

It is also proposed that GDC fund the Establishment Board *per deims* plus any required travel from existing budgets.

Funding of the Establishment phase will require support from other stakeholders, and the proposed

[Summary of resourcing request for this phase]

POST-ESTABLISHMENT: DELIVERY AT SCALE

A project team of x people and a budget of $x will take around 6-9 months to establish the programme.

The summary resourcing requirements for the establishment phase are:

[To be added]

A CALL TO ACTION FOR OUR REGION

The people of Tairāwhiti have seen much in the last few years: the slash on the beaches, the mud in the rivers, the loss of whenua and homes and businesses, the heartbreak of too much loss of life. It's been a lot.

The Gisborne District Council has been at the centre of all of this. Our people have walked the whenua and sat in meetings and listened to our community, even as we and our whānau have also suffered all the effects of the cyclones, and lived with the consequences of land use decisions made decades ago.

Yet all of us in Tairāwhiti are resilient. We've collectively talked in hui about what the problems are and what the solutions can be, and we've begun to chart a way forward that will be better for our land and our people and our nation. And some of the results of that thinking and talking are this business case – where we set out a better future, and a pathway to get there.

So despite all that's happened in the last five years, I'm optimistic. As this business case shows, solutions are at hand; we know from experience how to manage pests and rejuvenate thousands of hectares at a time, and how to build businesses and good jobs along the way. We know how to apply quality science, how to design interventions that work in our region, and how to motivate and train great people in our community to make a difference.

We can do a lot, but we can't do it all on our own. We need a hand from everyone who can help us get there faster and better, including the Government, including the private sector, including the emerging international markets for carbon and biodiversity. So we're asking for that assistance, loudly and clearly, all of us in Tairāwhiti together.

Because we will go into the future together, our people and our region and our country. And sometimes, the best way to predict that future and manage all its uncertainties is to invent it for ourselves.

That's what we can do with your help. Back us, and we will start the mahi; give us the funding, and we will heal the whenua and the awa and our communities. We will all be richer as a result.



Nedine Thatcher Swann | Chief Executive
Gisborne District Council

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-244

Title:	25-247 Update of Council Delegations
Section:	Legal
Prepared by:	Jacinta Bowe - Senior Legal Counsel
Meeting Date:	Thursday 2 October 2025

Legal: Yes	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to seek minor amendments to the Gisborne District Council's (Council) statutory delegations to staff under the Resource Management Act 1991 ("RMA").

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Council's statutory delegations to staff require amendment to:

- incorporate new powers introduced by amendment to the RMA.
- reflect recent structural changes within the Internal Partnerships and Protection Hub.
- provide additional capacity for processing subdivision consent applications.
- update position titles within the Resource Consents team; and
- remove delegations relating to powers that are no longer in effect.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Agrees to make the delegations and revocations specified in the Instrument of Delegation in Attachment 1 to this report.
2. Agrees the Mayor can sign the Instrument of Delegation in Attachment 1 of this report to confirm the delegations have been made.

Authorised by:

James Baty - Director Internal Partnerships & Protection

Keywords: Legal, delegations, revocations

BACKGROUND - HE **WHAKAMĀRAMA**

1. Council delegates authority to the Chief Executive and staff to ensure administrative efficiency and timely decision-making. While most statutes allow the Chief Executive to sub-delegate, the RMA and Local Government Rating Act (LGRA) require delegations to be made directly by Council.

2. On 20 August 2025, the RMA was amended by the Resource Management (Consenting and Other System Changes) Amendment Act 2025. This amendment introduced new functions and powers relating to consent processing, compliance, and enforcement, many of which are operational and appropriate to delegate to officers.

3. Since approval of the current Instrument of Delegation in August 2023, Council has restructured the Internal Partnerships and Protection Hub. The role of Compliance Monitoring and Enforcement Manager has been replaced with two new positions, including the Resource Consents Compliance Manager, which now carries responsibility for RMA compliance functions.

4. Minor changes to position titles within the Resource Consents team also mean the existing delegation document no longer accurately aligns with the current structure. In addition, efficiencies in subdivision consent processing could be achieved by enabling Senior Consents Planners to approve survey plans and certify compliance in relation to subdivisions under sections 223 and 224 of the RMA respectively.

5. In addition, there have been minor changes to position titles within the Resource Consents team. The current delegation instrument refers to the former position titles and therefore does not accurately reflect the new structure.

6. Finally, section 331B RMA (introduced in 2023) has since been repealed and should be removed from the delegation instrument.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

7. An updated Instrument of Statutory Delegation to Chief Executive and Officers is attached as Attachment 1 ("New Instrument of Delegation"). A tracked change version of the Instrument of Delegation is included as Attachment 2 for ease of reference.

8. The New Instrument of Delegation incorporates amendments necessary to ensure Council officers have the appropriate authority to perform their roles efficiently and lawfully. The delegations to the Chief Executive, and the LGRA delegations included in the instrument, remain unchanged.

9. If approved, the New Instrument of Delegation will achieve the following outcomes.
   a. Ensure that new functions and powers introduced by the *Resource Management (Consenting and Other System Changes) Amendment Act 2025* are delegated to appropriate officers already holding comparable existing powers, enabling timely and efficient decision-making.
   b. Align delegations with the new job titles of Resource Consents Manager, Resource Consents Compliance Manager, and Senior Consents Planner, ensuring clarity and certainty of authority.
   c. Enable Senior Consents Planners to approve survey plans under section 223 of the RMA and issue and certify compliance in relation to subdivisions under section 224 of the RMA, thereby improving the efficiency of subdivision consent processing.
   d. Provide for the exercise of operational powers relating to Wetland Management Plans under the Tairāwhiti Resource Management Plan.
   e. Correct minor typographical errors in the existing Instrument of Delegation.

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

10. The decisions or matters in this report are considered to be of Low significance in accordance with Council's Significance and Engagement Policy. Delegations are an internal operational matter.

TREATY COMPASS ANALYSIS

K**āwanatanga**

11. This report recognises Council's responsibility to exercise its governance role in an efficient and accountable manner. Updating delegations ensures lawful decision-making under the RMA and supports transparent governance practices.

Rangatiratanga

12. Delegated powers enable timely engagement and decision-making where Māori interests are affected.

Oritetanga

13. The recommendations contribute to all applicants, including Māori, receiving consistent and efficient consent processing. Clear delegations help avoid delays and ensure decisions are fair.

Whakapono

14. The update of delegations reflects the principle of good faith, ensuring officers act with integrity and accountability in exercising Council powers.

TANGATA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** TANGATA WHENUA

15. No tangata whenua or Māori engagement is required.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

16. No community engagement is required.

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

17. There are no implications for climate change.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

18. The financial impact of making the delegations will be negligible.

Legal

19. Council has the power to delegate pursuant to Clauses 32 and 32A of Schedule 7 of the Local Government Act 2002. Exercising the power to delegate will ensure that Council staff have the legal authority necessary to perform their role.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

20. Updated delegations support the strategic objective of a high performing culture.

RISKS - **NGĀ TŪRARU**

21. There are no major risks associated with the decision.

22. The risk of not updating the RMA delegations is that delegations remain misaligned with staff roles and position titles. It would also leave new functions and powers under the RMA amendment not delegated, creating a risk of delays to decisions.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
2 October 2025	Mayor to sign Instrument of Delegation	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Council Report Delegations October 2025 [25-247.1 - 10 pages]
2. Attachment 2 - Council Report Delegations Tracked Change October 2025 [25-247.2 - 11 pages]

Instrument of Statutory Delegation

General Delegation to Chief Executive, and Delegation to Officers under Resource Management Act 1991 and Local Government (Rating) Act 2002

By resolution at a meeting on 2 October 2025 the Gisborne District Council:

1. Delegated to its Chief Executive all responsibilities, functions and powers to act on any matter, excluding those matters in respect of which delegation is prohibited by legislation; and

2. Delegated specific powers and functions under the Resource Management Act 1991 (RMA), and the Local Government (Rating) Act 2002 (LGRA), to the officers specified alongside those powers and functions in Schedules 1 and 2 of this Instrument; and

3. Determined not to impose any conditions, limitations, restrictions or prohibitions in the delegations; and

4. Revoked all previous statutory delegations to the Chief Executive, and all delegations to other officers under the RMA and LGRA.

These delegations are made under clauses 32 and 32A of Schedule 7 of the Local Government Act 2002.

For the avoidance of doubt, the delegation to the Chief Executive includes the ability to issue warrants to enforcement officers and to affix the seal.

The General Principles of Delegation set out below apply to these delegations.

General Principles of Delegation

Acting

Functions or powers delegated to holders of an office may be exercised by a person who has been appointed to act in the office.

Changes to team or office name

A specified office or class of office includes an office that carries the same, or substantially the same responsibility as the specified office and is intended to replace, or substantially replace the specified office.

Other parties able to act

The delegation of authority does not prevent another authorised party from exercising the function, power or duty. For example, the Chief Executive may refer a matter to the Council or a Committee for decision.

Non-discretionary duties

The Schedules list only those functions, powers and duties or which involve discretionary decision-making. All staff have authority to perform non-discretionary duties (those not listed) on behalf of the Council, within the general scope of their role.

Expectations

In exercising the delegated authority, the delegates are expected to:

1. act in accordance with their Financial Delegations and within budgetary constraints.
2. comply with Council policies and procedures relating to the exercise of the functions and powers.

For the avoidance of doubt, these expectations are not intended as legal conditions or limitations in the scope of the powers delegated.

Council resolution confirmed by:

_____

Rehette Stoltz

Mayor

Date: October 2025

Schedule 1

Delegation to Officers of powers and functions under the Resource Management Act 1991

Key

BSM	Building Services Manager
BTL	Biosecurity Team Leader
CAM	Cultural Activities Manager
CARM	Community Assets and Resources Manager
CCTL	Consents Coordination Team Leader
RCM	Resource Consents Manager
RMCM	Resource Management Compliance Manager
DEMP	Director Engagement and Māori Partnerships
DIPP	Director Internal Partnerships and Protection
DLC	Director Liveable Communities
DLL	Director Lifelines
DP	Duty Planner
DSF	Director Sustainable Futures
EHTL	Environmental Health Team Leader
EMSM	Environmental Monitoring and Science Manager
FWIM	Four Waters Infrastructure Manager
ICM	Integrated Catchments Manager
IRCP	Intermediate Resource Consents Planner
JIM	Journeys Infrastructure Manager
JOM	Journeys Operations Manager
LSM	Liveable Spaces Manager
MCTL	Monitoring and Compliance Team Leader
PA	Principal Advisor, Environmental Services and Protection
PP	Principal Planner
SPM	Strategic Planning Manager
SCP	Senior Consents Planner
TLRC	Team Leader Resource Consents
WM	Water Manager

Note that the Council has delegated all of the powers and functions listed below to the Chief Executive, in addition to the listed officers.

Section	Summary of function or power	Delegates
s 10(2)	Decision on application for extension of existing use rights	DSF, RCM, RMCM, BSM, PP, TLRC
s 34A(1)	Appointment of Hearing Commissioners (not power of delegation)	DSF, (Expectation of consultation with CE)
s 36(5) to (7) and 36AA	Power to set additional charges, provide estimates, and make decisions on non-performance pending payment of charge.	DSF, DIPP, SPM, RCM, RMCM, PA, BSM, TLRC
s 36AAB	Powers to remit the whole or part of any charge, and to not commence or continue processing resource consent applications or private plan change applications if insufficient money has been paid as required by Council's schedule of charges	DSF, DIPP, DCL, SPM, RCM, RMCM, RCTL. TLRC
s 37	Waive requirements or extend time limits.	DSF, SPM, RCM, RMCM, BSM, PP, SCP, IRCP, TLRC

s 38	Authorisation and warranting of enforcement officers (including ability to affix seal)	DIPP
s 41B	Directions to provide evidence within time limits	DSF, SPM, RCM, PP, TLRC
s 41C	Directions and requests before hearing	DSF, SPM, RCM, PP, TLRC
s 41D	Strike out a submission	DSF, SPM, RCM, PA, PP, TLRC
s 42	Order to protect sensitive information	DSF, DIPP, RCM, RMCM, BSM, SPM, PP, TLRC
s 42A	Require or commission a report	DSF, DIPP, RCM, RMCM, SPM, BSM, TLRC
s 42A(5)	Waive requirement to send officer report	DSF, RCM, BSM, SPM, PP, TLRC
s 44A	Local Authority recognition of national environmental standards	DSF, SPM, PP, TLRC
s 58	If so directed by a national planning standard, power to amend any planning document.	DSF
s 80A	Powers and functions relating to the Freshwater Planning Process	DSF, SPM
s 86D(2)	Make application to Environment Court for a rule to have legal effect	DSF, SPM
s 87BA	Power to decide and give notice on boundary activities	DSF, DIPP, RCM, RMCM, CSS, SPM, PP, TLRC
s 87BB	Power to decide and give notice on deemed marginal or temporary permitted activities	DSF, RCM, SPM, PP, BSM, TLRC
s 87E	Decision to return, decline or grant a request to transfer an application for resource consent or application for a change or cancellation of consent condition to the Environment Court	DSF
s 87F	Prepare a report and suggest conditions to the Environment Court.	DSF, RCM, SPM, PP, TLRC
s 88	Determine that an application for resource consent is incomplete and provide reasons	DSF, RCM, BSM, SPM, PP, SCP, IRCP, DP, CCTL, TLRC
S 88BA	Extend time limit for a wood processing activity or specified energy activity	DSF, RCM
S 88H	Power to exclude time periods relating to non-payment of administrative charges	DSF, DIPP, RCM, RMCM, SPM, PP, BSM, TLRC
s 91	Deferral of application pending additional applications	DSF, RCM, BSM, SPM, PP, TLRC
s 91F	Return or continue to process a suspended application	DSF, RCM, BSM, SPM, PP, SCP, IRCP, DP, CCTL, TLRC
s 92(1)	Requirement for further information from applicant	DSF, RCM, BSM, SPM, PP, SCP, TLRC
s 92(2)	Commission a report in relation to an application	DSF, P, RCM, BSM, SPM, PP, TLRC
s 92A	Set time limit for applicants to provide information.	DSF, RCM, BSM, PP, TLRC
S 92AA	Return application as incomplete following failure to respond	DSF, RCM, PP, SCP, IRCP, TLRC
s 92B	Decide to consider an application under s 104 where applicant has not agreed to commissioning of report	DSF, RCM, SPM, PP, BSM, SCP, TLRC

s 95, ss 95A to 95G	Powers to make all relevant determinations	DSF, RCM, SPM, PP, BSM, TLRC
s 97(4)	Adopt an earlier closing date	DSF, RCM, BSM, SPM, PP, TLRC
s 99(1) to (3)	Arrange pre-hearing meetings for the purpose of clarifying, mediating or facilitating resolution of any matter or issue.	DSF, RCM, RMCM, BSM, SPM, PP, TLRC
s 99(4)	The authority to decide if staff who have the power to make a decision on an application may attend and participate in a pre-hearing meeting.	DSF, RCM, SPM, TLRC
s 99(8)	Decline to process an application or consider a submission.	DSF, RCM, SPM, PP, TLRC
s 99A	Powers relating to mediation	DSF, RCM, SPM, TLRC
s 100	Determination whether hearing necessary	DSF, RCM, SPM, BSM, TLRC
s 101	Fix hearing date, time and place	DSF, RCM, SPM, PP, BSM, TLRC
s 102(1)	Determination for a joint hearing	DSF
s 103	Determination not to hold a combined hearing	DSF
ss 104, 104A to 104D, 105 to 108, 405A, 406, 407, 409	Decisions on applications for resource consents that are not notified, or for which no hearing is to be held.	DSF, RCM, SPM, PP, BSM, SCP, TLRC
s 109	Make decisions in relation to bonds or covenants	DSF, DIPP, RCM, RMCM, BSM, SPM, TLRC
s 110	Power to authorise refund of money when activity does not proceed	DSF, DIPP, RCM, RMCM, SPM, TLRC
s 114	Decisions relating to notification of decision	DSF, RCM, BSM, SPM, PP, TLRC
S 123B	Determine duration of consent for renewable energy and long-lived infrastructure (for non-notified consents	DSF, RCM, SPM, PP, BSM, SCP, TLRC
s 124	Decision as to whether operations can continue under original resource consent pending determination of replacement consent	DSF, DIPP, RCM, RMCM, BSM, SPM, PP, TLRC
s 125	Decision whether to extend period before a resource consent lapses	DSF, RCM, SPM, TLRC
s 126	Cancellation of consents unexercised for more than five years	DSF, DIPP, RCM, RMCM, SPM, TLRC
s 127 & 149Z	Decision on an application to change or cancel a resource consent condition	DSF, RCM, SPM, PP, BSM, TLRC
s 128 to 132	Initiate, approve and determine review of consent conditions	DSF, RCM, SPM, PP, BSM, TLRC
s 132(3) & (4)	Determine resource consent should be cancelled.	DSF, DIPP
s 133A	Correct minor mistakes or defects in a resource consent	DSF, DIPP, RCM, RMCM, BSM, SPM, PP, TLRC
s 136	Authority to approve transfer of water permits	DSF, RCM,, SPM, PP, BSM, TLRC
s 137	Authority to approve transfer of discharge permits	DSF, RCM, SPM, PP, BSM, TLRC
s 138	Decision to accept or refuse part or full surrender of a resource consent	DSF, DIPP, RCM, RMCM, SPM, PP, TLRC

s 138A	Consider special provisions relating to coastal permits for dumping and incineration	DSF, RCM, SPM, PP, TLRC
s 139	Issue of certificate of compliance	DSF, RCM, SPM, PP, BSM, TLRC
s 139A	Issue existing use certificate	DSF, RCM, SPM, PP, BSM, TLRC
s 142 to 149ZD	All powers and function of the Council in Part 6AA Proposals of National Significance Request Minister call in a matter lodged with the Council	DSF
s 149G	Prepare a report on the key planning issues on a resource consent application that has been called in	DSF, RCM, BSM, CSS, SPM, PP, TLRC
s 165D	Refuse to receive an application for a coastal permit	DSF, RCM, SPM, PP, TLRC
s 165E(2)	Determination of an application for a coastal permit	DSF
s 165L	Request Minister to approve allocations of authorisations for space	DSF
s 165O	Request Minister to revoke or amend an approval to use a public tender	DSF
ss 165X to 165ZFE	Powers relating to authorisations and applications for coastal permits	No delegation to officers
S 165ZZB to 165ZZK	Powers relating to the review of coastal permits	DSF, RCM, SPM, PP, BSM, SCP, TLRC
ss 168A & 149Z	Determine whether to notify notice of requirement for designation	DSF, RCM, BSM, SPM, PP, TLRC
s 169	Process Notice of Requirement to Council.	DSF, RCM, BSM, SPM, PP, TLRC
s 171	Recommendation on Notice of Requirement to Council when:	DSF, RCM, SPM, PP, BSM, TLRC
	• No submissions have been received, or	
	• No request is made for a hearing, or	
	• The need for a hearing has been averted by all submitters giving written agreement with conditions of consent proposed, and therefore they no longer want to be heard	
s 174	Appeal decisions on Notices of Requirement (not Councils)	DSF, RCM, SPM, TLRC
s 176A	Powers in relation to Outline Plan	DSF, RCM, BSM, SPM, PP.,TLRC
ss 181& 149Z	Alteration of designation	DSF, RCM, BSM, SPM, PP, TLRC
s 182(5)	Decline to remove part of a designation	DSF, RCM, BSM, PP, SPM, TLRC
s 184	Determination that lapsing time for designation can be extended beyond five years	DSF, RCM, BSM, PP, CSS, SPM, TLRC
s 184a	Determination that lapsing time for Council's own designation can be extended beyond five years	DSF, RCM, BSM, PP, SPM, TLRC
s 186(4)	Consent for setting apart of Council held land for work of a network utility operator – (asset management)	DSF

ss 189A, 190, 191, 149Z	Powers relating to notice of requirement for a heritage order.	DSF, RCM, PP, BSM, TLRC
s 193	Consent to do anything that would wholly or partly nullify the effect of a heritage order (where Council is the relevant heritage protection authority)	No delegation to officers
s 195A & 149Z	Alter heritage order (applies to both applications to and those by Council)	DSF, RCM, BSM, PP, SPM, TLRC
s 198C	Determine request	DSF, RCM, BSM, PP, SPM, TLRC
s 198D	Prepare and serve report on requirement	DSF, SPM, CM
s 198E(4)	File s 274 notice in respect of a notice of motion lodged with the Environment Court	DSF, SPM, CM
s 198H	Decision to refer a requirement to the Environment Court for decision	DSF, SPM, CM
s 198J & 198M	Determine requirement; Prepare report and suggested conditions; and Serve submitters	DSF, SPM, CM
s 198K	Lodge and serve notice of motion and supporting affidavit with the Environment Court	DSF, SPM, CM
s 205	Authority to make submissions on a proposed water conservation order	DSF
s 209	Authority to make submissions to the Environment Court on a proposed water conservation order	DSF
S 217K	Appoint a certifier or auditor	DIPP, CMEM
S 217I(2)	Functions relating to Freshwater Farm Plans (including power to require information from approved industry organisation)	DIPP, DSF, CMEM, Enforcement Officers
s 221	Issue, vary or cancel consent notice	DSF, RCM, BSM, PP, TLRC
s 222	Allowing a bond binding the owner to complete work or make a financial contribution as required by condition of subdivision consent	DSF, RCM, BSM, PP, TLRC
s 223	Approval or declining of survey plan and issue a certificate that a survey plan has been approved	DSF, RCM, BSM, PP, TLRC, SCP
s 224(c)	Issue a completion certificate that all conditions of a subdivision consent are complied with	DSF, RCM, BSM, PP, TLRC, SCP
s 224(f)	Sign certificate for purpose of s 224(f)	DSF, RCM, BSM, PP, TLRC, SCP
s 226(1)(e)	Issue a certificate confirming allotments are in accordance with provisions of district plans and statutory documents	DSF, RCM, BSM, PP, TLRC
s 234	Vary or cancel instrument creating esplanade strip	DSF, RCM, BSM, SPM, PP, TLRC
s 235	Creation of esplanade strip by agreement	DSF, RCM, BSM, SPM, PP, TLRC
s 237	Approval of survey plans where esplanade reserves or esplanade strips required	DSF, RCM, BSM, PP, TLRC
s 237B	Agreement to acquire easement for access strip	DSF, RCM, BSM, PP, TLRC
s 237C	Closure of strips to public	DSF, DIPP, RCM, RMCM, BSM, PP, TLRC
s 237D	Transfer of esplanade reserve to the Crown	CE only
s 237H(2)	Acceptance or objection to registered valuer's determination of compensation	DSF

s 240, 241, 243	Powers relating to conditions as to amalgamation of land and easements	DSF, RCM, BSM, PP, TLRC
s 245	Approve survey plans for reclamation	DSF, RCM, RMCM, BSM, PP, TLRC
s 274	Give notice of intention to become party to proceedings	DSF, DIPP (Expectation of consultation with CE)
s 294	Application to Environment Court to order a rehearing of proceedings by the Court	DSF, DIPP (Expectation of consultation with CE)
s 299, 300	Initiate and file notice of appeal to High Court	DSF, DIPP (Expectation of consultation with CE)
s 308G	Commence proceedings for declaration person/persons in contravention of Part 11A	DSF, DIPP (Expectation of consultation with CE)
s 308I	Commence proceedings for damages in the High Court	DSF, DIPP (Expectation of consultation with CE)
s 311	Application to Environment Court for declaration	DSF, DIPP
s 316	Application to Environment Court for enforcement order	DIPP, CMEM
s 320	Application to Environment Court for interim enforcement order	DIPP, CMEM
s 325A	Cancellation or change of Abatement Notice	DIPP, RMCM, MCTL
s 329	Issue of water shortage directions	DSF, DIPP, RCM, CMEM
s 330	Authority to take preventative or remedial action where adverse environmental effects, or a sudden event likely to cause loss of life, injury or serious damage to property, threatens any public work for which Council has financial responsibility, or any natural or physical resource or areas	DSF, DIPP, RCM, RMCM, BSM, SPM, DLC, DCL, ICM, FWIM, WM, JIM, JOM, CARM, LSM, CAM, MCTL, SCP, TLRC
s 331	Seek an enforcement order from Environment Court to recover costs	DIPP
s 332	Authorise entry by enforcement officer	DSF, DIPP, RCM, RMCM, CMTL, BSM, TLRC
s 334	Application for warrant for entry for search	DSF, DIPP, RCM, RMCM, BSM, CMTL, Enforcement Officers
s 336(2)	Determination on return of property seized under ss 323 and 328	DSF, DIPP, RCM, RMCM, MCTL, EHTL
s 338	Decide whether to commence a prosecution for an offence	DIPP, CMEM (Expectation of consultation with CE)
s 343C	Decide whether or not to commence proceedings for an infringement offence	DIPP, CMEM
s 353	Extension of period fixed	DSF, RCM, RMCM, BSM, SPM, TLRC
s 355	Application for vesting of reclaimed land in Council	DSF
s 357 & 357D	Authority to consider any objection to an officer's decision when the objection can be wholly upheld or agreement is reached with applicant on partial upholding of the objection.	DSF, RCM, RMCM, BSM, TLRC
s 388	Request for information regarding exercise of resource consent	DSF, DIPP, RCM, RMCM, BSM, SPM, PP, TLRC
1st sch cl 3	Determining who to consult	DSF, SPM

