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 Aubrey Ria, Colin Alder, Alexandra Boros, Larry Foster, Samuel Gibson, Debbie Gregory, Anne Huriwai, Jeremy Muir, Rawinia Parata, Rob Telfer, Daniel Thompson, Rhonda Tibble and Nick Tupara

COUNCIL/TE KAUNIHERA

DATE: Thursday 12 March 2026

TIME: 10:00AM

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

AGENDA – OPEN SECTION

Council

Chairperson:	Mayor Rehette Stoltz
Deputy Chairperson:	Deputy Mayor Aubrey Ria
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

Te Kaunihera o Te Tairāwhiti
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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 29 January 2026 at 10:00AM.

PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Alexandra Boros, Larry Foster, Samuel Gibson, Debbie Gregory, Anne Huriwai, Jeremy Muir, 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 Engagement & Maori Partnerships Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jocelyne Allen, Key Account Manager Tony Robinson, Principal Policy Planner Shane McGhie, Democracy & Support Services Manager Donna Shaw, Senior Governance Advisor Teremoana Kingi and Committee Secretary Jill Simpson.

Secretarial Note: Cr Huriwai and Chief Advisor Maori Gene Takurua attended the meeting via audio visual link.

The meeting commenced with a karakia.

1. Apologies

There were no apologies.

2. Declarations of Interest

Cr Foster declared an interest in Report 26-1 Ngati Oneone Statement of Intent - Cambridge Terrace Leases and Report 26-20 Ngati Oneone Statement of Intent - Onepoto Beach Lease as a resident of Kaiti Beach.

Cr Ria declared a non-pecuniary conflict of interest in Report 26-1 Ngati Oneone Statement of Intent - Cambridge Terrace Leases and Report 26-20 Ngati Oneone Statement of Intent - Onepoto Beach Lease and will be withdrawing from discussions in relation to these reports.

Her Workshop the Mayor declared a conflict of interest in Report 26-26 In Principle Support for Ratepayer Assistance Scheme as President of Local Government New Zealand.

3. Confirmation of non-confidential Minutes 11 December 2025

3.0 Confirmation of non-confidential Minutes

Secretarial Note: An amended copy of the Minutes was tabled. The amendment was in relation to the Deputation from Gisborne Yacht Club. Bullet point 4 to read:

"The Club needs a sheltered area with direct access to the sea or a large body of water. A large area is needed for rigging and derigging, a large area is needed with fresh water to clean the equipment and store small boats, rescue boats and equipment."

MOVED by Cr Parata, seconded by Cr Ria

That the tabled Minutes of 11 December 2025 be accepted subject to a minor spelling error. CARRIED

3.2 Governance Work Plan

Noted.

4. Leave of Absence

There were no leaves of absence.

5. Acknowledgements and Tributes

Her Worship the Mayor acknowledged the passing of Oliver Shone who lost his life three years ago in a tragic accident whilst playing on Waikanae Beach. Sending aroha to Oliver's whanau as today will be a very sad day for them.

Her Worship the Mayor sent all Tairāwhiti's aroha to the people of Tauranga and Mt Maunganui following the recent weather events and acknowledged the stress that people must be going through.

Her Worship the Mayor acknowledged the entire north island where our whenua has been affected in the recent weather event. The Mayor also acknowledged the work of Civil Defence throughout the North Island where communities came together to look after each other.

Cr Ria acknowledged our local contractors who have been pivotal in helping with restoration and getting lifelines open to communities who have been severely affected by our weather as well as people on the ground working tirelessly.

6. Public Input and Petitions

6.1 Mana Taiao **Tairāwhiti**

Mana Taiao Tairāwhiti attended and presented on the Tairāwhiti Forestry Sector : Key Statistics (January 2026).

Points highlighted:

- Ensure the logs reaching the Port are produced in a way that is not costing the environment, taxpayers and ratepayers.
- The industry is costing more than it is providing.
- When forests were Crown owned most of the value stayed in the region. Since they have been sold off most of the value goes offshore and not shared with workers and communities.
- 52 million cubic metres of sediment comes off our hills every year. 84% is attributed to forestry blocks with a huge impact on our ecosystems and catchments.
- As Maori our responsibility is to the land and we can commence rehabilitating the land, our environment and ultimately ourselves.
- The land we have come to advocate for regardless of title is one whenua. However, the jurisdiction is with the Crown and Council, therefore the power is with Council to create the necessary change.
- Implore the Council to create the legacy that all our mokopuna will remember us for. We can do it together.