1st sch cl 4	Respond as to whether the Council requires the designation to be included in that district's proposed plan, with or without modification.	DSF, SPM
1st sch cl 4a	Power to provide copies of planning documents to iwi and determine time for advice	DSF, SPM
1st sch cl 6	Make a submission	DSF, SPM
1st sch cl 5, 5A and 11	Determining which persons are directly affected and so need to be notified	DSF, SPM
1st sch cl 7	Power to summarise submissions made in respect of a policy statement or plan or a change or variation thereto.	DSF, SPM
1st sch cl 8	Make a further submission	DSF, SPM
1st sch cl 8AA	Resolution of disputes	DSF, SPM
1st sch cl 10	Power to publicly notify decisions on provisions and matters raised in submissions	DSF, SPM
1st sch cl 10A	Power to apply for extension of time if local authority is unable, or likely to be unable, to meet decision making obligations under Clause 10(4)(a)	DSF, SPM
1st sch cl 11	Power to decide which landowners or occupiers are directly affected by the Council's decisions under Clause 9(2).	DSF, SPM
1st sch cl 16	Minor amendment of proposed policy statement or plan	DSF, SPM
1st sch cl 20A	Minor correction of operative policy statement or plan	DSF, SPM
1st sch cl 23	Requirement to provide further information and commissioning of reports (private plan changes)	DSF, SPM
1st sch cl 24	Modify request for plan change	DSF, SPM
1st sch cl 32	Power to certify as correct material incorporated by reference into plan following decision	DSF, SPM
1st sch cl 37	Submit freshwater planning documents and give nominations	DSF
1st sch cl 52(5)	Power to publicly notify decisions on recommendations from the freshwater hearings panel	DSF
1st sch cl 54	Notify the Chief Freshwater Commissioner of variations to freshwater planning instruments	DSF
1st sch cl 88 and 90	Power to publicly notify Minister's decisions under the streamlined planning process	DSF, SPM
Tairāwhiti Resource Management Plan	Powers and functions relating to Farm Environment Plans	DSF, DIPP, RCM, EMSM
Tairāwhiti Resource Management Plan	Powers and functions relating to Wetland Management Plans	DSF, DIPP, RCM, EMSM
Severe Weather Emergency Legislation Act 2023 (SWERLA)	Powers and functions relating to Resource Management Act 1991 under SWERLA	DSF, DIPP, DLC, DLL, DEMP, RCM, RMCM, MCTL, TLRC

Schedule 2

Delegation to Officers under the Local Government (Rating) Act 2002

Key

CFO	Chief Financial Officer
FM	Finance Manager
RTL	Revenue Team Leader
RA	Revenue Accountant

Note that the Council has delegated all of the powers and functions listed below to the Chief Executive, in addition to the listed officers.

Section	Summary of function or power	Delegates
s 28(3)	Determine a fee for being supplied a copy of Rating Information Database data.	CFO, FM, RTL
s 63	Power to commence court proceedings for the recovery of rates that are in default	CE only
s 67	Power to commence rating sale or lease provisions	CE only
s 72	Consent to sell or lease by private treaty.	CE only
ss 77 to 83	Powers relating to the sale of abandoned land	CE only
s 85	Remit rates	CFO, FM, RTL, RA
s 87	Postpone requirement to pay rates	CFO, FM, RTL, RA
s 90(1) and (4)	Register a notice of charge or notice of release of charge on a rating unit if requirement to pay rates has been postponed under s 87(1)	CE only
ss 99 and 108	Apply to the Maori Land Court to obtain a charging order to administer the land for the purpose of recovering the rates. Conditional on consultation with the Chief Executive.	CE only
s 114	Remit rates on Maori freehold land	CFO, FM, RTL, RA
S 114A	Remit rates on Māori freehold land under development	CFO, FM, RTL
s 115	Postpone requirement to pay rates on Maori freehold land	CFO, FM, RTL, RA
s 117N(2)	Power to cancel election for lump sum contribution payment or recover amount owing in a situation of late or non-payment	CFO, FM, RTL
s 135	Power to sign documents as correct copies for legal proceedings.	CFO, FM, RTL

Instrument of Statutory Delegation

General Delegation to Chief Executive, and Delegation to Officers under Resource Management Act 1991 and Local Government (Rating) Act 2002

By resolution at a meeting on ~~10~~ 2 October ~~August~~ 2025~~3~~ the Gisborne District Council:

1. Delegated to its Chief Executive all responsibilities, functions and powers to act on any matter, excluding those matters in respect of which delegation is prohibited by legislation; and

2. Delegated specific powers and functions under the Resource Management Act 1991 (RMA), and the Local Government (Rating) Act 2002 (LGRA), to the officers specified alongside those powers and functions in Schedules 1 and 2 of this Instrument; and

3. Determined not to impose any conditions, limitations, restrictions or prohibitions in the delegations; and

4. Revoked all previous statutory delegations to the Chief Executive, and all delegations to other officers under the RMA and LGRA.

These delegations are made under clauses 32 and 32A of Schedule 7 of the Local Government Act 2002.

For the avoidance of doubt, the delegation to the Chief Executive includes the ability to issue warrants to enforcement officers and to affix the seal.

The General Principles of Delegation set out below apply to these delegations.

General Principles of Delegation

Acting

Functions or powers delegated to holders of an office may be exercised by a person who has been appointed to act in the office.

Changes to team or office name

A specified office or class of office includes an office that carries the same, or substantially the same responsibility as the specified office and is intended to replace, or substantially replace the specified office.

Other parties able to act

The delegation of authority does not prevent another authorised party from exercising the function, power or duty. For example, the Chief Executive may refer a matter to the Council or a Committee for decision.

Non-discretionary duties

The Schedules list only those functions, powers and duties or which involve discretionary decision-making. All staff have authority to perform non-discretionary duties (those not listed) on behalf of the Council, within the general scope of their role.

Expectations

In exercising the delegated authority, the delegates are expected to:

1. act in accordance with their Financial Delegations and within budgetary constraints.
2. comply with Council policies and procedures relating to the exercise of the functions and powers.

For the avoidance of doubt, these expectations are not intended as legal conditions or limitations in the scope of the powers delegated.

Council resolution confirmed by:

_____

Rehette Stoltz

Mayor

Date: ~~August 2023~~October 2025

Schedule 1

Delegation to Officers of powers and functions under the Resource Management Act 1991

Key

BSM	Building Services Manager
BTL	Biosecurity Team Leader
CAM	Cultural Activities Manager
CARM	Community Assets and Resources Manager
CCTL	Consents Coordination Team Leader
RCM	Resource Consents Manager
RMCM~~EM~~	Resource Management Compliance ~~Monitoring & Enforcement~~ Manager
DEMP	Director Engagement and Māori Partnerships
DIPP	Director Internal Partnerships and Protection
DLC	Director Liveable Communities
DLL	Director Lifelines
DP	Duty Planner
DSF	Director Sustainable Futures
EHTL	Environmental Health Team Leader
EMSM	Environmental Monitoring and Science Manager
FWIM	Four Waters Infrastructure Manager
ICM	Integrated Catchments Manager
IRCP	Intermediate Resource Consents Planner
JIM	Journeys Infrastructure Manager
JOM	Journeys Operations Manager
LSM	Liveable Spaces Manager
MCTL	Monitoring and Compliance Team Leader
PA	Principal Advisor, Environmental Services and Protection
PP	Principal Planner
~~RCTL~~	~~Resource Consents Team Leader~~
SPM	Strategic Planning Manager
S~~R~~CP	Senior ~~Resource~~ Consents Planner
TLRC	Team Leader Resource Consents
WM	Water Manager

Note that the Council has delegated all of the powers and functions listed below to the Chief Executive, in addition to the listed officers.

Section	Summary of function or power	Delegates
s 10(2)	Decision on application for extension of existing use rights	DSF, ~~CM~~ RCM, ~~CMEM,~~ RMC~~C~~CM, BSM, ~~RCTL,~~ PP, TLRC
s 34A(1)	Appointment of Hearing Commissioners (not power of delegation)	DSF, ~~P~~ (Expectation of consultation with CE)
s 36(5) to (7) and 36AA	Power to set additional charges, provide estimates, and make decisions on non-performance pending payment of charge.	DSF, DIPP, SPM, ~~CM~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ PA, BSM, TLRC
s 36AAB	Powers to remit the whole or part of any charge, and to not commence or continue processing resource consent applications or private plan change applications if insufficient money has been paid as required by Council's schedule of charges	DSF, DIPP, DCL, SPM, ~~CM~~ RCM, ~~CMEM,~~ RM~~C~~CM, RCTL. TLRC

s 37	Waive requirements or extend time limits.	DSF, SPM, ~~CM,~~ RCM, ~~CMEM,~~ RMCCM, ~~RCTL,~~ BSM, PP, ~~SRCP~~SCP, IRCP, TLRC
s 38	Authorisation and warranting of enforcement officers (including ability to affix seal)	DIPP
s 41B	Directions to provide evidence within time limits	DSF, SPM, ~~CM,~~ RCM, ~~RCTL,~~ PP, TLRC
s 41C	Directions and requests before hearing	DSF, SPM, ~~CM,~~ RCM, ~~RCTL,~~ PP, TLRC
s 41D	Strike out a submission	DSF, SPM, ~~CM,~~ RCM, ~~RCTL,~~ PA, PP, TLRC
s 42	Order to protect sensitive information	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RMCCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 42A	Require or commission a report	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RMCCM, SPM, ~~RCTL,~~ BSM, TLRC
s 42A(5)	Waive requirement to send officer report	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 44A	Local Authority recognition of national environmental standards	DSF, SPM, ~~RCTL,~~ PP, TLRC
s 58	If so directed by a national planning standard, power to amend any planning document.	DSF
s 80A	Powers and functions relating to the Freshwater Planning Process	DSF, SPM
s 86D(2)	Make application to Environment Court for a rule to have legal effect	DSF, SPM
s 87BA	Power to decide and give notice on boundary activities	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RMCCM, CSS, SPM, ~~RCTL,~~ PP, TLRC
s 87BB	Power to decide and give notice on deemed marginal or temporary permitted activities	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 87E	Decision to return, decline or grant a request to transfer an application for resource consent or application for a change or cancellation of consent condition to the Environment Court	DSF
s 87F	Prepare a report and suggest conditions to the Environment Court.	DSF, ~~CM,~~ ~~SPM~~RCM, SPM, ~~RCTL,~~ PP, TLRC
s 88	Determine that an application for resource consent is incomplete and provide reasons	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, ~~SRCP~~SCP, IRCP, DP, CCTL, TLRC
S 88BA	Extend time limit for a wood processing activity or specified energy activity	DSF, RCM
S 88H	Power to exclude time periods relating to non-payment of administrative charges	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RMCCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 91	Deferral of application pending additional applications	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 91F	Return or continue to process a suspended application	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, ~~SRCP~~SCP, IRCP, DP, CCTL, TLRC

s 92(1)	Requirement for further information from applicant	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, ~~SRCP~~SCP, TLRC
s 92(2)	Commission a report in relation to an application	DSF, P, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 92A	Set time limit for applicants to provide information.	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
S 92AA	Return application as incomplete following failure to respond	DSF, RCM, PP, SCP, IRCP, TLRC
s 92B	Decide to consider an application under s 104 where applicant has not agreed to commissioning of report	DSF, RCM, SPM, PP, BSM, SCP, TLRC
s 95, ss 95A to 95G	Powers to make all relevant determinations	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ PP, BSM, TLRC
s 97(4)	Adopt an earlier closing date	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 99(1) to (3)	Arrange pre-hearing meetings for the purpose of clarifying, mediating or facilitating resolution of any matter or issue.	DSF, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 99(4)	The authority to decide if staff who have the power to make a decision on an application may attend and participate in a pre-hearing meeting.	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ TLRC
s 99(8)	Decline to process an application or consider a submission.	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ PP, TLRC
s 99A	Powers relating to mediation	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ TLRC
s 100	Determination whether hearing necessary	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ BSM, TLRC
s 101	Fix hearing date, time and place	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ PP, BSM, TLRC
s 102(1)	Determination for a joint hearing	DSF
s 103	Determination not to hold a combined hearing	DSF
ss 104, 104A to 104D, 105 to 108, 405A, 406, 407, 409	Decisions on applications for resource consents that are not notified, or for which no hearing is to be held.	DSF, ~~CM,~~ RCM, ~~-~~SPM, ~~RCTL,~~ PP, BSM, ~~SRCP~~SCP, TLRC
s 109	Make decisions in relation to bonds or covenants	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, SPM, TLRC
s 110	Power to authorise refund of money when activity does not proceed	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ SPM, TLRC
s 114	Decisions relating to notification of decision	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
S 123B	Determine duration of consent for renewable energy and long-lived infrastructure (for non-notified consents	DSF, RCM, SPM, PP, BSM, SCP, TLRC
s 124	Decision as to whether operations can continue under original resource consent pending determination of replacement consent	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 125	Decision whether to extend period before a resource consent lapses	DSF, ~~CM,~~ RCM, ~~-~~ SPM, ~~RCTL,~~ TLRC

s 126	Cancellation of consents unexercised for more than five years	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, SPM, ~~RCTL,~~ TLRC
s 127 & 149Z	Decision on an application to change or cancel a resource consent condition	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 128 to 132	Initiate, approve and determine review of consent conditions	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 132(3) & (4)	Determine resource consent should be cancelled.	DSF, DIPP
s 133A	Correct minor mistakes or defects in a resource consent	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, BSM, SPM, ~~RCTL,~~ PP, TLRC
s 136	Authority to approve transfer of water permits	DSF, ~~CM,~~ RCM,, ~~RCTL,~~ SPM, PP, BSM, TLRC
s 137	Authority to approve transfer of discharge permits	DSF, ~~CM,~~ RCM, ~~RCTL,~~ SPM, PP, BSM, TLRC
s 138	Decision to accept or refuse part or full surrender of a resource consent	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, SPM, PP, TLRC
s 138A	Consider special provisions relating to coastal permits for dumping and incineration	DSF, ~~CM,~~ RCM, ~~RCTL,~~ SPM, PP, TLRC
s 139	Issue of certificate of compliance	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 139A	Issue existing use certificate	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
s 142 to 149ZD	All powers and function of the Council in Part 6AA Proposals of National Significance Request Minister call in a matter lodged with the Council	DSF
s 149G	Prepare a report on the key planning issues on a resource consent application that has been called in	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, CSS, SPM, PP, TLRC
s 165D	Refuse to receive an application for a coastal permit	DSF, ~~CM,~~ RCM, ~~RCTL,~~ SPM, PP, TLRC
s 165E(2)	Determination of an application for a coastal permit	DSF
s 165L	Request Minister to approve allocations of authorisations for space	DSF
s 165O	Request Minister to revoke or amend an approval to use a public tender	DSF
ss 165X to 165ZFE	Powers relating to authorisations and applications for coastal permits	No delegation to officers
S 165ZZB to 165ZZK	Powers relating to the review of coastal permits	DSF, RCM, SPM, PP, BSM, SCP, TLRC
ss 168A & 149Z	Determine whether to notify notice of requirement for designation	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 169	Process Notice of Requirement to Council.	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 171	Recommendation on Notice of Requirement to Council when:	DSF, ~~CM,~~ RCM, SPM, ~~RCTL,~~ PP, BSM, TLRC
	• No submissions have been received, or	
	• No request is made for a hearing, or	
	• The need for a hearing has been averted by all submitters giving written agreement with	

	conditions of consent proposed, and therefore they no longer want to be heard	
s 174	Appeal decisions on Notices of Requirement (not Councils)	DSF, ~~CM,~~ RCM, SPM, TLRC
s 176A	Powers in relation to Outline Plan	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
ss 181& 149Z	Alteration of designation	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 182(5)	Decline to remove part of a designation	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, SPM, TLRC
s 184	Determination that lapsing time for designation can be extended beyond five years	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, CSS, SPM, TLRC
s 184a	Determination that lapsing time for Council's own designation can be extended beyond five years	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, SPM, TLRC
s 186(4)	Consent for setting apart of Council held land for work of a network utility operator – (asset management)	DSF
ss 189A, 190, 191, 149Z	Powers relating to notice of requirement for a heritage order.	DSF, ~~CM,~~ RCM, ~~RCTL,~~ PP, BSM, TLRC
s 193	Consent to do anything that would wholly or partly nullify the effect of a heritage order (where Council is the relevant heritage protection authority)	No delegation to officers
s 195A & 149Z	Alter heritage order (applies to both applications to and those by Council)	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, SPM, TLRC
s 198C	Determine request	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, SPM, TLRC
s 198D	Prepare and serve report on requirement	DSF, SPM, CM
s 198E(4)	File s 274 notice in respect of a notice of motion lodged with the Environment Court	DSF, SPM, CM
s 198H	Decision to refer a requirement to the Environment Court for decision	DSF, SPM, CM
s 198J & 198M	Determine requirement; Prepare report and suggested conditions; and Serve submitters	DSF, SPM, CM
s 198K	Lodge and serve notice of motion and supporting affidavit with the Environment Court	DSF, SPM, CM
s 205	Authority to make submissions on a proposed water conservation order	DSF
s 209	Authority to make submissions to the Environment Court on a proposed water conservation order	DSF
S 217K	Appoint a certifier or auditor	DIPP, CMEM
S 217I(2)	Functions relating to Freshwater Farm Plans (including power to require information from approved industry organisation)	DIPP, DSF, CMEM, Enforcement Officers
s 221	Issue, vary or cancel consent notice	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 222	Allowing a bond binding the owner to complete work or make a financial contribution as required by condition of subdivision consent	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 223~~, 237, 240, 243~~	Approval or declining of survey plan and ~~i~~issue a certificate that a survey plan has been approved ~~under this section?~~	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC, SCP

s 224(c)	Issue a completion certificate that all conditions of a subdivision consent are complied with	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC, SCP
s 224(f)	Sign certificate for purpose of s 224(f)	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC, SCP
s 226(1)(e)	Issue a certificate confirming allotments are in accordance with provisions of district plans and statutory documents	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 234	Vary or cancel instrument creating esplanade strip	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 235	Creation of esplanade strip by agreement	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, SPM, PP, TLRC
s 237	Approval of survey plans where esplanade reserves or esplanade strips required	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 237B	Agreement to acquire easement for access strip	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 237C	Closure of strips to public	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, PP, TLRC
s 237D	Transfer of esplanade reserve to the Crown	CE only
s 237H(2)	Acceptance or objection to registered valuer's determination of compensation	DSF
s 240, 241, 243	Powers relating to conditions as to amalgamation of land and easements	DSF, ~~CM,~~ RCM, ~~RCTL,~~ BSM, PP, TLRC
s 245	Approve survey plans for reclamation	DSF, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, BSM, ~~RCTL,~~ PP, TLRC
s 274	Give notice of intention to become party to proceedings	DSF, DIPP (Expectation of consultation with CE)
s 294	Application to Environment Court to order a rehearing of proceedings by the Court	DSF, DIPP (Expectation of consultation with CE)
s 299, 300	Initiate and file notice of appeal to High Court	DSF, DIPP (Expectation of consultation with CE)
s 308G	Commence proceedings for declaration person/persons in contravention of Part 11A	DSF, DIPP (Expectation of consultation with CE)
s 308I	Commence proceedings for damages in the High Court	DSF, DIPP (Expectation of consultation with CE)
s 311	Application to Environment Court for declaration	DSF, DIPP
s 316	Application to Environment Court for enforcement order	DIPP, CMEM
s 320	Application to Environment Court for interim enforcement order	DIPP, CMEM
s 325A	Cancellation or change of Abatement Notice	DIPP, ~~CMEM,~~ RM~~C~~CM, MCTL
s 329	Issue of water shortage directions	DSF, DIPP, ~~CM,~~ RCM, CMEM
s 330	Authority to take preventative or remedial action where adverse environmental effects, or a sudden event likely to cause loss of life, injury or serious damage to property, threatens any public work for which Council has financial responsibility, or any natural or physical resource or areas	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, SPM, DLC, DCL, ICM, FWIM, WM, JIM, JOM, CARM, LSM, CAM, MCTL, ~~SRCP~~SCP, TLRC
s 331	Seek an enforcement order from Environment Court to recover costs	DIPP

~~S 331B~~	~~Owner or occupier of rural land may take emergency preventive or remedial measures~~	~~DSF, DLL, DLC~~
s 332	Authorise entry by enforcement officer	DSF, DIPP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, CMTL, ~~RCTL,~~ BSM, TLRC
s 334	Application for warrant for entry for search	DSF, DIPP, ~~CM, RCM, CMEM, RMCCM, RCTL,~~ BSM, CMTL, Enforcement Officers
s 336(2)	Determination on return of property seized under ss 323 and 328	DSF, DIPP, ~~CM, RCM, CMEM, RMCCM,~~ MCTL, EHTL
s 338	Decide whether to commence a prosecution for an offence	DIPP, CMEM (Expectation of consultation with CE)
s 343C	Decide whether or not to commence proceedings for an infringement offence	DIPP, CMEM
s 353	Extension of period fixed	DSF, ~~CM, RCM, CMEM,~~ RM~~C~~CM, ~~RCTL,~~ BSM, SPM, TLRC
s 355	Application for vesting of reclaimed land in Council	DSF
s 357 & 357D	Authority to consider any objection to an officer's decision when the objection can be wholly upheld or agreement is reached with applicant on partial upholding of the objection.	DSF, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, BSM, ~~RCTL,~~ TLRC
s 388	Request for information regarding exercise of resource consent	DSF, DIPP, ~~CM, RCM, CMEM, RMCCM, RCTL,~~ BSM, SPM, PP, TLRC
1st sch cl 3	Determining who to consult	DSF, SPM
1st sch cl 4	Respond as to whether the Council requires the designation to be included in that district's proposed plan, with or without modification.	DSF, SPM
1st sch cl 4a	Power to provide copies of planning documents to iwi and determine time for advice	DSF, SPM
1st sch cl 6	Make a submission	DSF, SPM
1st sch cl 5, 5A and 11	Determining which persons are directly affected and so need to be notified	DSF, SPM
1st sch cl 7	Power to summarise submissions made in respect of a policy statement or plan or a change or variation thereto.	DSF, SPM
1st sch cl 8	Make a further submission	DSF, SPM
1st sch cl 8AA	Resolution of disputes	DSF, SPM
1st sch cl 10	Power to publicly notify decisions on provisions and matters raised in submissions	DSF, SPM
1st sch cl 10A	Power to apply for extension of time if local authority is unable, or likely to be unable, to meet decision making obligations under Clause 10(4)(a)	DSF, SPM
1st sch cl 11	Power to decide which landowners or occupiers are directly affected by the Council's decisions under Clause 9(2).	DSF, SPM
1st sch cl 16	Minor amendment of proposed policy statement or plan	DSF, SPM

1st sch cl 20A	Minor correction of operative policy statement or plan	DSF, SPM
1st sch cl 23	Requirement to provide further information and commissioning of reports (private plan changes)	DSF, SPM
1st sch cl 24	Modify request for plan change	DSF, SPM
1st sch cl 32	Power to certify as correct material incorporated by reference into plan following decision	DSF, SPM
1st sch cl 37	Submit freshwater planning documents and give nominations	DSF
1st sch cl 52(5)	Power to publicly notify decisions on recommendations from the freshwater hearings panel	DSF
1st sch cl 54	Notify the Chief Freshwater Commissioner of variations to freshwater planning instruments	DSF
1st sch cl 88 and 90	Power to publicly notify Minister's decisions under the streamlined planning process	DSF, SPM
Tairāwhiti Resource Management Plan ~~Regional Plan~~	Powers and functions relating to Farm Environment Plans	DSF, DIPP, ~~CM,~~ RCM, EMSM
Tairāwhiti Resource Management Plan	Powers and functions relating to Wetland Management Plans	DSF, DIPP, RCM, EMSM
Severe Weather Emergency Legislation Act 2023 (SWERLA)	Powers and functions relating to Resource Management Act 1991 under SWERLA	DSF, DIPP, DLC, DLL, DEMP, ~~CM,~~ RCM, ~~CMEM,~~ RM~~C~~CM, MCTL, TLRC

Schedule 2

Delegation to Officers under the Local Government (Rating) Act 2002

Key

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RTL	Revenue Team Leader
RA	Revenue Accountant

Note that the Council has delegated all of the powers and functions listed below to the Chief Executive, in addition to the listed officers.

Section	Summary of function or power	Delegates
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s 67	Power to commence rating sale or lease provisions	CE only
s 72	Consent to sell or lease by private treaty.	CE only
ss 77 to 83	Powers relating to the sale of abandoned land	CE only
s 85	Remit rates	CFO, FM, RTL, RA
s 87	Postpone requirement to pay rates	CFO, FM, RTL, RA
s 90(1) and (4)	Register a notice of charge or notice of release of charge on a rating unit if requirement to pay rates has been postponed under s 87(1)	CE only
ss 99 and 108	Apply to the Maori Land Court to obtain a charging order to administer the land for the purpose of recovering the rates. Conditional on consultation with the Chief Executive.	CE only
s 114	Remit rates on Maori freehold land	CFO, FM, RTL, RA
S 114A	Remit rates on Māori freehold land under development	CFO, FM, RTL
s 115	Postpone requirement to pay rates on Maori freehold land	CFO, FM, RTL, RA
s 117N(2)	Power to cancel election for lump sum contribution payment or recover amount owing in a situation of late or non-payment	CFO, FM, RTL
s 135	Power to sign documents as correct copies for legal proceedings.	CFO, FM, RTL

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-235

Title:	25-235 The Longline Classic Temporary Alcohol Ban at Midway Beach
Section:	Compliance Monitoring & Enforcement
Prepared by:	Vincenzo Petrella - Environmental Health Team Leader
Meeting Date:	Thursday 2 October 2025

Legal: Yes	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to seek Gisborne District Council (Council) approval for a temporary alcohol ban during The Longline Classic (TLC) event, as requested by the New Zealand Police. If approved, the ban will be in effect from 8:00am on Saturday, 25 October 2025, until 8:00am on Sunday, 26 October 2025.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

The New Zealand Police have requested the temporary alcohol ban (see Attachment 1) due to its effectiveness in previous events, where such a ban helped mitigate the impact of large gatherings involving high alcohol consumption within the surrounding reserves.

Accordingly, the proposed temporary alcohol ban aims to protect the Midway Beach area and the environs surrounding the Soundshell during TLC event. The designated area for this proposed ban is bounded by Awapuni Road, Pacific Street, Centennial Marine Drive, Beacon Street, Salisbury Road, and Midway Beach (see Attachment 2).

The duration of the ban is proposed from 8:00am on Saturday, 25 October 2025, to 8:00am on Sunday, 26 October 2025. This temporary ban is regularly implemented for music events at the Soundshell and aligns precisely with the Gisborne District Alcohol Control Bylaw's Christmas ban for the Midway Beach area.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Exercises its power under clause 7.1 of the Gisborne District Alcohol Bylaw to prohibit the consumption, bringing into or possession of alcohol:
    a) From 8am on 25 October 2025 to 8am on 26 October 2025 in the areas shown on the map in Attachment 2 being the area bounded by Awapuni Road, Pacific Street, Centennial Marine Drive, Beacon Street, Salisbury Road, and Midway Beach.

Authorised by:

James Baty - Director Internal Partnerships & Protection

Keywords: Temporary Alcohol Ban, The Longline Classic Event, Alcohol Bylaw

BACKGROUND - HE **WHAKAMĀRAMA**

1. Clause 7.1 of the Gisborne District Alcohol Control Bylaw 2015 (Bylaw) allows Council - by resolution - to make a restricted area prohibiting or restricting the consumption, bringing into or possession of alcohol in public places for the purpose of regulating or controlling a large-scale event ("large-scale event alcohol ban").
2. Police have requested that Council impose a temporary large-scale event alcohol ban to prohibit the consumption, bringing into or possession of alcohol in areas surrounding TLC 2025.
3. The Police have made the request because, during previous events held at the Soundshell, the presence of the ban showed to reduce incidents where members of the public are subjected to incidents involving threats and disorder from intoxicated people.
4. Police advise they will have enough resources to enforce the ban in the proposed areas, provided that the Council displays adequate signage warning people of the ban.
5. Police are the enforcement agency ensuring compliance with this Bylaw. The maximum infringement fine for breaching the alcohol ban is $250. Staff believe that the proposed bans will provide an additional tool to assist the Police in dealing with alcohol-related disorder issues and minimising alcohol-related harm. We therefore recommend supporting this application.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

6. Before making a large-scale event, alcohol ban Council must be satisfied that the proposed ban meets the following requirements under clause 7.2 of the Bylaw:

    a. Is for a large event and not suitable for consideration for a permanent ban (clause 7.2(a)).
        - The proposed temporary ban is designed to support large events and is not deemed appropriate for permanent implementation at this time. Additionally, during the recent review of the Alcohol Control Bylaw 2015, Council resolved not to include these areas as permanent alcohol ban zones.

    b. Gives effect to the purpose of the Bylaw (clause 7.2(b)).
        - The purpose of the Bylaw is to regulate and control the consumption of alcohol in public places, the bringing of alcohol onto public places and the possession of alcohol in public places to reduce the incidents of alcohol-related harm.
        - The proposed temporary ban will help to reduce the incidents of alcohol-related harm arising from this large-scale event in Gisborne.

7. In addition, under s.147B of the Local Government Act, Council must be satisfied of the following matters before making the temporary alcohol ban.

   a. There is evidence to which the Bylaw applies of experience of a high level of crime or disorder that can be shown to have been caused or made worse by alcohol consumption in the area.

      - Without a temporary ban, it is likely that excessive alcohol consumption and related disorderly behaviour would occur in the area. However, recent statistical data specific to events held at the Soundshell during this time of year is not available.
      - The Police have reported that, during previous concerts at the Soundshell, individuals were observed consuming alcohol while walking to the events, on the beach, and in the nearby Adventure Playground. Furthermore, some non-attendees have been seen gathering in vehicles and drinking while listening to the music. The proposed temporary ban is expected to substantially mitigate these issues.

8. The Bylaw is appropriate and proportionate in the light of the evidence.

   - The temporary alcohol bans are appropriate and proportionate in the light of past experiences regarding public place drinking and disorder during these events.

9. The Bylaw can be justified as a reasonable limitation on people's rights and freedoms.

   - The temporary alcohol ban will not apply to private property or any premises or businesses holding a current alcohol licence or special licence. The ban is limited in both duration and geographic scope and is intended to prevent disorder and protect the public from harm. As such, it can be justified as a reasonable restriction on individual rights and freedoms.

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

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

TREATY COMPASS ANALYSIS

K**āwanatanga**

11. The decisions or matters outlined in this report are considered to be consistent with Article 1 of the Treaty of Waitangi, in accordance with Council's Te Tiriti Compass Writing Guide 2024.

Rangatiratanga

12. The decisions or matters outlined in this report are considered to be consistent with Article 2 of the Treaty of Waitangi, in accordance with Council's Te Tiriti Compass Writing Guide 2024.

Oritetanga

13. The decisions or matters outlined in this report are considered to be consistent with Article 3 of the Treaty of Waitangi, in accordance with Council's Te Tiriti Compass Writing Guide 2024.

Whakapono

14. The decisions or matters outlined in this report are considered to be consistent with Article 4 of the Treaty of Waitangi, in accordance with Council's Te Tiriti Compass Writing Guide 2024.

TANGATA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** TANGATA WHENUA

15. As this matter is of low significance, no specific engagement with Tangata Whenua has been undertaken.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

16. This matter is of low significance and community engagement is not required.

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

17. The matter will not impact climate change.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

18. Financial costs will include the erection, replacement of lost or damaged signage within the alcohol ban area, date updates, and removal of the signage. Most of the signage is currently in storage from previous alcohol bans. For this event, signage will be placed at entry points as well as within the ban area.

19. Despite staff recommendations during the recent review of the Alcohol Control Bylaw 2015 to include certain areas surrounding the Soundshell in the permanent alcohol ban, the Council resolved against designating these areas as permanent alcohol ban zones. Currently, the revenue generated by the Council from renting the Soundshell does not cover the expenses incurred in fulfilling Police requests.

Legal

20. Council has the power to make the temporary alcohol bans under clause 7.1 of the Bylaw, and the power is authorised by sections 151(3) and 147B of the LGA.

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

21. There are no policy or planning implications associated with this decision.

RISKS - **NGĀ TŪRARU**

22. There are no major risks associated with this decision.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
As soon as a decision is made.	Give public notice of the temporary ban.	
A few days before the event.	Ensure that sufficient displayed signage is in place.	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - The Longline Classic - POLICE Application for Temporary Liquor Ban at Midway B [25-235.1 - 5 pages]
2. Attachment 2 - The Longline Classic - MAP of Temporary Alcohol Ban at Midway Beach - Sep [25-235.2 - 1 page]

New Zealand POLICE
Nga Pirihimana O Aotearoa

Monday, 25 August 2025

The Secretary
The Gisborne District Licensing Agency
P.O. Box 747
GISBORNE

Re: Application for Temporary Liquor Ban areas for:

- **Midway Liquor Ban – 0800hrs on Saturday 25 October 2025 to 0800hrs on Sunday 26 October 2025 on Awapuni Road from Beacon Street to Pacific Street and Centennial Marine Drive (inclusive of beach front from Salisbury Road to the Beacon tower) for The Longline Classic Music Festival)**

The Gisborne Police have made an application to the Gisborne District Council for a Temporary Liquor Ban to consider and approve the implementation for The Longline Classic Music Festival situated at the Gisborne Soundshell located on Centennial Marine Drive, Gisborne.

Police are again seeking approval from the Gisborne District Council to consider and approve the Temporary Liquor Ban areas.
The Temporary Liquor Ban request is to assist with The Longline Classic events, which will cover the period:-

The Longline Classic Music Festival – 0800hrs on Saturday 25 October 2025 to 0800hrs on Sunday 26 October 2025.

Background:

The Changes to the Sale & Supply of Alcohol Act 2012 increased the threshold to demonstrate the need for continuing to have a bylaw. Previously the council only needed to be satisfied that an alcohol ban area would impact on crime, however they now need to be satisfied that it can be justified as a reasonable limitation on people's rights and freedoms and that the alcohol ban area is appropriate and proportionate in the light of crime and disorder in the area.

The new Act enables the Council to review bylaws for the purpose of prohibiting, regulating, and controlling of consumption or possession of alcohol in public places for managing crime and disorder associated with alcohol consumption. Police can use discretion without being overbearing when dealing with incidents of a minor nature.

It is acknowledged that the Temporary Liquor Ban area would include a few parks and reserves and private dwellings. However, Police believe that no harm should continue to be caused to the community and the benefits of having a Liquor Ban in these areas far outweighs the impact of not having a Liquor Ban over a short period of time.

Police would like to formally request the Gisborne District Council's support for the proposed temporary liquor bans within the Gisborne region over this period.

Application for continuation of Temporary Liquor Ban Areas:

The Longline Classic Music Festival will be held on Saturday 25 October 2025 and will also attract a large crowd of approximately 1,000 and 2,000 people.

Police are therefore seeking Council approval to operate a Temporary Liquor Bans over this period.

The demographic makeup of this influx is mostly persons aged between 18 years to 30 years of age.

At previous music festivals held at the Gisborne Soundshell, Police have actively patrolled the Liquor Ban area and observed a noticeable decrease in people drinking alcohol in the Liquor Ban areas. However there remains a core group of people who continue to come to the Temporary Liquor Ban area near the event and consume alcohol in their vehicles before entering or those who do not have tickets to the Music Festival and come to consume alcohol in the area and/or their vehicles to listen to the Festival.

Police believe that a Temporary Liquor Ban with good signage will continue to minimise the effects of high-volume consumption of alcohol by gatherings of persons in public areas.

Persons who are under the influence of alcohol are more likely to display anti-social behaviour, leading to complaints from members of the public and residents living in this area. It also increases the calls for service to the emergency services.

B, MIDWAY LIQUOR BAN:- (see attachment 1)

- **Midway Liquor Ban – 0800hrs on Saturday 25 October 2025 to 0800hrs on Sunday 26 October 2025 on Awapuni Road from Beacon Street to Pacific Street and Centennial Marine Drive (inclusive of beach front from Salisbury Road to the Beacon tower) for The Longline Classic Music Festival.**

The Longline Classic Music Festival is a music event that will attract between 1,000 and 2,000 patrons and will operate out of the Gisborne Soundshell. Previous music events of similar nature have operated from the Gisborne Soundshell with similar numbers of patrons attending.

Police have previously used a Temporary Liquor Ban for these music events and have found them very supportive in reducing the excessive consumption of alcohol as patrons preload before attending the festival event.

The Temporary Liquor Ban will also prevent people consuming alcohol in the Adventure Playground during the event and deter people parking their vehicles nearby and consuming alcohol in their vehicles while listening to the music coming from the event.

Police do not believe that the Temporary Liquor Ban for this area will negatively impact on residents who visit this area. It will give Police the tools required to prevent anti-social behaviour associated with these persons in this area.

Police have and will exercise their discretion to ensure that any enforcement action is appropriate with the circumstances of each individual breach.

The N.Z Bill of Rights Act and Humans Rights Act have been considered by Police in the process of applying for this Liquor Ban.

Police therefore present this submission to the Gisborne District Council for consideration to grant an approval to implement the Temporary Liquor Ban for the period of timeframes sought in the application.

Conclusion:

Police are seeking approval from the Gisborne District Council to consider and approve the Midway Temporary Liquor Ban area.

- **Midway Liquor Ban – 0800hrs on Saturday 25 October 2025 to 0800hrs on Sunday 26 October 2025 on Awapuni Road from Beacon Street to Pacific Street and Centennial Marine Drive (inclusive of beach front from Salisbury Road to the Beacon tower) for The Longline Classic Music Festival.**

Yours faithfully,

Isaac NGATAI
Sergeant INF199
Alcohol Harm Prevention/Community
New Zealand Police

(Attachment 1)

MIDWAY TEMPORARY LIQUOR BAN



Alcohol Ban Area

A - Midway Surf Club

Alcohol Ban Area

LYTTON ROAD
PARKINSON STREET
TUPAEA STREET
LYTTON ROAD
Awapuni
SOLANDER STREET
BANKS STREET
STANLEY ROAD
AWAPUNI STREET
Awapuni School
AWAPUNI ROAD
Adventure Playground
Churchill Park
SALISBURY ROAD
COMMERCE PLACE
Watson Park
PACIFIC STREET
CENTENNIAL MARINE DRIVE
A

Only the building is exempt from the ban

Alcohol ban does not apply to the 'Soundshell' during licence hours

ALCOHOL BAN AREAS ON PUBLIC LAND

Land Information

Name: liquor_ban_BW
Path: X:\Projects\liquor_ban_BW.mxd
Date: 10/10/2019
User: old

Contains Crown Copyright Data -
Sourced from Land Information NZ.
Orthophotography - Terralink & Aerial Surveys

Scale 1:6,000

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-229

Title:	25-229 Supplementary to Report 25-174 - Mobile Traders Bylaw - Adoption
Section:	Strategic Planning
Prepared by:	Makarand Rodge - Intermediate Policy Advisor
Meeting Date:	Thursday 2 October 2025

Legal: No	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to provide additional information on the Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Attachment 1), enabling Gisborne District Council (Council) to make a decision following deferral of Report 25-174 at its 21 August 2025 Council meeting.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

A report was presented to Council on 21 August 2025 recommending the adoption of the proposed Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025 (Report 25-174).

During initial deliberations, several matters were raised. Accordingly, this report considers these matters and provides further additional information to support Councillors' understanding of the proposed Bylaw.

The additional information provided includes:

a) Exemptions framework (Clause 12 of the proposed Bylaw)

b) Costs to Mobile traders

c) Application processing time (20 working days)

d) Enforcement and penalties under the proposed Bylaw

e) Comparison table between the current and proposed Bylaw

f) Comparison with other councils in New Zealand

The report presents an opportunity for further deliberation on the proposed bylaw (Attachment 1) and recommends adopting it.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Confirms that the proposed **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) is the most appropriate form of the Bylaw and does not give rise to any implications under the NZ Bill of Rights Act 1990.
2. Adopts the proposed **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) as the final **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025.
3. Publicly notifies the adopted **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) before 30 October 2025.
4. Specifies that the **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) will come into effect on 10 November 2025.
5. Requests staff to prepare public guidance to clarify how the proposed **Ture-ā-Rohe** Kaihoko Nekeneke o Te **Tairāwhiti** - **Tairāwhiti** Mobile Traders Bylaw 2025 (Attachment 1) applies to different trading scenarios.

Authorised by:

Jocelyne Allen - **Director Sustainable Futures**

Keywords: bylaw, regulation, mobile trading, mobile traders, mobile shop, mobile trade, stall, vehicle, trading in public place.