Questions of clarification included:

- For large, unharvested pine trees, potential management strategies include the use of targeted poisoning or shifting from clear-fell harvesting to group-selective harvesting.
- In the Waiapu Catchment, many forestry blocks are uneconomical to harvest due to their distance from the Port. Scientists have also advised that some blocks should not be harvested, as doing so could trigger land slipping.

6.2 Age Friendly **Tairāwhiti** Trust - Judy Livingston and Jean Johnston

Judy Livingston and Jean Johnston - Age Friendly Tairāwhiti Trust attended and presented on Tairāwhiti Age Friendly Community. Acknowledgement to Cr Gregory who is on the Tairāwhiti Positive Ageing Trust.

Questions of clarification included:

- Many older residents live in villa-style homes that require more maintenance than they can manage. As a result, when they decide to sell and downsize, the condition of the property often limits the sale price, leaving them without enough income to purchase a smaller home.
- Lifestyle is the biggest factor attracting seniors to come to Tairāwhiti. Unfortunately, some find it hard to integrate into the community, however if they can connect through the church and groups they are welcomed.

- Loneliness can also be a problem should people not connect through churches or groups.
- Older people come to Gisborne as they can access housing they can afford.

Secretarial Note: The meeting adjourned at 11am and reconvened at 11.05am.

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 26-1 Ngati Oneone Statement of Intent - Cambridge Terrace Leases

Chief Executive Nedine Thatcher Swann and Chief Advisor Maori Gene Takurua attended.

Questions of clarification included:

- Other interested Tangata Whenua groups have been kept informed throughout the development of the work undertaken as part of the Statement of Intent process. To date the responses to these communications has been limited. Rongowhakaata and Ngai Tawhiri are currently working through arrangements to determine the appropriate mandated group to represent their interests. Council has not yet received any definitive direction in relation to the Statement of Intent mahi.
- Through the Office of the Mayor, discussions have been initiated with the Rongowhakaata Iwi Board with the intent to come together and discuss key priorities, particularly the relationship.
- Elected members and Council have agreed to the Statement of Intent, with a clear understanding that the current leasing arrangements are temporary. At this stage, no clear position or response has been received from the other interested mana whenua, tangata whenua parties. A balanced approach is being taken to enable Council to give effect to the Statement of Intent process, while continuing to provide opportunities for other interested parties to contribute to the discussions.
- It is important to note that Council has made a clear commitment and decision through the Statement of Intent process. As a Treaty Partner Council has undertaken appropriate due diligence. The process has been underway for several months, during which time there has been ample opportunity for other interested parties to come forward and provide their views.
- Cambridge Terrace is classified as a recreation reserve and is therefore subject to the limitations and requirements of the Reserves Act.

The Chief Executive noted that the arrangement is an interim lease entered into by Council under the Statement of Intent. It does not constitute a transfer of ownership, does not pre-determine any future treaty outcomes, and does not extinguish any Iwi interest in this area. Any transfer of endowment land would require a separate and distinct process.

MOVED by Cr Alder, seconded by Cr Tibble

That the Council/Te Kaunihera:

1. Approves the grant of lease to Poho o Rawiri Marae Committee Incorporation as per the conditions detailed within the report.

CARRIED

10.2 26-20 Ngati Oneone Statement of Intent - Onepoto Beach Lease

Chief Executive Nedine Thatcher Swann attended.

Questions of clarification included:

- All other iwi have been contacted individually with regard to the lease.
- There have been no objections received since the close of submissions.

Chief Advisor Maori Gene Tukarua advised that he will be progressing discussions regarding the Yacht Club lease with Ngati Oneone and the Gisborne Yacht Club.

MOVED by Cr Tibble, seconded by Cr Gibson

That the Council/Te Kaunihera:

1. Approves the grant of lease to Poho o Rawiri Marae Committee Incorporation as per the conditions detailed within the report.

CARRIED

10.3 26-26 In Principle Support for Ratepayer Assistance Scheme

Director Engagement and Maori Partnerships Anita Reedy-Holthausen, Key Account Manager Tony Robinson and Partner Cameron Partners Hugo Ellis attended. Interim Chief Executive of Local Government New Zealand (LGNZ) Scott Necklen attended via audio visual link.