BACKGROUND - HE **WHAKAMĀRAMA**

1. Council made the Gisborne District Council Mobile Shops and other Traders Bylaw 2014 (the current Bylaw) in 2014 to regulate mobile shops, hawkers, stalls, and itinerant traders in the Gisborne District. Its purpose is to safeguard public health and safety, maintain pedestrian and traffic access, protect public amenity, and support a vibrant and well-managed trading environment.
2. Mobile trading provides benefits to the community by improving the diversity of local products and services on offer, enhancing the vibrancy of the community, and contributing to the local character. Enabling these activities also helps to support small businesses and make use of under-utilised or empty public space.
3. Under section 159 of the Local Government Act 2002 (LGA), the current Bylaw was required to be reviewed within ten years of being adopted. Although the statutory review date passed in 2024, the current bylaw remains enforceable until May 2026 under section 160A of the LGA.
4. A review, to determine whether a bylaw remains necessary and, if so, whether the current form continues to be appropriate, commenced in June 2024. By the end of July 2024, staff conducted pre-engagement by sending emails to holders of current licences under the bylaw and iwi partners. This was to allow for early identification of any particular interest in this bylaw, as well as for early awareness of intended upcoming formal consultation process.
5. No response was received from the holders of current licences under the bylaw, while two requests were received from Te Aitanga a Māhaki, which have been discussed in the Treaty Analysis section of previous reports (Report 25-70 and Report 25-174).
6. On 21 November 2024, Council determined that a bylaw was still the most appropriate way of regulating mobile traders and agreed to revoke the current Bylaw and replace it with a new Bylaw (Report 24-305). A detailed findings paper explaining the scope of the Bylaw, problem definition and required changes were included in Attachment 1 of Report 24-305.
7. Options for amending the current Bylaw were discussed at a workshop on 5 February 2025, and on 9 April 2025, Council approved and adopted the Statement of Proposal (SOP), including a draft Bylaw, for consultation (Report 25-70). The SOP outlined three changes to the current Bylaw. The proposals were:
   a. Revoke the current Bylaw and replace with a new Bylaw.
   b. Update and clarify enforcement tools.
   c. Simplify definitions and structure of the Bylaw to align with drafting guidelines
8. Public consultation involved multiple channels, including pre-consultation with stakeholders and publishing a page on Council's engagement platform – Participate. A public notification was placed in the Gisborne Herald, informing the community of the consultation. Consultation took place between 29 April and 27 May 2025, through which Council received four submissions, with no submitters requesting to present their views in person.
9. With few submissions received, and no submitters wishing to speak to their submission, deliberations were incorporated into Report 25-174 which was presented to Council on 21 August 2025. The report further recommended adopting the proposed Bylaw (Attachment 1) as the final Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti - Tairāwhiti Mobile Traders Bylaw 2025.

10. However, at the 21 August meeting, Report 25-174 was left to lie and staff were directed to clarify certain aspects of the proposed Bylaw and table an appropriate addendum report at the next Council meeting. This report provides clarification on the issues raised and sets out additional information and advice to support adoption.

Table 1: Timeline of Key Decisions – Bylaw Review

Date / Period	Decision / Milestone	Report Reference	Key topics
2014	Gisborne District Council adopted the Mobile Shops and Other Traders Bylaw 2014.	Report 14-135	To regulate mobile shops, hawkers, stalls, and itinerant traders in the Gisborne District
June 2024	Review of the 2014 Bylaw commenced.	Nil	To determine whether a bylaw remains necessary and, if so, whether the current form continues to be appropriate
July 2024	Pre-engagement with holders of current licences under the bylaw and iwi partners.	Nil	Emails were sent out to holders of current licences under the bylaw and iwi partners. This was to allow for early identification of any particular interest in this bylaw as well as for early awareness of intended upcoming formal consultation process.
21 Nov 2024	Council determined a bylaw was still the most appropriate regulatory tool. Resolved to revoke and replace with a new Bylaw.	Report 24-305	A detailed findings paper included: scope, problem definition, required changes.
5 Feb 2025	Council workshop held for Councillors' feedback before proceeding to draft a Statement of Proposal and draft bylaw for consultation.	Report 25-11	Consideration of proposed changes.
9 Apr 2025	Council approved the Statement of Proposal (SOP), including a draft new Bylaw, for consultation.	Report 25-70	SOP outlined three proposals: a) revoke and replace Bylaw, b) update enforcement tools, c) simplify definitions and structure
29 Apr – 27 May 2025	Public consultation period (engagement via Participate, newspaper notice, and targeted pre-consultation).	Nil	Engagement via Participate, newspaper notice. Four submissions received; none requested to present views in person.
21 Aug 2025	Report left to lie; Councillors requested clarification on aspects of the proposed bylaw.	Report 25-174	Council considered submissions (4 received, none heard). Report recommended adoption of the proposed Bylaw. However, report was left to lie as further clarity was requested by Councillors in terms of the proposed bylaw.
September 2025 (current)	Further report presented to address questions raised at 21 August meeting and sought adoption.	This report	Clarification and advice to support adoption.
May 2026	Statutory deadline for review of the 2014 Bylaw (Bylaw remains enforceable until this date).	N/A	Legislative requirement.

Feedback provided by Councillors on 21 August Council meeting:

11. At the 21 August Council meeting, Report 25-174 was left to lie based on the following issues raised by Council:

    a. Perception of additional barriers and costs: Councillors questioned whether the proposed amendments would create unnecessary compliance costs for mobile traders. Specific reference was made to the police checks and public liability insurance (PLI). While these provisions are either carried over from the current Bylaw or required for public safety and risk management, the perception of these requirements requires clarification.

    b. Clarity of police check requirements: Questions were raised about the purpose and scope of police checks, and whether minor offences would unfairly disadvantage applicants. Councillors suggested clearer wording to specify that only serious offences relevant to trading (e.g. fraud, health and safety breaches, or offences under the Health Act) would be grounds for declining an application.

    c. Validation of costs for traders: Councillors highlighted the importance of understanding the actual costs faced by traders particularly insurance costs. Further engagement with submitters and local businesses was recommended to ensure that compliance requirements are proportionate and reasonable.

    d. Applicability to community and occasional traders: Concerns were raised about the "one size fits all" approach that could place undue burden on community groups, Marae, and occasional traders (e.g. Christmas in the Park, Multicultural Day). Councillors queried whether these groups should be subject to the same requirements as full-time commercial operators.

    e. Need for clearer differentiation of trader types: Councillors requested greater clarity on how the proposed Bylaw applies across different trading contexts, including roadside mobile traders versus individuals selling food from private property. The intent is to ensure that the rules are fair, consistent, and easy to understand.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

12. Council received four written submissions on the Statement of Proposal (Report 25-70). No submitters asked to speak. Full submissions register and detailed analysis are included as Attachment 2 of this report.

Key themes from submissions

13. Support for clearer, simpler rules: Two submitters supported the proposed simplification and education-first approach.

14. Support for status quo: One submitter preferred retaining the current approach, raising concerns about "moving the goalposts" and costs to mobile traders.

15. Unclear preference, cost concerns: One submitter sought simpler compliance processes for seasonal or part-time traders.

Staff interpretation

16. General support exists for simplification, clarity, and proportionate enforcement.

17. Concerns raised about costs and barriers for smaller/seasonal traders are addressed in the draft Bylaw through:

    a. Exemptions framework (Clause 12 of the proposed bylaw).

    b. Risk-based insurance requirements (rather than blanket coverage).

    c. Clarification that police checks reflect current practice, not a new requirement.

Summary of proposals

18. Proposal One – Replace current Bylaw (preferred): Necessary as the current Bylaw expires in May 2026. Most submissions supported retaining controls with simplification. Staff recommend proceeding.

19. Proposal Two – Update enforcement tools (preferred): Provides clearer, proportionate options (e.g. infringement notices) to close current enforcement gaps while retaining an education-first model. Submissions were generally supportive. Staff recommend proceeding.

20. Proposal Three – Simplify definitions/structure (preferred): Improves clarity, aligns with modern drafting standards, and removes inconsistencies. Supported by submitters, with one preferring no change. Staff recommend proceeding.

Other refinements

21. Minor editorial improvements have been made since consultation to improve clarity and consistency (see Attachment 3 for tracked changes). These do not alter the intent, scope, or operation of the proposed Bylaw.

Overall conclusion

22. Feedback received is mixed but mostly supportive of the preferred options. The draft Bylaw already incorporates simplification, proportionate enforcement, and exemptions to manage concerns raised. No further changes are recommended as a result of submissions.

23. Staff recommend that Council adopt the proposed Bylaw with minor refinements as outlined.

Clarification on questions raised during 21 August 2025 Council meeting:

24. In response to the issues raised at the Council meeting, staff have considered the concerns carefully and provide the following clarification. This information is intended to assist Councillors to make a decision in regard to adopting the proposed Bylaw.

    Police Checks

25. Police checks are currently part of the application process for mobile trading in our region. Although the current Bylaw text does not include a Police check requirement, the existing Information and Application Form includes a Police check form to be completed by the applicant. The proposed Bylaw sought to make this existing position clearer by including the requirement in the Bylaw text.

26. These checks are not a full vetting of individuals but rather a verification of both the applicant and their vehicle (e.g. ensuring the vehicle is not stolen, registration and WOF are current, and identifying any clear public safety risks).

27. Police only provide information to Council in exceptional cases where there is a relevant risk, such as serious drug or sexual offending, or where a mobile trading business may be used as a cover for unlawful activity.

28. In practice, no mobile trader has been declined a licence on the basis of a police check in the last five years.

Public liability insurance

29. The proposed Bylaw does not require all mobile traders to hold public liability insurance. Rather, it provides discretion for Council to require this in higher-risk situations on a case-by-case basis.

30. Higher-risk situations may be where there is more chance of harm to people or damage to property. In such cases, Council may require the trader to have insurance so that if something goes wrong, the costs do not fall back on Council or the community.

31. The purpose is to manage risks to the public and Council from accidents associated with trading in public places (e.g. malfunctioning gas bottles, unsecured equipment, or customer injury).

32. In the absence of insurance, Council could be liable for costs arising from damage or injury on Council-controlled land.

33. In practice, the threshold at which Council will impose conditions requiring public liability insurance is high, for instance, currently, Council has one trader under the current bylaw selling fireworks. However, there are no public liability insurance conditions required as part of the relevant license for selling fireworks.

Applicability to community and occasional traders

34. The proposed Bylaw regulates mobile trading in public places. Activities on private land, or where trading is authorised through a resource consent (such as the Farmers' Market or Rhythm and Vines), are not covered.

35. Similarly, "home occupation" activities, such as an individual selling food from their private residence, are exempt from the bylaw and are generally considered permitted under the Tairāwhiti Resource Management Plan (TRMP). However, where traffic or other effects associated with the activity exceed what would reasonably be expected in a residential area, a resource consent may be required.

36. Community fundraisers (e.g. sausage sizzles) are most often held on private property or sports grounds and would not usually require a licence.

37. Where such activities do occur in public places, the proposed Bylaw allows Council discretion to grant exemptions.

38. Staff consider it preferable to manage these situations through operational guidance and exemptions, rather than by exempting whole categories of traders through the proposed Bylaw itself. It would be impractical to list every possible scenario in the Bylaw where an exemption may be appropriate, so a flexible operational approach gives Council the ability to respond to different circumstances as they arise.

Differentiation of trader types

39. The proposed Bylaw aims to apply fairly and consistently across all mobile traders in public places while allowing flexibility for Council to respond to particular circumstances. For example, while occasional community traders may be granted exemptions, commercial operators using public spaces are expected to comply with the Bylaw to ensure safety and accountability. This balanced approach avoids creating loopholes that could be exploited, while still supporting community activities.

Additional information:

Exemptions framework (Clause 12 of the proposed Bylaw)

40. The proposed Bylaw introduces a formal exemptions framework (Clause 12), which provides Council with the ability to exempt traders from specific requirements where appropriate, provided the exemption is consistent with the overall purpose of the Bylaw. This ensures a clear and transparent process for granting exemptions on a case-by-case basis.

41. Under the current Bylaw, exemptions were limited to specific matters such as trading hours or proximity restrictions. The proposed Bylaw is more flexible, allowing Council to consider individual circumstances and tailor requirements accordingly.

42. This flexibility is particularly relevant in addressing concerns raised at the 21 August Council meeting regarding community groups, fundraising events, or occasional traders, who may not warrant the same level of regulation as commercial operators.

43. By embedding a discretionary exemptions framework, Council retains the ability to balance public safety and accountability with supporting community and cultural activities.

Costs to Mobile traders

44. The current registration fee is $190, as set in Council's Fees and Charges 2025–26, which reflects the average processing time.

45. Additional inspections are only charged in cases of formal enforcement, and historically, this has been rare. Other compliance costs (such as insurance) are only required where justified by the type of trading activity.

Application processing time (20 working days)

46. The proposed Bylaw specifies a 20-working-day timeframe for processing applications. It aligns with similar licensing processes (such as alcohol licences) and sets a realistic expectation for applicants, particularly during peak periods when police checks are required. In practice, many applications are processed more quickly, but the 20-day timeframe provides applicants with certainty while allowing sufficient time for necessary checks and internal processing.

Enforcement and penalties under the proposed Bylaw:

47. The proposed Bylaw gives Council clearer and stronger tools to deal with traders who break the rules. These tools are designed to make sure the cost of managing non-compliance is not unfairly carried by the general ratepayer.

    a. Clear powers for Council officers (Clause 14):

       If a trader breaches the Bylaw or their licence conditions, Council can review their licence and amend, suspend, or cancel it.

       Enforcement Officers can also use powers available under the Local Government Act 2002 — for example, seizing property, or prosecuting offences and can issue infringement notices under the Land Transport Act 1998.

       This is clearer and more transparent than the current Bylaw, which was not clearly worded to spell out the enforcement pathway.

    b. Cost recovery from the offending trader (Clause 14):

       The proposed Bylaw explicitly allows Council to charge the trader for officer time spent on enforcement (as per Council's Fees and Charges).

       This means costs fall on the person creating the work, not the wider community.

       This is a shift from the current Bylaw, which did not specify that enforcement costs could be recovered.

    c. Penalties (Clauses 15–16):

       Infringement notices: Council can issue an infringement fine of $750 for a breach under the Land Transport Act 1998 (for mobile trading on roads).

       Court fines: If the matter is taken to court, the maximum possible penalty the Court could impose is $20,000 under the Local Government Act.

       These penalties are higher than the current bylaw, where fines were capped at $500 (plus $50 per day for continuing breaches).

       The higher penalties reflect current national legislation and provide a deterrent against traders who might otherwise treat smaller fines as a "cost of doing business".

    d. Right of challenge:

       Traders who have their licence suspended or cancelled can challenge the decision through Council's complaints process. This ensures fairness and gives a clear avenue for review.

       A licence holder who is dissatisfied with Council's decision to amend, suspend or cancel their licence under clause 14(2)(e) has the right to challenge the decision through Council's complaints process. To submit a complaint, the licence holder may:

       - Write a letter to Council at P.O. Box 747, Gisborne 4040, or
       - Send an e-mail to Council at service@gdc.govt.nz, or
       - Complete an online feedback form available on Council's website.

Table 2: Comparison table between the current and proposed Bylaw

What's Changed	2014 Bylaw	2025 Bylaw	Why It Matters
Application requirements	• Basic details, character references, neighbour consent. • Police checks done in practice but not written in the Bylaw.	• Police check requirement now written in (reflects existing practice). • Council can also ask for site plans, photos, or insurance if needed. • Applications must be lodged 20 working days before trading starts.	• Makes requirements clear and transparent. • Council can manage higher-risk traders on case-by-case basis. • Traders get certainty about lead-in time and expectations.
Assessment criteria	Focused mainly on compliance with the Bylaw and the applicant's "good character."	Broader considerations included: impacts on amenity, traffic, safety, and the applicant's history of compliance.	• Gives Council more discretion to manage risks. • Ensures decisions are fair and balanced, not limited to character checks. • Helps protect public spaces and community safety.
Licence conditions	• Clause 10.1: Location restrictions (CBD, schools, churches, residences). • Limits on signage and trading hours. • Traders had to move 200m after 7 hours.	• Clause 13: Core restrictions kept but written more clearly. • Clear signage rules and licence must be displayed. • No ground-based displays (e.g. tables, racks). • Relocation distance increased to 500m after 7 hours.	• Rules are now clearer and easier to enforce. • Reduces clustering of mobile traders near permanent shops. • Supports fairness for existing businesses while keeping space safe and tidy.
Exemptions	Clauses 10.1.2 and 10.1.3: • Exemptions were limited (e.g. location or hours). • Decisions made at the discretion of the Regulatory Services Manager.	Clause 12: • A structured exemption process is now included. • Council can exempt traders from specific requirements if it aligns with the purpose of the Bylaw.	• Creates a clear and transparent framework. • Ensures exemptions are applied fairly and consistently. • Supports flexibility for community and small-scale traders without undermining safety or fairness.
Enforcement and penalties	Clauses 11–16: • Fines capped at $500 (+$50 per day for ongoing breaches). • Suspension or cancellation possible, but processes were less clear.	• Clauses 14–16: Clearer enforcement pathway set out. • Council can recover enforcement costs from offending traders. • Infringement fine of $750. • Court fines up to $20,000.	• Brings penalties in line with current national legislation. • Provides a stronger deterrent for non-compliance. • Ensures costs are carried by offending traders, not ratepayers.

What's Changed	2014 Bylaw	2025 Bylaw	Why It Matters
Integration with other laws	Only limited references (e.g. Food Act 1981).	Expanded references to current legislation, including: • Land Transport Act 1998 • Food Act 2014 • Resource Management Act • Health and Safety at Work Act 2015 • Local Alcohol Policy • Reserves Act.	• Aligns the Bylaw with modern legal requirements. • Gives traders clearer guidance on what laws apply. • Ensures Council's rules are up to date and consistent.

Comparison with other Councils in New Zealand:

48. A review of other councils' bylaws (Attachment 4) shows that requirements for Mobile Traders vary to a degree across New Zealand local councils.

49. Application timeframes are rarely specified, though our Council sets a clear 20-working-day period while Taupō suggests 10 days. Insurance is generally not a blanket requirement but may be imposed conditionally, or, as in Ashburton, strongly recommended.

50. Exemptions for one-off community or fundraising activities are common in districts such as Whangarei and Taupō.

51. Other similar bylaws do not refer explicitly to police checks in their bylaws with most other Councils focusing on trading location, safety and discretionary permit conditions.

Options analysis

52. The review of the Mobile Traders Bylaw has been underway since November 2024 and has included reports, workshops, consultation, and deliberations with the current Council. The proposed Bylaw presented for adoption reflects statutory requirements under the Local Government Act and refinements made in response to Councillor and community feedback received throughout the review process.

53. The review process has now reached its conclusion. Council should decide whether to adopt the proposed Bylaw at this meeting. Deferral would mean restarting a significant portion of this work with a new Council that has not been part of the review process to date.

54. The options available to Council are set out below.

Option	Description	Advantages	Disadvantages	Risks
Option 1: Adopt the proposed Bylaw (Attachment 1)	Adopt the proposed Bylaw as referred to in Attachment 1, incorporating clarifications on police checks, insurance, exemptions, and application processes.	a) Provides certainty for traders, Council, and the public. b) Reflects updated legislative and operational practice. c) Responds to Council's feedback, ensuring clearer, fairer requirements. d) Avoids duplication of work and resource costs.	a) Some traders may continue to perceive certain non-mandatory requirements (e.g. public liability insurance) as compliance barriers. b) Requires ongoing communication to ensure traders understand exemptions and processes.	a) Low political risk if concerns are not fully communicated to traders. b) Low operational risk of increased queries during early implementation, mitigated through comms and guidance.
Option 2: Maintain status quo: do not adopt the proposed bylaw but adopt the current bylaw as it is.	Retain the current Mobile Shops and Other Traders Bylaw 2014 without adopting the proposed amendments.	No immediate change for traders — familiar requirements remain in place.	a) Retains outdated provisions that no longer align fully with legislation and best practice. b) Missed opportunity to provide exemptions framework for flexibility.	a) Reputational risk since current bylaw has already been determined as not being in the most appropriate form. b) Higher risk of enforcement difficulties due to lack a graduated enforcement model.

Preferred Option:

55. Staff recommend Option1: Council Adopt the proposed Bylaw (Attachment 1), as this provides certainty, reflects the review process so far, and ensures efficient use of resources.

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: Medium Significance
This Report: Medium Significance

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

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

TREATY COMPASS ANALYSIS

57. See Report 25-174.

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

58. See Report 25-174.

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

59. See Report 25-174.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

60. See Report 25-174.

Legal

61. Information in relation to this section has been included in Report 25-174.

62. Under s155 of the LGA, when making a bylaw Council must determine that a bylaw is the most appropriate way of addressing a perceived problem. This determination was made at the Council meeting on 21 November 2024 (24-305).

63. When satisfied that a bylaw is appropriate, s155 then requires Council to determine that the proposed form of the bylaw is the most appropriate form of the bylaw and whether a bylaw gives rise to any implications under the New Zealand Bill of Rights 1990 (NZBORA). Council has made these determinations at the 9 April 2025 meeting (Report 25-70).

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

64. Information in relation to this section has been included in Report 25-174.

RISKS - **NGĀ TŪRARU**

65. Political risk: If the decision is deferred, the new Council may choose to restart the review process given they have not been involved to date. Alternatively, they could pick up where it was left off following a briefing, but this carries the risk that councillors feel less ownership of the process. In either scenario, traders may perceive Council as indecisive or slow to act, creating a reputational risk.

66. Operational risk: Deferring means staff would need to repeat work already completed, wasting time and resources. It would also delay putting modern rules in place, leaving Council to rely on outdated provisions. Adoption now avoids rework and gives certainty for both staff and traders.

67. Reputational risk: Relying on the old 2014 bylaw creates uncertainty for traders. It could undermine confidence in Council's ability to keep regulations current. The 2014 bylaw expires in May 2026. If no new bylaw is adopted before then, there will be no rules at all to regulate mobile trading in Te Tairāwhiti.

68. Overall, adopting the proposed Bylaw now presents the lowest risk by providing certainty for Council, staff, and traders, while deferring the decision would create higher political, operational, and reputational risks and risk a regulatory gap after May 2026.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
Before 30 October 2025	Public Notification of Bylaw	Bylaw ready to be implemented and made operational.
10 November 2025	Bylaw is operative	
Before 10 Nov 2025	Update to communications - including direct communications to current license holders and uploading final copy of the bylaw on Council website	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Proposed Bylaw [25-229.1 - 13 pages]
2. Attachment 2 - Submission register and Analysis [25-229.2 - 5 pages]
3. Attachment 3 - Track changed version [25-229.3 - 16 pages]
4. Attachment 4 - Other Councils Comparison [25-229.4 - 3 pages]

Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti

(**Tairāwhiti** Mobile Traders Bylaw 2025)

Made by Gisborne District Council

Resolution of Council dated [day month] 2025

This bylaw is made under sections 145 and 146 of the Local Government Act 2002 and section 22AB of the Land Transport Act 1998.

This bylaw must be reviewed no later than [day month] 2030 (*5 years after date of resolution making the bylaw*) as required by section 158 of the Local Government Act 2002.

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1. Title

This Bylaw is the Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti, Tairāwhiti Mobile Traders Bylaw 2025.

2. Commencement

This bylaw comes into force on [date month] 2025.

3. Application

This bylaw applies to the Gisborne region.

Related information:

This bylaw is part of a wider framework of regional and national legislation that regulates trading activities. This bylaw does not seek to duplicate or be inconsistent with these requirements. Every person wanting to undertake mobile trading in the Gisborne region is responsible for understanding and complying with all applicable rules and regulations. These may include –

- Rules about food safety in the Food Act 2014.
- Rules about activities on reserves in the Reserves Act 1977 and the Gisborne District Reserves Bylaw 2008.
- Rules about protecting significant areas in Te Papa Tipu Taunaki o Te Tairāwhiti – the Tairāwhiti Resource Management Plan.
- Rules about public safety, nuisance, litter and obstructions in the Gisborne District Public Places Bylaw 2015.
- Rules about traffic and parking in the Tairawhiti Traffic and Parking Bylaw 2021.
- Rules about the health and safety of workers in the Health and Safety at Work Act 2015.
- Rules about the sale of alcohol in the Sale and Supply of Alcohol Act 2012, the Tairawhiti Local Alcohol Policy 2024, and the Gisborne District Alcohol Control Bylaw 2015.
- Certification requirements for certain mobile traders with the Commerce Commission.
- Rules to ensure compliance with the Credit Contracts and Consumer Finance Act 2003.
- The Commerce Act 1986 which prohibits anti-competitive behaviour.

These rules and regulations are current as of March 2025. Readers should check whether they have been amended or replaced.

4. Revocation

The Mobile Shops and other Traders Bylaw 2014 is revoked and replaced by this bylaw.

Part 1: Preliminary Provisions

5. Purpose

The purpose of this bylaw is to regulate mobile trading to protect public health and safety and maintain the quality of public places by addressing potential risks of nuisance or misuse by –

(1) requiring prior approval from Council for mobile trading;

(2) enabling Council to issue licences and prescribe conditions and requirements for mobile trading;

(3) ensuring traffic and pedestrian management for mobile trading to reduce risks of congestion.

6. Interpretation

In this bylaw, unless the context otherwise requires —

Central Business District (CBD) means the area as defined by the map in Schedule 1 of this bylaw.

Council means the Gisborne District Council.

Enforcement officer means any person delegated, authorised or appointed by Council to act on its behalf and with its authority under this bylaw.

Hawker means a person who sells or hires, or offers to sell or hire, goods or services by traveling from place to place and, for the purposes of this bylaw, is a mobile trader.

Licence means a licence to carry out mobile trading that is issued under clause 11 of this bylaw.

Mobile shop means a vehicle (whether self-propelled or not) from which goods or services are sold or hired or offered for sale or hire but does not include any vehicle used only to transport or deliver goods or services ordered previously.

Mobile trader means a person who sells or hires, or offers to sell or hire, goods or services from a stall, or mobile shop that is regularly moved, and includes a hawker. Mobile trading has a corresponding meaning.

Public place means a place that is open to or is being used by the public, whether free or on payment of a charge, and whether any owner or occupier of the place is lawfully entitled to exclude or eject any person from that place.

Road has the meaning given in section 2(1) of the Land Transport Act 1998.

Stall means a stand, awning, table, booth, tent, barrow, cart or other temporary structure from which goods or services are sold or hired or offered for sale or hire.

Vehicle has the meaning given in section 2(1) of the Land Transport Act 1998.

(1) Every schedule to this bylaw forms part of the bylaw.

(2) Every Appendix to this bylaw does not form part of the bylaw, are provided for information purposes only and may be inserted, changed or removed at any time without any formal process.

(3) Related information does not form part of this bylaw, are provided for information purposes only and may be inserted, changed or removed at any time without any formal process.

Related information:

Compliance with this Bylaw does not remove the need to comply with all other applicable Acts, regulations, bylaws, rules of law, and terms of any lease or licence.

Part 2: Mobile trading in public places

7. Council controls on mobile trading

Council may control mobile trading in public places in one or more of the following ways –

(1) Granting, declining, amending and revoking licences;

(2) Prescribing conditions for licences;

(3) Granting exemptions to requirements for licences;

(4) Prohibiting mobile trading in a public place either generally or for a specified category of trading or in a specified part of a public place.

8. Licence Required

(1) A person must obtain a licence from Council before undertaking mobile trading in a public place.

(2) A person seeking to operate as a mobile trader in a public place must obtain a separate licence for each mobile shop or stall to be used for mobile trading.

(3) Clauses 8(1) and (2) do not apply to –

(a) mobile trading or events undertaken by Council;

(b) mobile trading or events that are authorised pursuant to a resource consent granted under the Resource Management Act 1991;

(c) the delivery of goods or services to private premises;

(d) classes or training provided by outdoor fitness operators;

(e) regular sporting activities carried out by amateur organised sports clubs;

(f) the outdoor display of goods or services adjacent to business premises from which the goods or services are usually provided;

(g) the sale of produce adjacent to the premises where it was grown;

(h) occasional sale of goods from a stall by a person under the age of 16 adjacent to the residential premises where the goods were made.

9. Application for licence

(1) A person requiring a licence for mobile trading under this bylaw must apply to Council.

(2) The application must–

(a) be in the form required by Council; and

(b) be accompanied by the relevant application fee set in the Council's Schedule of Fees and Charges; and

(c) be received by Council at least twenty working days prior to the intended start date of the mobile trading; and

(d) include a police check; and

(e) include any other information Council requires.

(3) Without limiting subclause (1), Council may require an application for a licence to include additional information on one or more of the following matters –

(a) details of the applicant and any other person who will participate in the mobile trading, including those who will sell goods or perform services;

(b) description, plans and maps, photos of the location (including multiple sites), of the activity;

(c) details of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items proposed to be used in connection with the mobile trading;

(d) public liability insurance.

Related information:

Fees associated with application, approval, licence, consent, service or inspection can be found on Council's website under Fees and Charges.

The Traffic and Parking Bylaw 2021 provides that a person must not stop, stand or park a motor vehicle, wholly or partially, on that part of any road which is laid out as a cultivated area, being a garden or grass berm.

10. Considerations for issue of Licence

(1) When considering an application for a licence, Council–

(a) will have regard to any matter it considers relevant and reasonably necessary to ensure that the licence is consistent with the purpose of this bylaw; and

(b) may inspect locations related to the application for the purpose for which the licence is requested.

(2) Without limiting subclause (1), Council may take into account the following matters when considering an application for a licence –

(a) locations, nature, scale, frequency and duration of the mobile trading;

(b) details of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items proposed to be used in connection with the mobile trading;

(c) actual or potential impact on the public, public places and surrounding environment, including but not limited to:

- impacts as a result of noise, glare, light spill, odour, anti-social behaviour;
- impacts on appearance, amenity and heritage features;

- obstruction or hazards to pedestrian or vehicular visibility, access or flow;
- obstruction of access by emergency, maintenance or utility services;
- the impact on nearby business premises; and

(3) how any actual or potential impacts may be mitigated, for example through waste management and minimisation, traffic management, safety and risk management, adverse weather, emergency, customer conduct plans;

(4) suitability of the applicant to hold a licence taking into account any past licences held, known past operational issues and the applicant's experience and track record including breaches of any bylaw or licence cancellations;

(5) compliance with relevant requirements in any Act, regulation or bylaw to enable the mobile trading to occur lawfully, for example, food safety legislation;

(6) consistency with relevant Council bylaws, policies and plans.

11. Applications may be granted or declined

(1) Council may grant or decline an application for a licence after considering the criteria listed in clause 10 of this bylaw.

(2) Council may issue a licence for a maximum of one year.

(3) A licence granted under this bylaw is not transferable.

12. Exemptions

(1) Council may exempt a mobile trader from compliance with any requirement or condition of a licence.

(2) Council must not grant an exemption unless it is satisfied that -

(a) The extent of the exemption is not broader than is reasonably necessary to address the matters that gave rise to the proposed exemption; and

(b) The exemption is consistent with the purpose of this bylaw

(3) Council may –

(a) Grant an exemption subject to conditions; and

(b) Amend or revoke the exemption.

(4) For the purposes of subclause (3(a)) above, clause 13 (Conditions and Requirements) applies with all necessary modifications.

13. Conditions and Requirements

(1) No person may undertake mobile trading in a manner which causes or could cause a public safety risk, nuisance, damage, obstruction, disturbance, or interference.

(2) Council may impose conditions and requirements for a licence. The conditions and requirements must be consistent with the purpose of this bylaw and may include –

(a) Limits on the type, quality and standard of goods or services offered;

(b) Locations, nature, scale, frequency and duration of the mobile trading;

(c) Specifications on the use and placement of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items intended to be used in connection with the mobile trading;

(d) Limits on times of operation (days and hours);

(e) Traffic management plans.

(3) A mobile trader must comply with all conditions and requirements of a licence.

(4) All goods and merchandise must be kept entirely within the mobile shop or stall with nothing placed on the ground. No items, including tables, boxes, crates or produce, may be set up on the road verge, reserve area, or surrounding vicinity.

(5) All advertising signs must be attached to the mobile shop or stall, except for one roadside sign. This roadside sign must not exceed 0.7 metres in width and 1.0 metre in height and must be placed within 100 metres of the mobile shop or stall on the same side of the road. The sign must be positioned so it does not obstruct traffic, road users or pedestrians.

(6) A person who has been granted a licence must –

(a) have the licence with them; and

(b) display it conspicuously so it can be easily read at all times while trading.

(7) Unless Council grants an exemption under clause 12, a mobile trader must not operate –

(a) In the Central Business District;

(b) Outside a place of worship on a day of worship except with the written permission of the person in charge of that place of worship;

(c) Outside a school during school hours except with the written permission of the principal of that school;

(d) In a residential area unless written consent signed by the occupiers of any residential properties immediately adjacent to where trading is taking place has been obtained, if consent is required by Council;

(e) between the half hour after sunset on one day and the half hour before sunrise on the next day;

(f) within 100 metres of permanent retail premises;

(g) for more than seven hours in one location or within 500 metres of that location and must not return to a previously occupied site within eight hours.

Related information:

Requirements for food businesses are set out in the Food Act 2014. For more information on these requirements, the Ministry for Primary Industries (MPI) website contains some useful guidance at Introduction to the Food Act 2014.

Part 3: Enforcement, offences and penalties

14. Enforcement

(1) Council may use its powers under the Local Government Act 2002 or the Land Transport Act 1998 to enforce this bylaw.

(2) Where a person fails to comply with this Bylaw, including the requirements and conditions of a licence, Council may review the licence and, following the review, Council may amend, suspend, or cancel the licence.

Related information:

Council's statutory enforcement powers include (but may not be limited to):

- Local Government Act 2002 - obtaining a court injunction (section 162), seizure and disposal of property (sections 164, 168), cost recovery for damage on conviction (section 176), power to require name and address (section 178) and prosecution (section 239).
- Land Transport Act 1998 - infringement fees under Regulation 4 and Schedule 1 of the Land Transport (Offences and Penalties) Regulations 1999 (as at 1 October 2024).

Enforcement Officer time will be charged to the licence holder, as per Council's Fees and Charges.

15. Offences

A person who fails to comply with this Bylaw commits an offence or infringement offence and is liable to a penalty under the Local Government Act 2002, the Land Transport Act 1998 or, to the extent permitted by law, both Acts.

16. Penalties

A person who fails to comply with this Bylaw and is issued with an infringement notice or convicted of an offence is liable to a penalty under the Local Government Act 2002, the Land Transport Act 1998 or, to the extent permitted by law, both Acts.

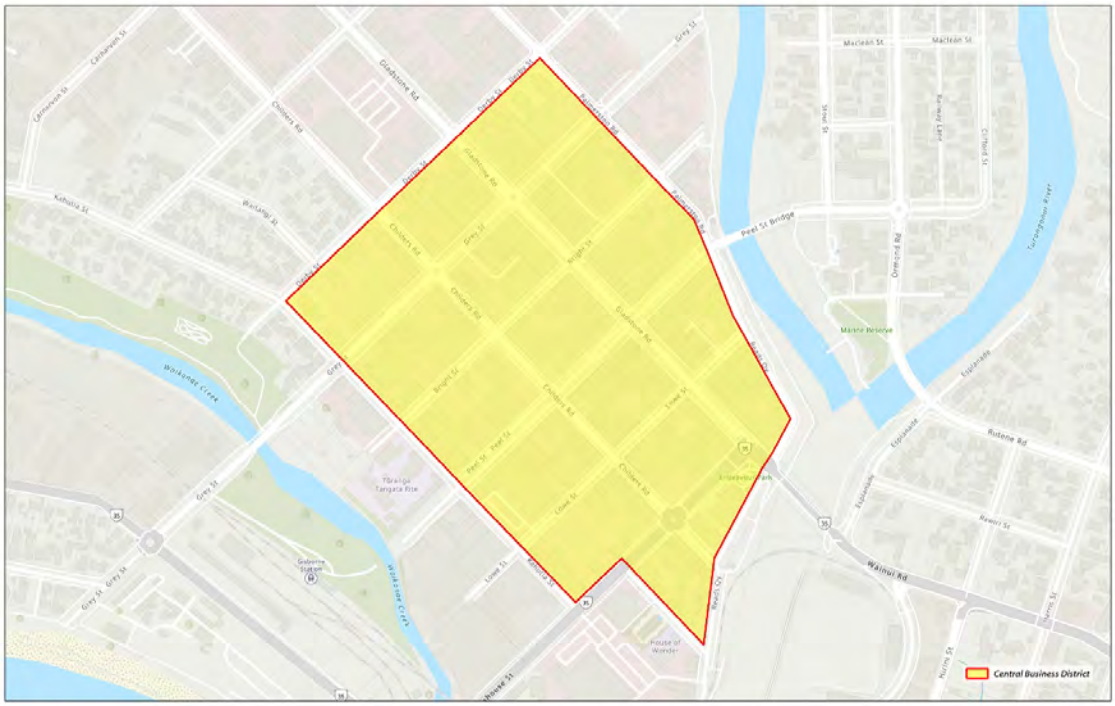
Related information:

A person who is convicted of an offence against this Bylaw is liable to a fine not exceeding $20,000 under section 242(4) of the Local Government Act 2002 (as at 1 October 2024)

A person who is issued with an infringement notice is liable to an infringement fee of $750 under Regulation 4 and Schedule 1 of the Land Transport (Offences and Penalties) Regulations 1999 (as at 1 October 2024).

Schedule 1: Map of the Gisborne Central Business District

The area indicated in the map below is referred to within the bylaw as the Central Business District (CBD).



Appendix 1: Traffic Management Diagram

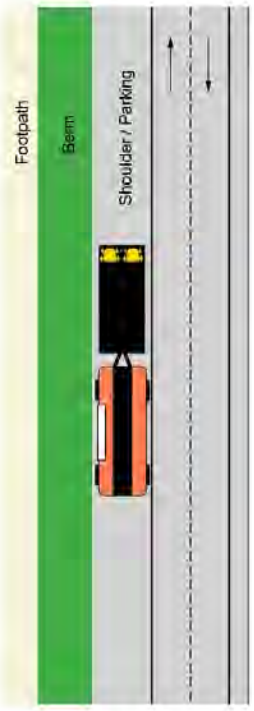
Mobile Shops and Mobile Traders
Parking in Shoulder
LV/LR, LV, L1
Cat A Roads and Urban Environments

GDC Practice Note 28

Notes:

1. Mobile Traders must be parked within Lined and Marked Shoulders.
2. Mobile Traders must be positioned to allow all customers to be served from the non-traffic side of the Mobile Shop.
3. Mobile Traders must be positioned to allow customers to remain upon the berm and not to encroach onto the roadside or parking area of the Mobile Shop.
4. Mobile Traders must not impede upon driveways, accessways or restrict foot traffic in public areas.
5. Mobile Shops may be double parked only where written permission has been given from the RCA.
6. Mobile Shops must not be left unattended in trading locations overnight.

Shoulder Parking



Prior to implementation:

- Mobile Traders must have a Health and Safety Risk Assessment of their set up and its applications in its current location available for review at any time.

Attachment 2: Submissions Register and Detailed Analysis

Submissions

1. A detailed analysis of the three proposals was included in the SOP Report (Report 25-70). Council received four (4) written submissions regarding the proposals; no submitters asked to speak.
2. Full register of submissions has been provided in in Point 9 of Report 25-147. Table 2 below provides an overview of the submissions received.

Table 1: Submissions Register (simplified):

Submitter name	Organisation	Indicated preference	Key comment
ETR	Member of Public	Proposal 1–3: Option 2	Support your approach and options for Mobile Traders Bylaw 2025
Maree Brownlie	Twilight	Unclear	Part-time/seasonal trailers face tight margins; asks if compliance can be simplified without compromising safety.
Makahuri Thatcher-Wharehinga	Member of Public	Proposal 1–3: Option 1	Favours status quo; avoid "moving the goalposts"; support local mobile vendors (tourism/engagement).
Angela Judith Stuart	Member of Public	Proposal 1–3: Option 2	Supports controls with simplification and an education-first approach.

What the submissions mean at a glance

3. Support for preferred options (simplification + clarity): 2 submitters.
4. Support for status quo: 1 submitter (concern about added stress/costs).
5. Unclear preference but cost concern noted: 1 submitter (asks for simpler compliance for small/part-time traders).

Staff interpretation

6. There is general support for clearer, simpler rules with an education-first approach.
7. Concerns centre on perceived costs/barriers for part-time/seasonal traders.
8. These concerns are addressed in the proposed Bylaw through:
   a. Exemptions framework (Clause 12) for occasional/community trading.
   b. Risk-based insurance (not blanket).
   c. Police checks being a transparency change (already current practice, not new).

What this means

9. Overall feedback was mixed but mostly supportive of the preferred options.
10. The concerns raised (costs, small traders, community events) are already addressed in the proposed Bylaw through the exemptions process and risk-based requirements.
11. Staff therefore recommend no further changes to the proposed Bylaw.

Recommendation pathway

12. For each proposal, staff have considered the submissions and relevant information. No changes to the proposed Bylaw are recommended as a result of submissions; the draft already incorporates simplification, proportionate enforcement, and discretion (exemptions) to manage the raised concerns.

Proposal One: Revoke the current Bylaw and replace it with a new Bylaw

13. The rationale for proposal one as stated in the SOP is:
"The current Bylaw will lapse in mid-2026 as the statutory deadline for the review to continue this Bylaw has passed. To maintain Council's current regulatory approach to mobile trading within Tairāwhiti, a new Bylaw is required".

Table 2: Submission analysis for Proposal 1

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	Controls are needed to be in place, but simplification and an education first approach is the best approach

Discussion in relation to Proposal One

Why a new bylaw is needed

14. The current Bylaw expires in mid-2026. If nothing is done, Council will have no rules for mobile trading after that date.
15. To keep the current approach in place, Council must revoke and replace the Bylaw now.
16. The new bylaw will be made under two laws:
    a. Local Government Act 2002 (LGA): gives Council broad powers to manage public health, safety, and nuisance issues.
    b. Land Transport Act 1998 (LTA): gives Council specific powers to regulate activity in the road corridor (e.g. stalls, stands, travelling shops).
17. In short: Using both Acts together means Council can regulate all mobile trading in public spaces and on roads clearly and consistently
18. Council is not required to have a bylaw that addresses mobile trading; therefore, it has the option of doing nothing. Therefore, two options available to Council are:
    a. Option One – Status quo: Do not replace the current 2014 Bylaw and allow it to expire in May 2026.
    b. Option Two (preferred) – Revoke and replace the current 2014 Bylaw with a new bylaw made under both the LGA and LTA.
19. The cost benefit analysis of these two options are discussed in Report 25-70.
20. Two submitters expressed support for this proposal to revoke the current Bylaw and replace it with a new Bylaw citing that controls are needed to be in place. One submitter opposed the proposal arguing that "changing the goal post" would add stress and inhibit the Mobile Traders.

Recommendation(s) in Relation to Proposal One

Staff recommend proceeding with Proposal One and therefore no changes are recommended to be made to the proposed Bylaw as a result of submissions received or in regard to any other information relevant to Proposal One.

Proposal Two: Update enforcement tools:

21. The rationale for proposal two as stated in the SOP is:
"*Currently Council uses an education first, graduated enforcement model to manage compliance. This is very effective, and the need for a written warning or any other escalation has been very low. To date, staff have not needed to escalate beyond a written warning.*
However, the current Bylaw lacks graduated enforcement options and unnecessarily restricts the enforcement options available to staff if escalation is required. This has the effect of creating an unhelpful gap in the graduated enforcement model, with a disproportionate leap in escalation between charging for officer time (the step beyond a written warning) to seeking prosecution under the LGA"

Table 3: Submission analysis for Proposal 2

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	Controls are needed to be in place, but simplification and an education first approach is the best approach

Discussion in relation to Proposal Two:

22. This proposal seeks to clarify and expand Council's enforcement options under the new Bylaw to support a more effective and proportionate compliance model. Under the current Bylaw, enforcement options are limited—requiring Council to either charge staff time or proceed directly to prosecution. This has created an unhelpful gap in enforcement, inconsistent with the principles of graduated and proportionate response. Our current enforcement approach can be read in Report 25-70, paragraphs 18-21.

23. The proposed Bylaw aims to bridge this gap by providing clearer enforcement powers that include options such as issuing infringement notices, particularly where trading activities involve vehicles and fall under the jurisdiction of the Land Transport Act 1998. This allows enforcement to escalate in a manner appropriate to the severity of the breach, while still enabling Council to maintain an education-first approach—an approach that has been effective to date in encouraging compliance.

24. The options available for Council are:

    a. Option One (status quo): Retain the enforcement provisions in the current Bylaw.

    b. Option Two (preferred): Update and clarify the enforcement provisions as reflected in the proposed Bylaw

25. The cost benefit analysis of the options has been discussed in the SOP report: Report 25-70.

26. Two submitters supported the proposal to update enforcement tools, including general support for greater clarity and simplification. One submitter expressed concern about "changing the goal post" and favoured retention of the current approach. A fourth respondent did not indicate a preferred option but raised concerns about the costs of compliance for mobile traders.

Recommendation in relation to Proposal Two

Staff recommend proceeding with Proposal Two and therefore no changes are recommended to be made to the proposed Bylaw as a result of submissions received or in regard to any other information relevant to Proposal Two

Proposal Three: Simplify definitions and structure of the Bylaw to make it easier to understand

27. The rationale for proposal three as stated in the SOP is:
"The current Bylaw requires updates to improve readability and to make it easier for users, both council staff and mobile traders, to interpret. The Bylaw also needs to comply with the relevant legislation and meet drafting standards. The key areas of change are:

    1. *Clarifying and simplifying the definition of mobile traders;*
    2. *Clarifying the licences issued under the Bylaw; and*
    3. *Updating the traffic management approach"*

Table 4: Submission analysis for Proposal 3:

Support for the preferred option	Notable / common themes in opposition of proposal	Notable / common themes in support of proposal
Agree 50% (2) Disagree 25% (1) No response 25% (1)	Our region must support Mobile Traders to advance tourism and engagement with the public and "changing the goal post" would add stress and inhibit the Mobile Traders.	No comments were received.