Director Engagement and Maori Partnerships Anita Reedy-Holthausen advised that the report seeks Councillors In Principle support for the Ratepayer Assistance Scheme (RAS). Cameron Partners have been contracted to do the work on the RAS.

Interim Chief Executive LGNZ Scott Necklen advised that Cameron Partners were the lead advisors for the Local Government Funding Agency. The RAS is at Stage Four of a five stage process. Stage Four was the completion of a final and very comprehensive business case which was submitted to Department of Internal Affairs late in 2025. The Minister has advised he would like to have an indication of the wider support across the sector for the RAS.

Hugo Ellis and Scott Necklen presented on the Ratepayer Assistance Scheme.

Questions of clarification included:

- The RAS will not replace the Council's Rates Rebate Scheme or the Rates Remission Scheme. It may impact the way Councils want to deal with rates remissions. Local Government New Zealand Policy is to continue to champion the Rates Rebate Scheme.
- In designing the RAS care was taken to avoid creating undue financial pressure or encouraging individuals to take on debt they could not afford. The scheme provides a more effective and efficient financing option at a low interest rate.
- At the commencement of the project an investigation into similar schemes was undertaken and an example in Vancouver was found. They have similar demographics to New Zealand.
- RAS loans are secured against the property and repaid through a levy or on sale of the property.
- The interest rates could be 1 - 1.5% below average mortgage rates (approximately 4 - 4.5%, assuming a 5.5% mortgage rate).
- First and foremost, the scheme must have public benefit ie it is not a commercial opportunity. Shareholding is made up of central government and local government. There is the potential to have a return on investment, however this is not the driver.
- The Scheme allows ratepayers to defer payments over a longer period, making it more affordable to pay for Council fees like rates and property improvements.
- Each Council will determine whether it wishes to invest and the level of investment it is prepared to make. A key constraint is that no single shareholder may hold more than a 20% shareholding. In the event of over-subscription, allocations will be made on a pro-rata basis. This approach is intended to be as inclusive as possible, with the goal of enabling participation by as many Councils as possible.
- More in-depth information will be available at the next iteration.
- All feedback from Councillors will be taken to the Minister.

The Chief Executive noted this is a pragmatic approach to addressing the constraints Council often faces in its ability to deliver this service to our ratepayers. At this stage, the support is in-principle only, with further information to be provided at the next stage of the scheme.

MOVED by Cr Foster, seconded by Cr Tibble

That the Council/Te Kaunihera:

1. Provides in-principle support for the further development of the proposed Ratepayer Assistance Scheme (RAS), subject to:
   - central government legislative, financial and regulatory support,
   - acceptable final design, governance and due diligence.
2. Agrees that, should the RAS be established, any proposal for Gisborne District Council to join the RAS as a member, offer RAS products to ratepayers, enter into any joint and several guarantee arrangements, or consider any equity contribution will be the subject of a separate report and Council decision.
3. Authorises the Chief Executive to advise the Minister for Local Government that Council has provided in-principle support for the concept, subject to the matters outlined above.

CARRIED

Secretarial Note: Cr Thompson asked that his vote against the recommendation be recorded.

Secretarial Note: The meeting adjourned at 12.35pm and reconvened at 12.40pm.

10.4 26-2 Tangihanga Water Storage Project Update

Director Engagement and Maori Partnerships Anita Reedy-Holthausen and Key Account Manager Tony Robinson attended.

Questions of clarification included:

- The Assessment of Environmental and Cultural Impacts in relation to both immediate and surrounding land and possible connective water bodies is mahi that WiPere Trust are carrying out. They are pursuing the fast-track process for consenting and this process requires careful consideration of the impacts on the environment and cultural heritage.
- Other micro schemes will continue to be processed as well as help develop other schemes.

MOVED by Cr Gregory, seconded by Cr Ria

That the Council/Te Kaunihera:

1. Approves in principle the progression by Wi Pere Trust to a full business case for the Tangihanga Water Storage Scheme.
2. Notes that this approval relates only to the development of a business case and does not indicate support for, or predetermine, any future consent application.
3. Agrees that Council will continue to participate in early engagement in a measured and appropriate way that protects its regulatory neutrality.
4. Requests that Wi Pere Trust present the completed business case to Council for further consideration.

CARRIED

10.5 26-4 Proposed Plan Change 6 - Recommended Amendments

Director Sustainabe Futures Jocelyne Allen and Principal Policy Planner Shane McGhie attended.