Discussion in relation to Proposal Three:

28. Proposal Three aims to simplify the definitions and overall structure of the Bylaw to improve readability, consistency, and ease of implementation. The current Bylaw contains multiple overlapping definitions (e.g., hawker, itinerant trader, mobile shop) and inconsistencies in language (e.g., licence vs permit), making it difficult for both staff and mobile traders to navigate.

29. The proposed Bylaw (Attachment 1) consolidates and clarifies these definitions, removes redundant terms, and aligns with modern drafting guidelines and legislative requirements. In addition, it updates references to traffic management standards—replacing outdated references to the Traffic Management Plan with the current NZ Guide to Temporary Traffic Management (NZGTTM)—and provides a clear process for licence issuance, including scope for bespoke conditions where necessary.

30. The matters addressed in enhancing readability of the Bylaw have been referred to under point 31 of Report 25-70.

31. The options available to Council in relation to this proposal are:

    a. Option One (status quo): Retain the current Bylaw structure and definitions.

    b. Option Two (preferred): Simplify definitions and structure as reflected in the proposed Bylaw.

32. The cost benefit analysis of the options have been discussed in Report 25-70.

33. Two submitters supported the proposal to simplify definitions and structure of the Bylaw, highlighting the importance of clarity and simplicity in regulation. One submitter preferred the status quo, expressing concerns about changes that may create uncertainty for mobile traders. Another respondent, while not identifying a specific preference, supported a simplified and proportionate compliance process for mobile traders.

Recommendation in relation to Proposal Three

Staff recommend proceeding with Proposal Three. Therefore, no changes are recommended to be made to the proposed Bylaw as a result of submissions or any other relevant information related to Proposal Three

Other matters under consideration:

34. The draft Bylaw approved for public consultation at the 9 April 2025 meeting (Report 25-70) has since been refined to improve clarity and readability. These refinements were made following internal review and do not affect the intent, scope, or operation of the Bylaw.

35. A comparison between the version approved for consultation and the proposed Bylaw for adoption is provided in the tracked changes version of the document attached as Attachment 2. The changes are considered minor as they do not materially alter the proposed Bylaw. As such, further consultation is not required.

36. Examples of some of the recommended refinements are:

    a. In Clause 6: removal of the words "or vessel" from the definition of *mobile shop*, and replacement of references to "vehicle" with the broader term *mobile trader*. This improves consistency across the proposed Bylaw and aligns with the updated definition that now encompasses all relevant types of mobile trading.

    b. In Clause 8: deletion of subclause 8(ii) to avoid repetition, as its content is already covered in the updated and simplified definition of *mobile trader*. This makes the proposed Bylaw easier to follow.

    c. In Clause 13: Updating of multiple clauses to replace references to "vehicle" with "mobile trader," ensuring consistency in terminology and improving clarity for users.

    d. In Clause 15, subclauses 15(i)(a) to (e) and 15(ii) were removed as subclauses (a) to (d) are not offences in relation to the Bylaw itself. Their removal avoids confusion about enforceability of the Bylaw. While subclause (e) is covered by the initial general statement under clause 15.

37. The above examples are illustrative of the types of minor editorial changes being recommended to better reflect the intent of the proposed Bylaw while improving readability and clarity.

Recommendation in relation to Other Matters for Consideration

Staff recommend that Council adopt of the proposed Bylaw (Attachment 1) incorporating the minor post-consultation refinements outlined above and as shown in Attachment 2

Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti

(**Tairāwhiti** Mobile Traders Bylaw 2025)

Made by Gisborne District Council

Resolution of Council dated [day month] 2025

This bylaw is made under sections 145 and 146 of the Local Government Act 2002 and section 22AB of the Land Transport Act 1998.

This bylaw must be reviewed no later than [day month] 2030 (*5 years after date of resolution making the bylaw*) as required by section 158 of the Local Government Act 2002.

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1. Title

This Bylaw is the Ture-ā-Rohe Kaihoko Nekeneke o Te Tairāwhiti, Tairāwhiti Mobile Traders Bylaw 2025.

2. Commencement

This bylaw comes into force on [date month] 2025.

3. Application

This bylaw applies to the Gisborne region.

Related information:

This bylaw is part of a wider framework of regional and national legislation that regulates trading activities. This bylaw does not seek to duplicate or be inconsistent with these requirements. Every person wanting to undertake mobile trading in the Gisborne region is responsible for understanding and complying with all applicable rules and regulations. These may include –

- Rules about food safety in the Food Act 2014.
- Rules about activities on reserves in the Reserves Act 1977 and the Gisborne District Reserves Bylaw 2008.
- Rules about protecting significant areas in Te Papa Tipu Taunaki o Te Tairāwhiti – the Tairāwhiti Resource Management Plan.
- Rules about public safety, nuisance, litter and obstructions in the Gisborne District Public Places Bylaw 2015.
- Rules about traffic and parking in the Tairawhiti Traffic and Parking Bylaw 2021.
- Rules about the health and safety of workers in the Health and Safety at Work Act 2015.
- Rules about the sale of alcohol in the Sale and Supply of Alcohol Act 2012, the Tairawhiti Local Alcohol Policy 2024, and the Gisborne District Alcohol Control Bylaw 2015.
- Certification requirements for certain mobile traders with the Commerce Commission.
- Rules to ensure compliance with the Credit Contracts and Consumer Finance Act 2003.
- The Commerce Act 1986 which prohibits anti-competitive behaviour.

These rules and regulations are current as of March 2025. Readers should check whether they have been amended or replaced.

4. Revocation

The Mobile Shops and other Traders Bylaw 2014 is revoked and replaced by this bylaw.

Part 1: Preliminary Provisions

5. Purpose

The purpose of this bylaw is to regulate mobile trading to protect public health and safety and maintain the quality of public places by addressing potential risks of nuisance or misuse by –

(1) requiring prior approval from Council for mobile trading;

(2) enabling Council to issue licences and prescribe conditions and requirements for mobile trading;

(3) ensuring traffic and pedestrian management for mobile trading to reduce risks of congestion.

6. Interpretation

In this bylaw, unless the context otherwise requires —

Central Business District (CBD) means the area as defined by the map in Schedule 1 of this bylaw.

Council means the Gisborne District Council.

Enforcement officer means any person delegated, authorised or appointed by Council to act on its behalf and with its authority under this bylaw.

Hawker means a person who sells or hires, or offers to sell or hire, goods or services by traveling from place to place and, for the purposes of this bylaw, is a mobile trader.

Licence means a licence to carry out mobile trading that is issued under clause 11 of this bylaw.

Mobile shop means a vehicle ~~or vessel~~ (whether self-propelled or not) from which goods or services are sold or hired or offered for sale or hire but does not include any vehicle used only to transport or deliver goods or services ordered previously.

Mobile trader means a person who sells or hires, or offers to sell or hire, goods or services from a ~~stand, stall, structure, awning, table, vehicle~~stall, or mobile shop that is regularly moved, and includes a hawker. Mobile trading has a corresponding meaning.

Public place means a place that is open to or is being used by the public, whether free or on payment of a charge, and whether any owner or occupier of the place is lawfully entitled to exclude or eject any person from that place.

Road has the meaning given in section 2(1) of the Land Transport Act 1998.

Stall means a stand, awning, table, booth, tent, barrow, cart or other temporary structure from which goods or services are sold or hired or offered for sale or hire.

Vehicle has the meaning given in section 2(1) of the Land Transport Act 1998.

(1) Every schedule to this bylaw forms part of the bylaw.

(2) Every Appendix to this bylaw does not form part of the bylaw, are provided for information purposes only and may be inserted, changed or removed at any time without any formal process.

(3) Related information does not form part of this bylaw, are provided for information purposes only and may be inserted, changed or removed at any time without any formal process.

Related information:

Compliance with this Bylaw does not remove the need to comply with all other applicable Acts, regulations, bylaws, rules of law, and terms of any lease or licence.

Part 2: Mobile trading in public places

7. Council controls on mobile trading

Council may control mobile trading in public places in one or more of the following ways –

(1) Granting, declining, amending and revoking licences;

(2) Prescribing conditions for licences;

(3) Granting exemptions to requirements for licences;

(4) Prohibiting mobile trading in a public place either generally or for a specified category of trading or in a specified part of a public place.

8. Licence Required

(1) A person must obtain a licence from Council before undertaking mobile trading in a public place.

~~(i) For the purposes of this bylaw, mobile trading includes –~~

~~(a) mobile shops;~~

~~(b) stalls;~~

~~(c) markets operating within a Council controlled road corridor;~~

~~(d) hire of equipment from a location not directly adjacent to permanent premises ;~~

~~(e) any other mobile trading as defined in this bylaw which is not exempt.~~

~~(ii) For the purposes of this bylaw, mobile trading does not include –~~

(2) A person seeking to operate as a mobile trader in a public place must obtain a separate licence for each mobile shop or stall to be used for mobile trading.

(3) Clauses 8(1) and (2) do not apply to –

(a) mobile trading or events undertaken by Council;

(b) mobile trading or events that are authorised pursuant to a resource consent granted under the Resource Management Act 1991;

(c) the delivery of goods or services to private premises;

(d) classes or training provided by outdoor fitness operators;

(e) regular sporting activities carried out by amateur organised sports clubs;

(f) the outdoor display of goods or services adjacent to business premises from which the goods or services are usually provided;

(g) the sale of produce adjacent to the premises where it was grown;

(h) occasional sale of goods from a stall by a person under the age of 16 adjacent to the residential premises where the goods were made.

9. Application for licence

(1) A person requiring a licence for mobile trading under this bylaw must apply to Council.

(2) The application must–

(a) be in the form required by Council; and

(b) be accompanied by the relevant application fee set in the Council's Schedule of Fees and Charges; and

(c) be received by Council at least twenty working days prior to the intended start date of the mobile trading; and

(d) include a police check; and

(e) include any other information Council requires.

(3) Without limiting subclause (1), Council may require an application for a licence to include additional information on one or more of the following matters –

(a) details of the applicant and any other person who will participate in the mobile trading, including those who will sell goods or perform services;

(b) description, plans and maps, photos of the location (including multiple sites), of the activity;

(c) details of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items proposed to be used in connection with the mobile trading;

(d) public liability insurance.

Related information:

Fees associated with application, approval, licence, consent, service or inspection can be found on Council's website under Fees and Charges.

The Traffic and Parking Bylaw 2021 provides that a person must not stop, stand or park a motor vehicle, wholly or partially, on that part of any road which is laid out as a cultivated area, being a garden or grass berm.

10. Considerations for issue of Licence

(1) When considering an application for a licence, Council–

(a) will have regard to any matter it considers relevant and reasonably necessary to ensure that the licence is consistent with the purpose of this bylaw; and

(b) may inspect locations related to the application for the purpose for which the licence is requested.

(2) Without limiting subclause (1), Council may take into account the following matters when considering an application for a licence –

(a) locations, nature, scale, frequency and duration of the mobile trading;

(b) details of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items proposed to be used in connection with the mobile trading;

(c) actual or potential impact on the public, public places and surrounding environment, including but not limited to:

- impacts as a result of noise, glare, light spill, odour, anti-social behaviour;
- impacts on appearance, amenity and heritage features;
- obstruction or hazards to pedestrian or vehicular visibility, access or flow;
- obstruction of access by emergency, maintenance or utility services;
- the impact on nearby business premises; and

(3) how any actual or potential impacts may be mitigated, for example through waste management and minimisation, traffic management, safety and risk management, adverse weather, emergency, customer conduct plans;

(4) suitability of the applicant to hold a licence taking into account any past licences held, known past operational issues and the applicant's experience and track record including breaches of any bylaw or licence cancellations;

(5) compliance with relevant requirements in any Act, regulation or bylaw to enable the mobile trading to occur lawfully, for example, food safety legislation;

(6) consistency with relevant Council bylaws, policies and plans.

11. Applications may be granted or declined

(1) Council may grant or decline an application for a licence after considering the criteria listed in clause 10 of this bylaw.

(2) Council may issue a licence for a maximum of one year.

(3) A licence granted under this bylaw is not transferable.

12. Exemptions

(1) Council may exempt a mobile trader from compliance with any requirement or condition of a licence.

(2) Council must not grant an exemption unless it is satisfied that -

(a) The extent of the exemption is not broader than is reasonably necessary to address the matters that gave rise to the proposed exemption; and

(b) The exemption is consistent with the purpose of this bylaw

(3) Council may –

~~(a)~~ (a) Grant ~~the~~an exemption subject to conditions; and

~~(b)~~ ~~amend~~(b) Amend or revoke the exemption.

(4) For the purposes of subclause (3(a)) above, clause 13 (Conditions and Requirements) applies with all necessary modifications.

13. Conditions and Requirements

(1) No person may undertake mobile trading in a manner which causes or could cause a public safety risk, nuisance, damage, obstruction, disturbance, or interference.

(2) Council may impose conditions and requirements for a licence. The conditions and requirements must be consistent with the purpose of this bylaw and may include –

(a) Limits on the type, quality and standard of goods or services offered;

(b) Locations, nature, scale, frequency and duration of the mobile trading;

(c) Specifications on the use and placement of any furniture, structures, equipment, side awnings, vehicles, signs, displays and other items intended to be used in connection with the mobile trading;

(d) Limits on times of operation (days and hours);

(e) Traffic management plans.

(3) A mobile trader must comply with all conditions and requirements of a licence.

(4) All goods and merchandise must be kept entirely within the ~~vehicle~~mobile shop or stall with nothing placed on the ground. No items, including tables, boxes, crates or produce, may be set up on the road verge, reserve area, or surrounding vicinity.

(5) All advertising signs must be attached to the ~~vehicle~~mobile shop or stall, except for one_____ roadside sign. This roadside sign must not exceed 0.7 metres in width and 1.0 metre in height and must be placed within 100 metres of the mobile shop or stall on the same side of the road. The sign must be positioned so it does not obstruct traffic, road users or pedestrians.

(6) A person who has been granted a licence must –

(a)have the licence with them; and

(b) display it conspicuously so it can be easily read at all times while trading.

~~(i) A person operating a mobile shop must hold a separate licence for each vehicle or stall used for mobile trading.~~

(7) Unless Council grants an exemption under clause 12, a mobile trader must not operate –

(a) In the ~~area defined as the~~ Central Business District ~~as per the map in Schedule 1 or as updated from time to time;~~

(b) Outside a place of worship on a day of worship except with the written permission of the person in charge of that place of worship;

(c) Outside a school during school hours except with the written permission of the principal of that school;

(d) In a residential area unless written consent signed by the occupiers of any residential properties immediately adjacent to where trading is taking place has been obtained, if consent is required by Council ~~under subclause 2(b);~~;

(e) between the half hour after sunset on one day and the half hour before sunrise on the next day;

(f) within 100 metres of permanent retail premises;

(g) for more than seven hours in one location or within 500 metres of that location and must not return to a previously occupied site within eight hours.

Related information:

Requirements for food businesses are set out in the Food Act 2014. For more information on these requirements, the Ministry for Primary Industries (MPI) website contains some useful guidance at Introduction to the Food Act 2014.

Part 3: Enforcement, offences and penalties

14. Enforcement

(1) Council may use its powers under the Local Government Act 2002 or the Land Transport Act 1998 to enforce this bylaw.

(2) Where a person fails to comply with this Bylaw, including the requirements and conditions of a licence, Council may ~~take any one or more of~~review the licence and, following ~~actions—~~the review, Council may amend, suspend, or cancel the licence.

~~(a) issue an oral warning;~~

~~(b) issue a written warning;~~

~~(c) reinspect the mobile trading activity to check on compliance;~~

~~(d) issue an infringement notice;~~

~~(e) review the licence and, following the review, Council may amend, suspend, or cancel the licence. Action taken under paragraphs (a)(b)(c) or (d) of this subclause may be used, during a review, as evidence of a bylaw breach.~~

~~(f) of a bylaw breach.~~

~~(g) bring a prosecution under the Local Government Act 2002, the Land Transport Act 1998 or, to the extent permitted by law, both Acts.~~

~~(ii) Subclause (2) does not limit subclause (1).~~

Related information:

Council's statutory enforcement powers ~~under the~~ include (but may not be limited to):

- Local Government Act 2002 ~~include-~~ obtaining a court injunction (section 162), ~~removal of works (section 163),~~ seizure and disposal of property (sections 164, 168), cost recovery for damage on conviction (section 176~~) and~~), power to require name and address (section 178) and prosecution (section 239).
- Land Transport Act 1998 - infringement fees under Regulation 4 and Schedule 1 of the Land Transport (Offences and Penalties) Regulations 1999 (as at 1 October 2024).

Enforcement Officer time will be charged to the licence holder, as per Council's Fees and Charges~~, to the licence holder for any subsequent inspection in relation to the pertinent breach after a written notice.~~

~~A licence holder who is dissatisfied with Council's decision to amend, suspend or cancel their licence under clause 14(2)(e) has the right to challenge the decision through Council's complaints process. To submit a complaint, the licence holder may:~~

- ~~Write a letter to Council at P.O. Box 747, Gisborne 4040, or~~
- ~~Send an e-mail to Council at service@gdc.govt.nz, or~~

- ~~Complete the online feedback form available on Council's website [link here]~~

~~The ensure that Council can consider the complaint, please include:~~

- ~~The licence holders full name and contact details, and~~
- ~~The licence number, and~~
- ~~Details of the amendment, suspension or cancellation, and~~
- ~~The reasons for challenging the decision.~~

~~Submitting a complaint does not affect the original decision. The licence remains amended, suspended or cancelled while the complaint process is completed. .~~

15. Offences

A person who fails to comply with this Bylaw commits an offence or infringement offence and is liable to a penalty under the Local Government Act 2002, the Land Transport Act 1998 or, to the extent permitted by law, both Acts.

~~(i) A person fails to comply with this Bylaw if they:~~

~~(a) Obstruct or hinder an Enforcement Officer or Police Officer in the exercise of their duties;~~

~~(b) Cause to be done, or knowingly permits or suffers to be done, anything whatsoever contrary to, or otherwise than as provided by this Bylaw;~~

~~(c) Fails, neglects or refuses to comply with any warning, notice or direction given by an Enforcement Officer or Police Officer;~~

~~(d) Fails to comply with any request made by an Enforcement Officer or Police Officer;~~

~~(e) Fails, neglects or refuses to comply with any condition or requirement of a licence or exemption given to that person under this Bylaw.~~

~~Subclause (2) does not limit subclause (1)~~

16. Penalties

A person who fails to comply with this Bylaw is issued with an infringement notice or convicted of an offence is liable to a penalty under the Local Government Act 2002, the Land Transport Act 1998 or, to the extent permitted by law, both Acts.

~~(i) The penalty for an infringement offence under the Land Transport Act 1998 is $1,000 or such lesser amount as provided by regulations made under the Act.~~

Related information:

A person who is convicted of an offence against this Bylaw is liable to a fine not exceeding~~:~~ $20,000 under section 242(4) of the Local Government Act 2002 (as at 1 October 2024)

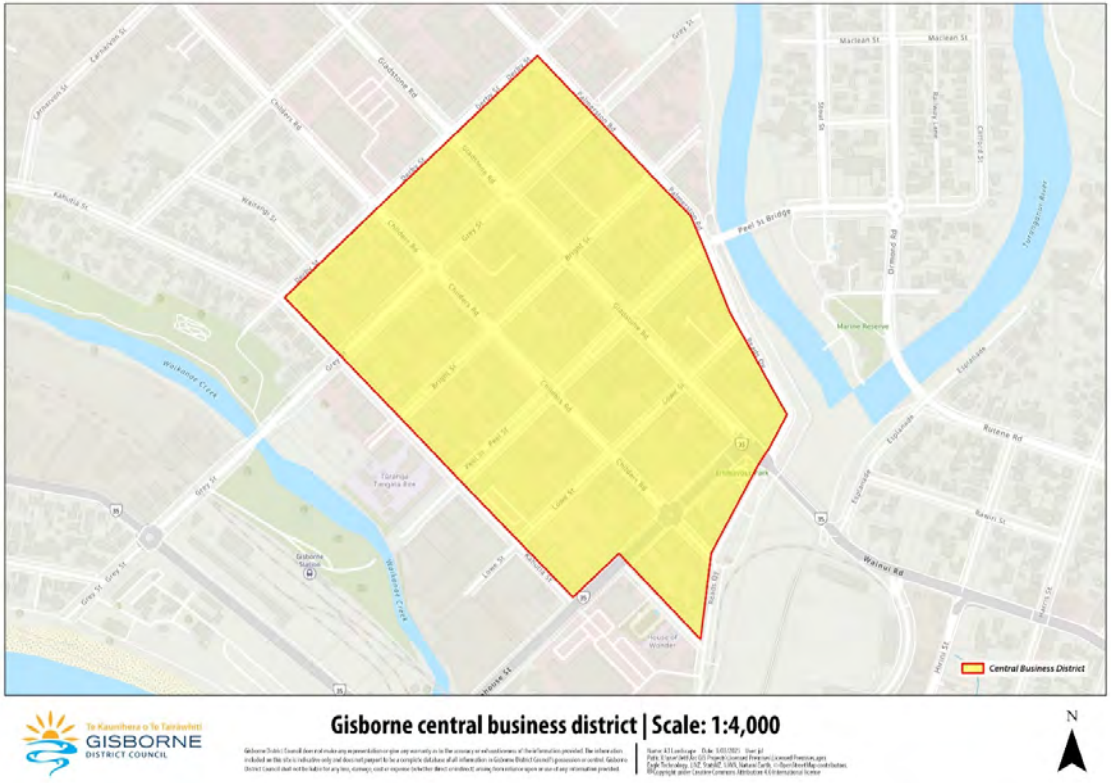
- ~~$20,000 under section 242 of the Local Government Act 2002 (as at 1 October 2024)~~
- ~~$1,000 under section 22AB of the Land Transport Act 1998 (as at 1 July 2024).~~

A person who is issued with an infringement notice is liable to ~~a fine~~an infringement fee of $750 under ~~regulation~~Regulation 4 and Schedule 1 of the Land Transport (Offences and Penalties) Regulations 1999 (as at 1 October 2024).



Schedule 1: Map of the Gisborne Central Business District

The area indicated in the map below is referred to within the bylaw as the Central Business District (CBD).



Appendix 1: Traffic Management Diagram

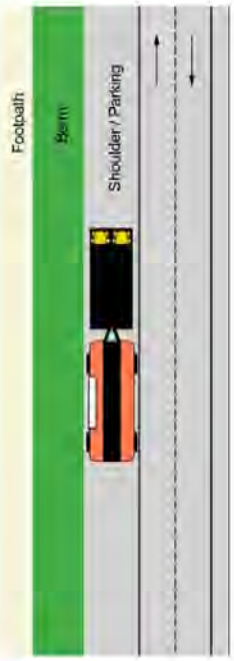
Mobile Shops and Mobile Traders
Parking in Shoulder
LV/LR, LV, L1
Cat A Roads and Urban Environments

GDC Practice Note 28

Notes:

1. Mobile Traders must be parked within Lined and Marked Shoulders.
2. Mobile Traders must be positioned to allow all customers to be served from the non-traffic side of the Mobile Shop.
3. Mobile Traders must be positioned to allow customers to remain upon the berm and not to encroach onto the roadside or parking area of the Mobile Shop.
4. Mobile Traders must not impede upon driveways, accessways or restrict foot traffic in public areas.
5. Mobile Shops may be double parked only where written permission has been given from the RCA.
6. Mobile Shops must not be left unattended in trading locations overnight.

Shoulder Parking



Prior to implementation:

- Mobile Traders must have a Health and Safety Risk Assessment of their set up and its applications in its current location available for review at any time.

ATTACHMENT 2: COMPARISON WITH OTHER COUNCILS IN NEW ZEALAND

Council	Police check (public wording)	Application timeframe (publicly stated)	Insurance (public wording)	Exemptions / tailoring	Relevant bylaw
Auckland	Not explicitly stated in bylaw text (focus on approvals, conditions).	Not specified (case-by-case / controls/approvals).	Not a blanket requirement — may be a condition.	Distinguishes public land vs private land; controls and conditions used to tailor approvals.	Public Trading, Events & Filming Bylaw 2022 (Auckland). (Auckland Council) https://new.aucklandcouncil.govt.nz/plans-policies-bylaws-reports-projects/bylaws/trading-events-public-places-bylaw.html
Wellington	No public-facing requirement for police checks on trading applications.	Not specified (approvals/process set out in policy).	Permit conditions can require safety/insurance where relevant.	Tailored conditions per site/event; separate policy for trading & events.	Public Places Bylaw / Trading & Events in Public Places Policy 2022. (Wellington City Council) https://wellington.govt.nz/your-council/plans-policies-and-bylaws/bylaws/public-places-bylaw-2022
Christchurch	No explicit police-check requirement in public bylaw text.	Not specified publicly (permits required; policy sets conditions).	Discretionary — applied where warranted via permit conditions.	Differentiates fixed vs mobile vs events; location-based restrictions for safety.	Public Places Bylaw 2018 & Trading and Events in Public Places Policy. (Christchurch City Council) https://ccc.govt.nz/the-council/plans-strategies-policies-and-bylaws/bylaws/public-places-bylaw-2018

Council	Police check (public wording)	Application timeframe (publicly stated)	Insurance (public wording)	Exemptions / tailoring	Relevant bylaw
Tauranga	No explicit police check stated.	Not specified (Street Use & Public Places Bylaw framework).	Insurance can be required via conditions for higher-risk activities.	Detailed controls for CBD/traffic areas; conditions applied per site.	Street Use & Public Places Bylaw 2018. (Tauranga City Council) https://www.tauranga.govt.nz/Portals/0/data/council/bylaws/files/streetuse-public-places-2018.pdf
Hamilton	No explicit public statement about police checks.	Not specified publicly; public-places permit info available.	Discretionary — via Public Places policy/permit conditions.	Conditions tailored to safety, goods type and location.	Public Places permits / bylaws pages. (Hamilton City Council) https://hamilton.govt.nz/licenses-and-permits/public-places-permits
Taupō District	No explicit police check stated.	Council guidance asks applicants to apply ahead (practical lead times; approvals listed).	Not generally specified; applied case-by-case.	Exempt when trading is on private land / part of consented events; local site controls.	Approval for trading in public places (Taupō District Council). (taupodc.govt.nz) https://www.taupodc.govt.nz/rules-regulations-and-licenses/food-licensing/mobile-shops-trading-public-places
Whangarei	No explicit police check stated in public materials.	Not specified (public-places bylaw and fees referenced).	Discretionary; fees & conditions set under Public Places bylaw.	Exemptions/approvals exist for community / charitable stalls; conditions apply.	Public Places Bylaw (Whangarei). (wdc.govt.nz) https://www.wdc.govt.nz/Council/Council-

Council	Police check (public wording)	Application timeframe (publicly stated)	Insurance (public wording)	Exemptions / tailoring	Relevant bylaw
					documents/Bylaws/Public-Places-Bylaw
Mackenzie	No explicit police check stated in the bylaw text examined.	Not publicly specified as a set timeframe; licensing process described.	Not stated as blanket requirement; conditions and designated sites apply.	Designated mobile trading sites (Fairlie, Tekapo, Twizel); conditions & licence process.	Mobile Shops & Traders Bylaw 2021 (Mackenzie). https://www.mackenzie.govt.nz/__data/assets/pdf_file/0007/589831/Mobile-Shops-and-Traders-Bylaw-2021.pdf
Westland	No explicit modern police-check requirement shown in public text.	Not specified publicly; permit process described.	Not generally stated as blanket; insurer/conditions applied where appropriate.	Permit conditions tailored (time, duration, location, goods).	Trading in Public Places Bylaw (2008; revised 2018) and hawkers/mobile shops guidance. (Westland District Council) https://www.westlanddc.govt.nz/your-council/plans-policies-and-bylaws/bylaws/
Ashburton	No explicit police-check requirement in bylaw text.	Not specified as a strict timeframe in the bylaw; permit process and permitted areas set out.	Permits & health-and-safety expectations — permit/inspection provisions; insurance referenced in guidance.	Permitted areas mapped; permits required; charity/collector exemptions noted.	Trading in Public Places Bylaw 2022 (Ashburton). https://www.ashburtondc.govt.nz/__data/assets/pdf_file/0029/54965/Trading-in-Public-Places-Bylaw-2022.pdf

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

25-246

Title:	25-246 Ngati Oneone Statement of Intent - Iwi Hapu Engagement and Investigation Update
Section:	Chief Executive's Office
Prepared by:	Gene Takurua - Chief Advisor - Māori
Meeting Date:	Thursday 2 October 2025

Legal: No	Financial: No	Significance: Medium

Report to COUNCIL/TE KAUNIHERA for information

PURPOSE - TE TAKE

The purpose of this report is to provide an update to Gisborne District Council (Council) in regard to the Ngāti Oneone Statement of Intent (SOI) and engagement with other mana whenua with an interest within the Kai Iti block.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

On 21 August 2025 Council unanimously adopted the Statement of Intent to investigate the future of Council-owned and vested land within the rohe of Ngāti Oneone. This resolution was in response to the lodgement of the petition and the decision to occupy whenua by Ngāti Oneone until a satisfactory outcome has been achieved.

Investigations to date have clarified legal ownership and tenure for each parcel. Each has differing acquisition history, zoning and statutory obligations, requiring case-by-case assessment. Interim arrangements such as licences to occupy or temporary leases are being scoped to uphold Council's SOI commitment and respond to Ngāti Oneone requests while formal investigative work is completed.

Council has acknowledged the shared interests of Ngāi Tāwhiri, through their mandated legal entity of the Rongowhakaata Iwi Trust and Te Whānau ā Iwi through Te Aitanga a Mahaki Trust. The Council has initiated engagement with those mana whenua groups.

Ngāti Oneone have been actively engaging with Rongowhakaata Iwi Trust, Ngai Tāwhiri and Te Whānau ā Iwi in an effort to progress the return of whenua where all rights and interests are acknowledged and included in the discussion.

Ngāti Oneone and the Te Poho o Rawiri Marae Reservation Incorporation are supportive and actively pursuing a co-governance model with Ngāi Tāwhiri and Te Whānau a Iwi regarding the vesting of any transferred Lands to Te Poho o Rawiri Marae Reservation Incorporation.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Notes the contents of this report.

Authorised by:

Nedine Thatcher Swann - Chief Executive

Keywords: Statement of Intent, Ngāti Oneone, Petition, Treaty of Waitangi

BACKGROUND - HE **WHAKAMĀRAMA**

1. On 8 May 2025 Ngāti Oneone submitted a petition to Gisborne District Council, Trust Tairāwhiti and Eastland Port. The petition called for the return of confiscated lands within their rohe not required for the core business of Council or Eastland Port, financial redress from Trust Tairāwhiti, and recognition of Ngāti Oneone as a Te Tiriti o Waitangi partner rather than a community group.
2. Council considered the petition at its 26 June 2025 meeting and resolved to develop a Statement of Intent (SOI) to form a partnership with Ngāti Oneone and guide investigations into the future of Council-owned and vested land in the Ngāti Oneone rohe. This resolution affirmed Council's intent to uphold Te Tiriti o Waitangi, act in good faith, and progress in a way that is transparent, timely and mana-enhancing.
3. On 21 August Council unanimously adopted the SOI which agreed to:
    - Investigate identified land parcels in partnership with Ngāti Oneone
    - Explore pathways such as transfer, vesting, lease, or co-governance where appropriate
    - Ensure wider mana whenua interests are recognised and engaged; and
    - Align engagement approaches and outcomes with Councils statutory obligations and community outcomes
4. Although the initial report to Council on 26 June 2025 identified over 300 Council owned parcels in Ngāti Oneone's area of interest, Ngati Oneone only sought 8 titles with two areas being 3 contiguous titles. These four areas in total of less than 10ha were identified as having a strategic cultural purpose.
5. Through the development of the SOI Ngāti Oneone and Council staff prioritised eight parcels of land for immediate investigation.
    - 8 Tītīrangi Drive Lot 2 DP 304727 – acquired through the FOSAL Category 3 buy-out process.
    - 89 Kaiti Beach Road, Lot 26 DP 7819 – (partly leased by Gisborne Yacht Club).
    - Cambridge Terrace properties - Lot 29 DP 5094, Lot 30 DP 5094, Lot 31 DP 5094.
    - Ranfurly Road properties - Lot 2 DP 448152, Lot 3 DP 448152, Lot 4 DP 448152.
6. The investigation will clarify legal status, ownership processes, and any obligations that may trigger public consultation. Related work is also underway to confirm whether Council holds any Rights of First Refusal over land within the Kaiti block.
7. To give effect to the Statement of Intent, Council committed to formally invite Ngāti Oneone to enter a Mana Whakahono ā Rohe under the Resource Management Act 1991. In the interim, opportunities for leases or licences to occupy are being explored to enable Ngāti Oneone aspirations while investigations are completed.
8. Council also committed to identifying other mana whenua with shared interests in these lands to ensure statutory obligations are met and wider rights are recognised.

DISCUSSION and OPTIONS - WHAKAWHITINGA **KŌRERO** me **ngā KŌWHIRINGA**

9. Investigations into the separate land parcels have progressed well, with legal ownership for each property now understood. Due to the varying legal status, zoning and purposes for which the land is held, each parcel must be treated on a case-by-case basis.

10. Land Status and Options Pathway

Name	Title	Legal Description	Title area	Land status and options pathway
Cambridge Terrace	GS5B/1470	Lot 29-31 Deposited Plan 5094	2,849m²	This land was formerly housing land owned by the Crown and transferred to the Gisborne District Council in 1991 as a recreation reserve. Any change to its status, including a potential disposal, would require consideration of revocation of the reserve status under the Reserves Act 1977. Council staff are currently completing investigations and reviewing the reserve's statutory and policy context. As part of this review, staff will: • Assess the current and potential future use of the land by Council. • Consider community views and preferences, including those of mana whenua. • Consider relevant statutory requirements under the Reserves Act 1977 and the Local Government Act 2002.
8 **Titirangi** Drive	18832	Lot 2 Deposited Plan 304727	3,252 m²	This land is Category 3 land purchased by Council following Cyclone Gabrielle. It is subject to the Framework for Decisions on Storm-Affected Land. Next step: Options for the use of the land will be evaluated in the fixed order set out in that framework: 1. Natural hazard management 2. Council service use 3. Council strategic use 4. Transfer to mana whenua 5. Sale to neighbouring landowners 6. Sale for redevelopment 7. Other community use Additional considerations: • The level of public engagement required in relation to any potential disposal is determined by the Significance and Engagement Policy. • Requests from mana whenua will be assessed in line with the draft Decision-Making Framework (currently under review for adoption in the Draft Property Strategy).

Name	Title	Legal Description	Title area	Land status and options pathway
Onepoto Beach	GS5B/1148	Lot 26 Deposited Plan 7819	6,062 m²	Endowment land vested in Council for harbour purposes. Next step: Council staff are working to undertake an options assessment with consideration of community views and preferences, as well as Māori cultural considerations and appropriate engagement (determined by the significance and engagement policy). Any potential disposal would require a local act of parliament.
Ranfurly Street	769504	Lot 2-4 Deposited Plan 448152	36,513 m²	This land is held in fee simple and Council holds a valid waiver to PWA offer-back requirements. Next step: Council will develop a proposal and undertake an options assessment, including consideration of community views and preferences, Māori cultural considerations, and engagement as required under the Significance and Engagement Policy. The assessment will: • Note whether the land is currently used for the operation of local public services or for any other public purpose. • Identify any best or future use of the land by Council. • Confirm whether the land is a Strategic Asset under the Local Government Act 2002 and Council's Significance and Engagement Policy.

11. Following investigations into the best use for each land parcel, if Council resolves to undertake to transfer land, the timeframe to complete any such transfer would differ for each parcel, with some processes being more complex than others. Council recognises that interim arrangements may be necessary to enable and support Ngāti Oneone aspirations for each of the identified properties.

12. Leases and licences to occupy do not pre-determine an outcome on the investigative works being completed by Council and can be drafted as short-term, can be revoked by Council if necessary (for sale/transfer or other agreed purposes), and can grant the recipient the right to use a defined space for a specific purpose.

13. Both leases and licences to occupy will allow Council and Ngāti Oneone to agree to:
    - The purpose for which the lease or licence is being sought
    - Maintenance obligations
    - Reinstatement obligations
    - Ownership of chattels/fixtures
    - RMA consent obligations (if required)

14. These arrangements can be temporary by design. They can be drafted with clear provisions that preserve Council's ability to change or revoke if subsequent investigations identify statutory constraints and future public use requirements. This ensures that interim use does not pre-empt or predetermine the outcome of the investigation process but rather provides a safe and flexible mechanism for use in the meantime.

15. By establishing these arrangements transparently and with agreed conditions, Council can balance its obligations to Ngāti Oneone with its responsibilities to other shared hapu interests and the wider community. They allow for meaningful progress now, while keeping the pathway open for final decisions on ownership, shared governance with Council, or other long-term outcomes once investigations are complete.

16. While Ngāti Oneone is seeking outright purchase, the interim option to lease is also supported by Ngāti Oneone while investigative works by Council are being carried out so that, where possible (and in accordance with the relevant statutory constraints), the whenua can be utilised by Ngāti Oneone in the interim.

17. It is expected that the issues regarding ownership, strategic asset identification, potential disposal processes and proposed interim agreements (subject to any required public engagement) and interim leases will be concluded by 24 October 2025 to allow Ngāti Oneone to disestablish the Hirini Street activation site on 25 October as planned.

18. For Ngati Oneone it is a continuation of land being vested in the Te Poho o Rawiri Marae Reservation Incorporation. This incorporation has the Hirini Street cemetery, the current Te Poho o Rawiri marae titles and Kaiti 322 block which is a fishing reserve. These lands are held for the common use and benefit of Ngati Porou, Te Aitanga a Mahaki, Rongowhakaata, Ngai Tamanuhiri and Ngati Oneone.

19. The proposed lands when vested will be under the same kaupapa with Ngai Tawhiri (through Rongowhakaata Iwi Trust) and Te Whanau a Iwi (through Te Aitanga a Mahaki Trust) confirming their representation on the Incorporation.

Update provided by **Ngāti** Oneone on engagement with other **Hapū** with shared interest in Kai Iti

20. The following update has been provided by Ngāti Oneone for the purpose of informing Council of progress in regard to engagement with other mana whenua groups with an interest in the Statement of Intent scope of work.

21. Ngāti Oneone has been meaningfully engaging with Ngāi Tawhiri and Te Whānau ā Iwi as recognised hapū with acknowledged shared interest in the Kai Iti block.

22. Following the unanimous decision of council on 21 August 2025, and the earlier unanimous decision of Trust Tairawhiti on 14 August 2025, as a sign of good faith, Ngati Oneone closed down the occupation on the esplanade on 24 August 2025.

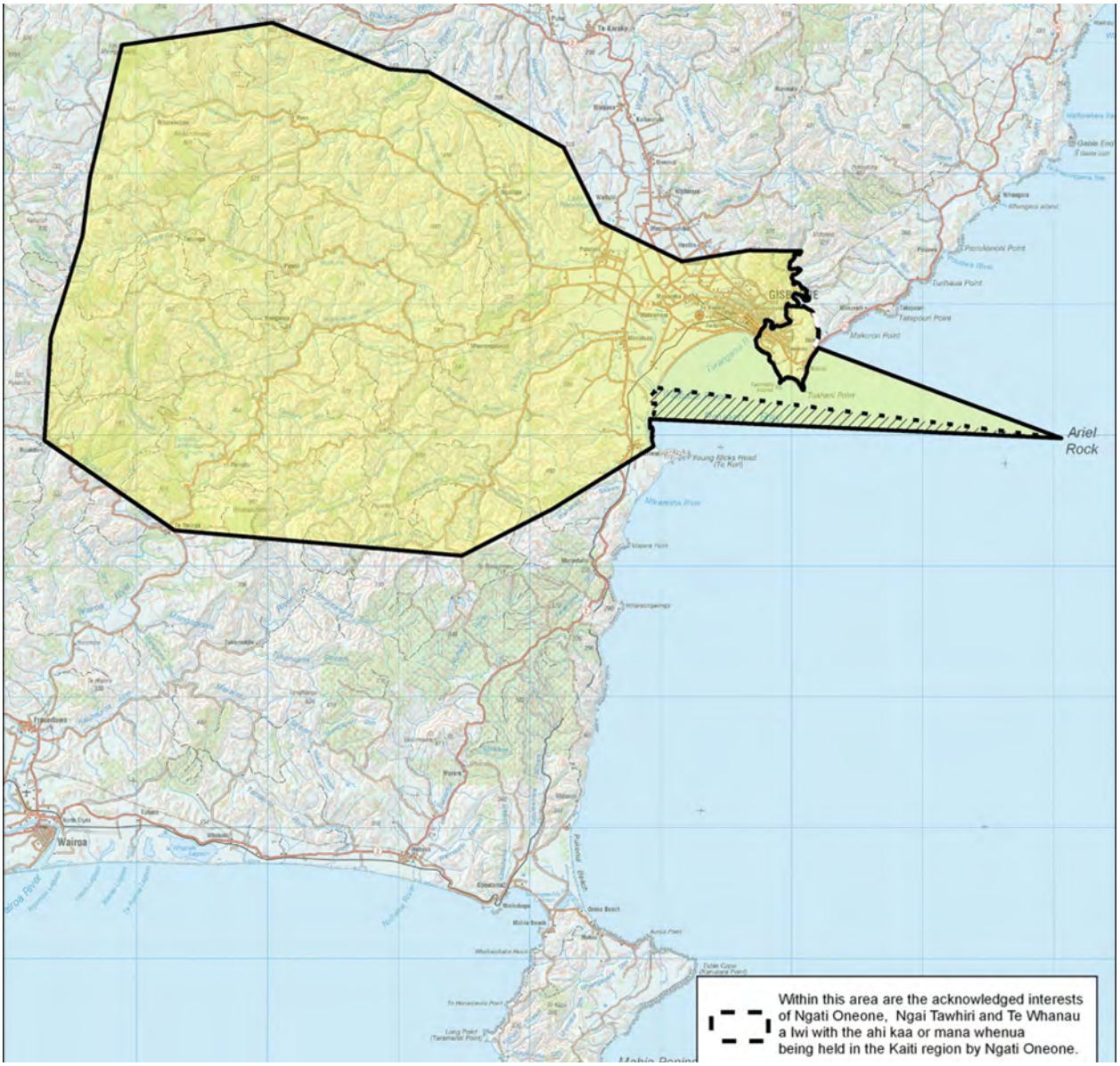
23. Prior to the council considering the report on 21 August 2025 a presentation was made by Ngai Tawhiri. In their presentation they referred to the Rongowhakaata Area of Interest. This area of interest is noted on the next page below and is important to understanding the actual agreed relationship between the hapu with shared interests in the Kaiti block.

24. In the Rongowhakata Area of Interest that was presented to Council on 21 August 2025 the Kaiti block is specifically marked. In a table that relates to that specifically marked area, it notes:

    a. “Within this area are the acknowledged interests of Ngati Oneone, Ngai Tawhiri and Te Whanau a Iwi with the ahi kaa or mana whenua being held in the Kaiti region by Ngati Oneone”

25. It is important to understand that this position was agreed between Te Whanau a Iwi, Ngai Tawhiri and Ngati Oneone. This position is then legally reflected in the Rongowhakaata Deed of Settlement which includes Ngai Tawhiri. This Deed of Settlement was signed off by the Crown and Rongowhakaata in September 2011. Before it was signed off by Rongowhakaata and the Crown it was ratified (or supported) by over 90% of the eligible registered Rongowhakaata beneficiaries who voted on whether or not Rongowhakaata should sign the Deed of Settlement.

Rongowhakaata Area of Interest as signed in the Rongowhakaata Deed of Settlement 2011



26. Ngāti Oneone acknowledges Rongowhakaata Iwi Trust is the legally mandated entity to represent the interests of Ngāi Tawhiri until such a time that another entity is confirmed.

27. Ngāti Oneone also acknowledges Te Aitanga a Māhaki Trust is the legally mandated entity to act on behalf of Te Whānau-a-Iwi, a hapū of Te Aitanga a Māhakiuntil such a time that another entity is confirmed.

28. Additionally, Ngāti Oneone also acknowledges Kaiti 337 Ahu Whenua Trust, the only other Māori land block between Kaiti Block 322 and the Turanganui river, which is the area of focus for Ngāti Oneone.

29. Accordingly, Ngāti Oneone has engaged with both hapū via their mandated entities, and conversations have progressed well, with a number of hui having taken place since Council's meeting on 21 August 2025.

30. In these hui for the purposes of working in genuine partnership, Ngāti Oneone have sought agreement in principle for the following:

    1. Co Funding from Hapū/Iwi for the Harbour and Tītīrangi with Iwi providing co-funding to ensure 50% contribution to the future management of the harbour and Tītīrangi.

        a. Te Aitanga ā Māhaki have pledged $5m of their future settlement to create an endowment fund with the income being used for Titirangi and the harbour in the names of Ngāti Oneone and Te Whānau ā Iwi.