Questions of clarification included:

- The introduction of an amendment to the Medium Density Residential Zone Rule is in keeping with advice and direction of the Tairāwhiti Resource Management Plan Committee. It is a balanced approach and providing for the type of housing that is needed but also recognising that we are a rural community—not a metropolitan city. Legislation before Parliament—if it remains the same— will take away some of the protections so the suggested change will bring back some of the protections in another way.
- For the Medium Density Residential Zone, the recommended Rule will still allow the same number and size of lots, while ensuring that excessively long blocks are avoided by requiring breaks. Multiple dwellings may be built on a single site; however, developments will not consist of, for example, twelve attached units without interruption—there must be breaks to provide open space. The economic assessment also highlighted that this approach would improve housing affordability for a larger proportion of the population.
- Kainga Ora has a process that allows it to bypass Council regarding the types of homes it constructs, seeking approval directly from Central Government. Central Government has endorsed the housing types Kainga Ora is delivering. However, there has been negative feedback—particularly from long term Kaiti residents—about some of these developments. While additional housing is needed, it is important to consider the views of long-standing, generational residents who wish to protect the mana and character of the community they have grown up in and continue to call home.
- An economic assessment was undertaken to examine property types in Tairāwhiti—particularly in Gisborne City—with a focus on affordability. The District Plan and Land Use Rules do not require development to occur at any specific density; developers will build what they believe the market will support. The rules also include provisions for communal housing—particularly for mana whenua—where developments are designed with shared living spaces. During the development of Plan Change 6, it became evident that the ideal outcomes Councillors were seeking could not be achieved uniformly across all areas. Some locations will require housing solutions that are economically viable, and Central Government Policy is encouraging this direction. Kainga Ora will still have the ability to construct housing types that have previously generated negative feedback, and they may now be under increased pressure to deliver, given the current Government.
- The entity that Kainga Ora go through for building consents is called Consentium. It is a stand-alone and independent division of Kainga Ora, providing building compliance services to ensure new state homes meet or exceed New Zealand building standards. Kainga Ora go through Council for the Project Information Memoranda (PIM). Both the land-use and subdivision components are still subject to Council's full assessment processes.

MOVED by Cr Ria, seconded by Cr Parata

That the Council/Te Kaunihera:

1. Agrees with the recommended changes to draft Urban Plan Change 6 (outlined in points 16 to 25 of the report) subject to any further Council amendments, and any minor immaterial changes.

CARRIED

10.6 26-10 Proposed Council Submissions on Government Initiatives

Director Sustainable Futures Jocelyne Allen and Strategic Planning Manager Charlotte Knight attended.

Questions of clarification included:

- It is important to highlight in the Submission process that, with the Government's decision to retire Regional Councils, the role and future significance of Unitary Councils is increasing. As many districts are now considering transitioning to a Unitary Authority model, it is essential that this trend and its implications are clearly acknowledged.
- The Regulatory Relief Regime is a new mechanism under the Act introduced to require Councils to provide relief when new rules for certain protections impose significant burdens on landowners.

MOVED by Cr Ria, seconded by Cr Parata

That the Council/Te Kaunihera:

1. For the draft submission on the Planning Bill and Natural Environment Bill (Attachment 1):
    a. Approves the attached draft submission, subject to any amendments in line with resolutions of Council on this matter and any minor amendments for grammar/spelling; and
    b. Directs the Chief Executive to finalise the submission and submit it to the Environment Committee.
2. For the proposed submissions on the Emergency Management Bill and development levies, simplifying local government and rates capping proposals (Attachments 2-5):
    a. Approves the attached proposed key messages for inclusion in the submissions, subject to any amendments in line with resolutions of Council on each matter; and
    b. Directs the Chief Executive to draft and finalise the submissions and submit them to the relevant select committee / government agency.
3. Notes the key messages included in the Public Works Amendment Bill submission made by Council staff (Attachment 6).

CARRIED

10.7 26-9 Close Out Report: Category 3 Voluntary Buyout Policy

Chief Executive Nedine Thatcher Swann attended.