    2. Co Management: A Roopu Tiaki Moana for the harbour in conjunction with Trust Tairāwhiti and the Tītīrangi Ropu Tiaki for Tītīrangi maunga in conjunction with Council with representation from Ngāti Oneone, Ngāi Tāwhiri and Te Whānau ā Iwi.

    3. Support for all Council titles and Eastland Port titles that have been purchased and agreed being vested in Te Poho o Rawiri Marae Reservation Incorporation.

    4. Changes to the Charter of Te Poho o Rawiri Marae Reservation Incorporation to reflect:

        i. Three representatives from Ngāti Oneone;

        ii. One representative appointed by Te Runanganui O Ngāti Porou (TRONPnui) as confirmed Ngāti Oneone through the Rohenga Tipuna 7 representatives to TRONPnui.

        iii. One representative appointed by Te Aitanga a Māhaki Trust as confirmed by Te Whānau ā Iwi.

        iv. One representative appointed by Tāmanuhiri Tutu Poroporo Trust.

        v. One representative appointed by the Rongowhakaata Iwi Trust as confirmed by Ngāi Tāwhiri.

    5. Co-development Opportunities: That any joint development opportunities extended to Ngāti Oneone by Trust Tairāwhiti to invest in or redevelop any of their property development to Ngāti Oneone are also on-offered to Te Whānau ā Iwi and Ngāi Tawhiri.

31. Ngāti Oneone were invited to a hui with Rongowhakaata Iwi Trust and representatives of Ngāi Tawhiri on the 8 September which had constructive outcomes, with Rongowhakaata Iwi Trust and Ngāi Tawhiri working on a response to the issues noted above.

32. Te Whānau ā Iwi have supported Ngāti Oneone and their Kaupapa from the beginning, attending the hikoi on 5 May 2025 and maintaining a presence at Te Pa Eke Tu every Wednesday night through the Pewhairangi whānau, alongside other Te Aitanga a Māhaki whānau and marae including Waihirere Marae, Tapuihikitia Marae, Mangatu Marae, and our Te Karaka and Te Whānau ā Kai whānau.

33. Te Aitanga a Māhaki Trust, Te Whānau ā Iwi representatives and Tarere Marae Trust Trustees received a presentation from Ngāti Oneone summarising the outcome of decisions made by Trust Tairāwhiti on 14 August 2025 and the Gisborne District Council on 21 August 2025 including the publicly available Council reports.

34. Te Aitanga a Māhaki Trust, Te Whānau ā Iwi representatives and Tarere Marae Trust Trustees unanimously support the Statement of Intent, the property transfers being sought and co-governance co-management agreements for Tītīrangi Reserve and Harbour along with the Mana Whakahono Agreement for Ngāti Oneone.

Council update of engagement with other mana whenua groups

35. Council have taken steps to ensure that engagement with other mana whenua groups who hold whakapapa connections and interests in the identified land parcels is progressing in a fair and principled way. Following the Council resolution of 21 August 2025, formal letters were sent to both Rongowhakaata Iwi Trust (RIT) and Te Whānau ā Iwi outlining the outcome of Council's decision, acknowledging shared rights, and confirming our intent to engage with them as this kaupapa advances.

36. In relation to Rongowhakaata Iwi Trust, Council has made it clear that we wish to work with the mandated iwi authority and their nominated Ngāi Tāwhiri representatives. Council's Mayor has since met with the RIT Board Chair to discuss the broader iwi–Council relationship, with the Statement of Intent work forming part of that dialogue. A further meeting between the Chairs and Chief Executives of both organisations is scheduled for 1 October 2025, at which the SOI process and RIT's wider aspirations will be tabled for discussion.

37. A letter was sent to Te Whānau ā Iwi with the same update and a formal response has now been received, with discussions to date indicating broad support for Ngāti Oneone's aspirations as provided in the above update. Te Whānau ā Iwi, through the Te Aitanga ā Māhaki Trust, has sent a letter to the council confirming their support (paragraph 33 above). *See Attachment 1 for a copy of this letter.*

38. Hapū led discussions are also underway. Consistent with our Treaty commitments, we will remain available to engage in these conversations where appropriate, while being mindful that any outcomes reached at hapū level may shape the role and support Council is asked to provide. By maintaining this open and inclusive approach, Council ensures that shared interests, ahi kaa and mana whenua are not overlooked and that any eventual pathway for the whenua is durable, equitable, and grounded in partnership.

39. Council recognises that shared interests can sometimes lead to differing views about representation or future arrangements. While our intent is to support mana whenua to resolve these matters directly, there may be occasions where Council is called upon to provide a facilitative or mediating role to ensure progress continues. Any such involvement would be guided by our statutory obligations and Treaty commitments, and would focus on maintaining transparency, fairness, and the integrity of relationships between all parties.

40. The Rongowhakaata Deed of Settlement provides a basis in which these discussions can be considered. The deed outlines Ngati Oneone as mana whenua and acknowledges the interests of Ngai Tawhiri and Te Whānau a Iwi respectively.

41. While final decisions on the disposal or future use of Council-owned land rest with Council, the question of mandate and representation sits with iwi and hapū themselves. Where shared interests give rise to differing views, it is for hapū to work through those matters directly. Council may be asked to provide a facilitative or mediation role to support dialogue but cannot determine mandate. Any outcomes will therefore balance Council's statutory obligations, community responsibilities, and our commitment under Te Tiriti o Waitangi to act in good faith and in a transparent, mana-enhancing way.

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: Medium Significance

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

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

TREATY COMPASS ANALYSIS

K**āwanatanga**

43. Council has provided for kāwanatanga by establishing a structured and transparent pathway through the adopted Statement of Intent (SOI) and worked in partnership with Ngāti Oneone to achieve that. The SOI sets clear parameters for investigations into eight priority parcels, confirms case-by-case due diligence (including Reserves Act, Public Works Act, and strategic asset considerations), and signals that no outcomes are pre-determined. Engagement letters have been issued to Rongowhakaata Iwi Trust and Te Whānau ā Iwi, and a governance interface is intended to maintain disciplined process and accountability when the time arises. Where shared interests exist, Council will uphold clear and transparent process and, if requested, play a facilitative/mediation role to maintain momentum while preserving each party's decision-making integrity.

Rangatiratanga

44. The SOI recognises Ngāti Oneone as the petitioning mana whenua group and provides for their rangatiratanga by prioritising 8 parcels they identified, inviting a Mana Whakahono ā Rohe to co-design planning interfaces, and enabling interim arrangements (licences/leases) that allow immediate, tikanga-consistent use without prejudicing final decisions. Council's approach also respects the rangatiratanga of other hapū with shared interests Rongowhakaata Iwi Trust, Ngāi Tāwhiri and Te Whānau ā Iwi by acknowledging their shared interests and engaging mandated representatives. Representation decisions rest with iwi/hapū; Council does not determine mandate and will align its engagement to the entities confirmed by hapū.

Oritetanga

45. Ōritetanga is advanced through an equitable, transparent process that treats all affected hapū fairly while recognising the specific context that led to the SOI (petition and occupation). Practical measures include:

    - consistent information-sharing and access to legal/process advice;
    - interim use arrangements that can be tailored, time-bound, and revocable to avoid conferring advantage or foreclosing outcomes;
    - consultation where required (e.g., strategic asset disposal) to protect wider public interests; and a clear pathway for other hapū/iwi with interests to be heard and for their views to influence options and timing.

46. The aim is parity of opportunity and treatment, not identical treatment recognising distinct histories, roles, and mandates.

Whakapono

47. Council's resolution to engage in good faith, transparent partnership, and mana-enhancing processes demonstrates alignment to the provision of whakapono. The Statement of Intent is not a tokenistic gesture; it is a mechanism of trust-building, acknowledging past grievances and affirming future partnership. The process emphasises mutual respect and a commitment to uphold the dignity and integrity of all involved.

48. Council acknowledges the spiritual connection and rich history that Ngāti Oneone, Ngāi Tāwhiri and Te Whānau a Iwi have with the whenua. Through successive generations the connection to whenua and wai have been developed. Council will need to ensure the process facilitated is guided by iwi hapū.

MANA **WHENUA/MĀORI** ENGAGEMENT - **TŪTAKITANGA** MANA WHENUA

49. Please refer to the body of the report and Treaty Compass analysis.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

50. At this stage no community engagement is required. In the event disposal pathways invoke public interest then this will be revisited.

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

51. There are no direct impacts or implications affecting climate change posed in the matters of this report.
52. Climate change impacts may need to be considered for any storm affected land within the rohe boundary as part of the assessment and analysis process, and how this may also impact the aspirations of Ngāti Oneone who have expressed their interest in a storm affected property.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

53. The immediate 8 land status investigations required, Titirangi Reserve and clarification of Rights of First Refusal will require external property and legal advice.
54. This work is currently unbudgeted and unprogrammed.

Legal

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

POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me **ngā** RITENGA WHAKAMAHERE

56. The matters present in this report have been considered for consistency with Council plans and policies, including the Significance and Engagement Policy, Tairāwhiti Piritahi Policy, Property Strategy 2008 (currently under review) and Tiriti Compass.
57. These planning policy documents will, alongside the requirements of relevant legislation, continue to guide future recommendations from staff in respect to the Statement of Intent and subsequent processes and considerations regarding future use of Council lands.

RISKS - **NGĀ TŪRARU**

58. While these risks are acknowledged, they also provide opportunities for Council to demonstrate principled, transparent leadership and to strengthen trust in our Treaty commitments.
59. The level of work required to progress leasing, licensing, and potential land disposal pathways places demands across multiple areas of Council including Liveable Communities, Māori Partnerships, Legal, Policy, Science. There is a risk that this workload may exceed current capacity, leading to delays or uncertainty. Mitigation includes clear project management, staged prioritisation of workstreams, and ensuring additional support is secured (internally or externally) where needed.

60. Engagement with multiple mana whenua groups who hold shared interests could extend timelines for decision-making. This may affect the pace of Ngāti Oneone's aspirations under the Statement of Intent. Mitigation is to maintain parallel engagement streams where required, ensuring all parties are informed and respected, while keeping the SOI process moving forward in a timely way.

61. Expectations of the Statement of Intent—whether from Ngāti Oneone, other iwi and hapū, or the wider community—may not align with the scope and limitations of Council's statutory responsibilities. Mitigation includes establishing a robust governance group with a co-designed Terms of Reference, and ensuring clear, transparent communication of process boundaries and any constraints that arise.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
24 October 2025	Investigations for 8 parcels complete	
24 October 2025	Leases or Licences to Occupy released	
25 October 2025	Ngāti Oneone to disestablish from activation site at Hirini St.	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Te Whanau a Iwi- Letter of Response 18.09.2025 [25-246.1 - 5 pages]

18 September 2025

By e-mail:

Nedine Thatcher Swann – CE, Gisborne District Council
David Battin – Chair, Trust Tairawhiti
Doug Jones – CE, Trust Tairawhiti
Paul Silk – Chair, Eastland Port
Connie Maynard – Chair, Rongowhakaata Iwi Trust
Thelma Karaitiana - Ngai Tawhiri Working Group

Tena koutou e aku Rangatira,

Nga mihi o te wa ki a koutou.

I write this letter to you on behalf of Te Aitanga a Mahaki Trust as the legally mandated entity to act on behalf of Te Whanau a Iwi, a hapu of Te Aitanga a Mahaki.

I write to you all collectively so that you get the same message at the same time.

Over the past 4 months Te Aitanga a Mahaki including representatives of Te Whanau a Iwi have been kept fully up to date on matters progressing between Ngati Oneone and your various organisations. Our Te Aitanga a Mahaki Chief Executive has supported the Ngati Oneone mandated negotiators.

Whanau from Te Whanau a Iwi supported the hikoi on 5 May 2025 and Te Whanau a Iwi maintain a presence at the Te Pa Eketu every Wednesday evening through the Pewhairangi whanau, along with other Te Aitanga a Mahaki whanau and marae including the Pera whanau and Tapuihikitia marae.

Te Aitanga a Mahaki Trust, Te Whanau a Iwi representatives and Tarere Marae Trust Trustees received the presentation from Ngati Oneone summarising the outcome of decisions made by Trust Tairawhiti on 14 August 2025 and the Gisborne District Council on 21 August 2025 – including the publicly available documentation that we understand that Ngati Oneone worked with the GDC Management on before it was circulated to councillors. And ultimately the decision of Ngati Oneone on 24 August 2025 in support of what was unanimously agreed by Trust Tairawhiti and the GDC.

Nedine - we specifically acknowledge the letter received from Gisborne District Council seeking the views of Te Whanau a Iwi on the decisions made by the Gisborne District Council on 21 August 2025 and Statement of Intent, property transfers and co governance/management arrangements for Titirangi along with the Mana Whakahono for Ngati Oneone.

Unconditional Support from Te Whanau a Iwi/Te Aitanga a Mahaki

Te Aitanga a Mahaki and Te Whanau a Iwi supports the decisions that Trust Tairawhiti on 14 August 2025 and the Gisborne District Council made on 21 August 2025 with respect to Ngati Oneone. Specifically we note:

1. **We support the acknowledgement of Ngati Oneone in their presentation (point 3 slide 17) of the Te Whanau a Iwi (and Ngai Tawhiri) interests in the Kai iti block as determined by the Native Land Court**:
    a. "Ngati Oneone recognises that 1/3rd of the Kaiiti block was awarded by the Native Land Court to Riperata Kahutia, Hone Te Heuheu and Kataraina Kahutia."

2. **We stand by the decisions made by Te Whanau a Iwi/Te Aitanga a Mahaki in 2011 with Ngati Oneone and Ngai Tawhiri** through the Rongowhakaata Ratification and Deed of Settlement where all 3 hapu were reaffirmed **to have interests in the Kai iti block with Ngati Oneone being the ahi kaa.**

3. **We support the transfer of the 8 identified parcels of GDC land and the 9 identified parcels of Eastland Port land to Te Poho o Rawiri Marae Reservation Incorporation ("Incorporation") as proposed on 14 and 21 August 2025**:
    a. Te Poho o Rawiri marae is gazetted for the benefit and use of Ngati Porou, Te Aitanga a Mahaki, Rongowhakaata, Ngai Tamanuhiri and Ngati Oneone.
    b. This Incorporation is a charitable entity operating for charitable purposes where all agreed lands with Eastland Port and GDC will be vested and is where Kaiti 322 (fishing reserve), Te Poho o Rawiri marae and Hirini St Urupa are already vested.
    c. Ngati Oneone and the Incorporation has agreed that the Marae Charter and Rules of the Incorporation will be amended to enable Te Whanau a Iwi through the Te Aitanga a Mahaki Trust to appoint a Te Whanau a Iwi representative to the Te Poho o Rawiri Marae Reservation Incorporation.
        i. This has also been outlined to the Rongowhakaata Iwi Trust with respect to Ngai Tawhiri as well.
    d. Te Aitanga a Mahaki Trust, with the support of Te Whanau a Iwi, confirms that Ranell Nikora (a representative for Tarere Pa/Te Whanau a Iwi on Te Aitanga a Mahaki Trust) – already a Committee of Management representative, will be the designated representative for Te Whanau a Iwi on the Incorporation for the first 3 year term and taking on one of the 7 mahi areas identified in the circulated presentation referred to earlier.

4. **Te Whanau a Iwi will appoint representatives to the Te Ropu Tiaki Moana (with Trust Tairawhiti/Eastland Port) and Te Ropu Tiaki Titirangi (with the GDC).**

a. It is expected that the inaugural meetings to confirm the Terms of Reference for both groups will be held before the end of this calendar year (November 2025).
b. The expectation is that there will be no more than 2 meetings per financial year to deal with big ticket items which include the likes of a change in strategic direction and 5 year strategic plan; central government legislation change that affects the GDC or Eastland Port operations; new plans or policy or reviews of plans or policies including the overall Eastland Port land strategy and the draft annual plan as it affects the harbour, Titirangi and the Kai iti blocks and catchments; new resource consents or reviews of existing resource consents and other big ticket items of this nature. The key issue is partnership and no surprises without pre-empting the decision making that Trust Tairawhiti trustees; Eastland Port directors and Gisborne District Councillors that these entities must lawfully make – as is the case with Te Aitanga a Mahaki Trust for Te Whanau a Iwi;
    i. Our Iwi CE has been a part of the Ngati Oneone process and supports the operational partnership process where major decisions have been worked through jointly with hapu before being considered by Trust Tairawhiti trustees and the GDC councillors.
    ii. This partnership approach with management, which we understand had compromises along the way, led to unanimous decisions being made by the ultimate governance decision makers on 14 August 2025 and 21 August 2025.
    iii. We would like to see this operational partnership continue. Where Trust Tairawhiti/Eastland Port and the GDC have landed with Ngati Oneone after nearly a century of challenge for Ngati Oneone is to truly be admired.
c. We understand that Ngati Oneone has proposed, and Te Whanau a Iwi supports:
    i. A joined up approach to these Ropu Tiaki with one meeting in the morning and the other in the afternoon.
    ii. One meeting will be timed 6 months prior to the finalisation of annual plans and the other timed around the approval time of the annual plans by the relevant governance entities (e.g Trust Tairawhiti, Eastland Port companies and GDC Councillors);
        1. Any necessary joint research, policy, legal, budgeting etc work can be done in between these meetings.
    iii. Ngati Oneone has approached Trust Tairawhiti Chair and CE to fund the operations of these Ropu Tiaki.
        1. We support this.
        2. The Trust Tairawhiti CE has invited Ngati Oneone to put forward a plan to Trust Tairawhiti on the operations of the Ropu Tiaki and the possible costs for discussion.
            a. Te Whanau a Iwi supports Ngati Oneone leading that discussion and will be involved when these costs

are confirmed with the Terms of Reference at the inaugural meeting later this year.

3. We would suggest the meetings being in November and May of each financial year.
    a. This allows the new Council to be appointed and briefed before the inaugural meeting and the Ropu Tiaki to be over each intended annual plan (Trust Tairawhiti and GDC) before it is approved.

iv. Subject to the Terms of Reference being agreed in November 2025, Te Whanau a Iwi will support Collective Responsibility in that any disagreement between parties needs to be worked through in the Ropu Tiaki with individual groups not being able to separately object if they don't agree with the decision (80% including the Port or GDC).

1. The only time that parties can object outside of decisions of the Ropu Tiaki is where there is agreement in the Ropu Tiaki to agree to disagree.
2. If there is an agreement to work in partnership then this 'agree to disagree' should only be an absolute last resort because we are effectively putting a decision we can't make into the hands of a disconnected 3rd party to make where we have no guaranteed outcome and where "winners" and "losers" may be created.
    a. This is what is happening now and is neither efficient or cost effective for any party.
    b. We are expecting a better collaborative way from these Ropu Tiaki.

5. **Te Aitanga a Mahaki, once the historical Mahaki claims have been settled, will provide a $5m endowment fund with the income from this fund being used for the co management of Titirangi with the GDC or Crown matching this** co funding expected to be $250,000 per annum). This endowment will be in the names of Ngati Oneone and Te Whanau a Iwi (effectively $2.5m each).
    a. Te Whanau a Iwi and Ngati Oneone will expect the GDC to commit to co invest at these level once the Te Aitanga a Mahaki investment has been confirmed.

6. With respect to the joint development opportunities extended by Eastland Port to Ngati Oneone, **we accept the kind offer from Ngati Oneone for Te Whanau a Iwi to jointly invest in the redevelopment and management of new non port activities** e.g. redevelopment of the untenanted buildings of the esplanade.

Unconditional Support Using GDC Decision Making format on 21 August 2025.

On top of what is noted above and using the format of the decision made by the GDC on 21 August 2025 we specifically note:

1. *We support the Statement of Intent (between the GDC and Ngati Oneone) outlined on pages 6-7 of the report considered by the GDC on 21 August 2025;*
2. *We support:*
    a. *The transfer of the 8 parcels of GDC land identified in the report **at zero transfer value** to the Te Poho o Rawiri Marae Reservation Incorporation; and those lands being non rateable given the charitable status and purposes of the Incorporation to use all lands for the common use and benefit of Ngati Porou, Te Aitanga a Mahaki, Rongowhakaata, Ngai Tamanuhiri and Ngati Oneone.*
    b. *The GDC forgoing any Rights of First Refusal to enable the transfer of these 8 parcels and the 9 parcels of land from Eastland Port to the Incorporation.*
    c. *The GDC entering into a Mana Whakahono with Ngati Oneone for the Kai iti block from Kaiti 322 to Waikirikiri and back to the Waimata and Turanga river catchments.*

Adding Value through the Te Whanau a Iwi/Te Aitanga a Mahaki Settlement

This support is without prejudice to our own Te Aitanga a Mahaki settlement of historical breaches of Te Tiriti o Waitangi by the Crown. Through the Te Aitanga a Mahaki settlement Te Whanau a Iwi, working with the Ropu Tiaki, will seek to secure more properties and also greater rights from the Crown above these excellent tools created through Ngati Oneone leadership with Trust Tairawhiti/Eastland Port and the GDC.

There is currently no baseline Crown/Central government investment in our harbour and catchments and Titirangi maunga. Our intent is to improve upon the developments to date.

Conclusion

Please do not hesitate to contact me should you have any queries in relation to this letter.

Naku noa, na



Pehimana Brown
Chair
Te Aitanga a Mahaki Trust

13. Public Excluded Business

RESOLUTION TO EXCLUDE THE PUBLIC

Section 48, LOCAL GOVERNMENT OFFICIAL INFORMATION and MEETINGS ACT 1987

That:

1. The public be excluded from the following part of the proceedings of this meeting, namely:

   Confirmation of Confidential Minutes

   Item 4.1 Confirmation of Confidential Minutes 21 August 2025

   Item 4.2 Confidential Action Register

   Public Excluded Business

   Item 13.1 25-248 Extension of Time - Gisborne Holdings Limited

2. This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information & Meetings Act 1987 and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole of the relevant part of the proceedings of the meeting in public are as follows:

Item 4.1 & item 4.2	7(2)(h)	Enable any Council holding the information to carry out, without prejudice or disadvantage, commercial activities.
Item 4.1	7(2)(b)(ii)	Protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information.
Item 4.2	7(2)(c)(ii)	Protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely otherwise to damage the public interest.
Item 13.1 & Item 4.1	7(2)(i)	Enable any Council holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).
Item 13.1	7(2)(a)	Protect the privacy of natural persons, including that of deceased natural persons.