Questions of clarification included:

- The Category 3 Voluntary Buyout Policy was created as a result of the severe weather events of 2023, particularly Cyclone Gabrielle. The Policy aims to provide voluntary buyouts for properties in Category 3, which are deemed not safe to live in due to the unacceptable risk of future flooding and loss of life. The Policy is a one-time response to exceptional circumstances and is not intended to be a permanent Policy for future events. The Policy is designed to address the immediate needs of affected property owners and to mitigate the risks associated with living in Category 3 areas.
- Red and yellow stickered properties are treated different to the Category 3 and Category 2P properties.
- The Mayoral Relief Fund is designed to provide immediate financial assistance to those affected by natural disasters or emergencies. They are ministered by local authorities and are not intended to replace other forms of Government assistance but supplement it. The Fund has been increased by an additional $100k.

MOVED by Cr Gregory, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Notes that the Category 3 Voluntary Buyout Policy was established to support the voluntary buyout of residential properties assessed as presenting an intolerable risk to life following Cyclone Gabrielle, and was funded through a Crown–Council Funding Agreement under the North Island Weather Event (NIWE Programme); and
2. Notes that the available funding, from both the Crown and Council, for the Category 3 Voluntary Buyout Policy has now been fully expended; and
3. Resolves to formally close the Category 3 Voluntary Buyout Policy.

CARRIED

10.8 26-27 Proposed Amendment to the Local Government Elected Members (2025/26) Determination 2025 - Expenses for Members who Reside Outside the Local Authority Area

Director Engagement and Maori Partnerships Anita Reedy Holthausen and Democracy & Support Services Manager Donna Shaw attended.

Points raised:

- Childcare support is important.
- Every elected member should have access to the allowances.
- If you are passionate about a region and wish to stand for Council, it is important you live in the community you represent. Understanding what is happening locally is essential.

- It is important that Council offers support if you live out of the region.
- There may come a time when a committed Councillors needs to move out of the region, and they should be supported.
- Important to declare, when standing for Council, that you live out of region to allow people to make informed decisions.
- The Travel Time Allowance is the only restricted item in Council's current Policy.

MOVED by Cr Gregory, seconded by Cr Ria

That the Council/Te Kaunihera:

1. Considers the Authority's proposed changes to remove all restrictions on elected members that reside outside the local authority being able to claim the following allowances: vehicle-kilometre, travel time, childcare and home security allowances; and
2. Instructs the Chief Executive to remove any restrictions in the current Elected Members Allowances and Recovery Policy (the Policy) to allow elected members who live outside the area to claim all of the specified allowances; or

Divisional Voting

For	Against
Cr Ria	Cr Alder
Cr Muir	Cr Telfer
Cr Parata	Cr Thompson
Cr Gibson	Cr Foster
Cr Gregory	Cr Boros
Cr Huriwai	Cr Tupara
Her Worship the Mayor	

CARRIED

11. Reports of the Chief Executive and Staff for INFORMATION

11.1 26-13 Forestry Consenting

Director Sustainable Futures Jocelyne Allen and Resource Consents Manager Awhina White attended. It was noted that the report indicated the processing timeframes are quite high, and some of these figures should be sitting on zero however there is no mechanism within the programme software to account for this function.

Questions of clarification included:

- The standard resource consent conditions that have been worked through with the industry for the last three years all pertain to earthworks and harvesting so they are Landuse Consents and by default do not account for any discharges. Should an activity result in a discharge, the applicant must apply for a separate discharge resource consent.
- For applicants that apply for a discharge consent, in some cases the standard zero tolerance consent condition can be removed from the consent.

- The 97% figure refers to the proportion of resource consents granted that were processed within 20 working days, which is the statutory timeframe. The reference to '5 out of 20 consents processed this year' is unrelated to statutory processing times—it simply means that of the 20 consents lodged, five have been granted to date.
- Most of the applications received relate to red-zone, very high-risk land and involve high-risk activities. Applicants generally seek non-notified consents, and staff work with them from the pre-application stage to support this. As a result, the process must be more robust to properly assess potential effects on the natural environment and on people. The time required to process these consents is therefore proportional to the applicant's desire to avoid notification and to Council's obligation to carry out due diligence, ensuring any granted consent is defensible against judicial review and contains appropriate mitigation measures.
- Over recent months, Council staff have been working with the Eastland Wood Council, along with Chief Executives and Directors from several forestry companies. A number of issues have been addressed, including the consent condition requiring the removal of any material at risk of mobilisation into waterways or downstream environments. The risk management approach—viewed as an effective 'enforcement over procedure' remedy—was very well received. As a result, there is increasing feedback that this approach is enabling, and the forestry industry is keen to continue working within it.

MOVED by Cr Ria, seconded by Cr Gregory

That the Council/Te Kaunihera

1. Notes the contents of this report.

CARRIED

11.2 26-5 Resource Management Planning Work Programme Update

Director Sustainable futures Jocelyen Allen and Strategic Planning Manager Charlotte Knight attended.

There were no questions of clarification.

MOVED by Cr Stoltz, seconded by Cr Boros

That the Council/Te Kaunihera:

1. Notes the contents of this report.

CARRIED

12. Public Excluded Business

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

13. RE-ADMITTANCE OF THE PUBLIC

MOVED by Cr Stoltz, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Re-admits the public.

CARRIED

14. Close of Meeting

There being no further business, the meeting concluded at 1:51 pm.

Rehette Stoltz
MAYOR

3.2. Governance Work Plan

2026 COUNCIL - From 10AM						Meeting Dates						
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	29-Jan	12-Mar	7-May	25-Jun	27-Aug	15-Oct	10-Dec
Finance & Affordability	Performance	Chief Executive Activity Report	Provide elected members with an update on Council activities for the covered period.	Information (I)	Torepe Taumaunu							
Finance & Affordability	Financial Services	Rates Setting Report	Provide the proposed rates for Council approval	Decision (D)	Fiona Scragg							
Finance & Affordability	Performance	Annual Plan Adoption	Provide the 2026/27 Annual Plan for Adoption	Decision (D)	Tim Muir / Mel Hartung							
Finance & Affordability	Financial Services	GHL Update		Public Excluded (D)	Nick Webb							
Finance & Affordability	Financial Services	Local Government Funding Agency AGM		Decision (D)	Lucy Gibson							
Finance & Affordability	Performance	2024/25 Annual Report	To provide the 2025/26 Annual Report for adoption.	Decision (D)	Pauline Foreman							

2026 COUNCIL - From 10AM						Meeting Dates						
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	29-Jan	12-Mar	7-May	25-Jun	27-Aug	15-Oct	10-Dec
Liveable Communities	Solid Waste	26-44 Regional Transfer Station and Resource Recovery Centre	To present the findings of the master planning and due diligence undertaken on the purchased Lytton Road property and alternative sites, to inform the development of a regional Resource Recovery Centre (RRC) and Refuse Transfer Station (RTS).	Decision (D)	Michael Ayton							
Liveable Communities	Liveable Spaces	26-41 Te Ara o Taruheru - Taruheru River Pathway	To update Council on the implementation pathway developed by steering group or some such of Path and explains the flexible approach required to complete it.	Decision (D)	Patrick Ferry							
Liveable Communities	Solid Waste	26-63 Waste Management and Minimisation Plan (WMMP) DRAFT	To seek Council approval to release the Draft Waste Management and Minimisation Plan (WMMP) 2025-2031 for public consultation under the Special Consultative Procedure (SCP), in accordance with the Waste Minimisation Act 2008 and the Local Government Act 2002.	Decision (D)	Charlotte Phelps							

2026 COUNCIL - From 10AM						Meeting Dates						
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	29-Jan	12-Mar	7-May	25-Jun	27-Aug	15-Oct	10-Dec
Sustainable Futures	Strategic Planning	26-23 Cemeteries and Crematoria Bylaw Amendment and Approval to Consult	The purpose of this report is to seek agreement to consult on limiting the size of imagery nd design on monuments from the Cemeteries and Crematoria Bylaw	Decision (D)	Karma McCallum							
Community Lifelines	Regional Rivers	26-62 Waipaoa River Flood Control Scheme – Asset Performance Baseline (2021 APA)	The purpose of this report is to inform Council that the 2021 Asset Performance Assessment (APA) for the Waipaoa River Flood Control Scheme (WRFCS) - a comprehensive, scheme-wide assessment of asset condition, performance, and flood risk - has been adopted as the baseline evidence document for scheme-wide asset performance and flood risk evaluation to manage flood control asset risks.	Information (I)	Stephanie Brew							
Sustainable Futures	Strategic Planning	26-57 Stocktake of new Strategies, Bylaws, Policies for upcoming Long Term Plan	The purpose of this report is to update Council on the outcomes of the Strategic Stocktake undertaken to support preparation of the 2027–2037 Long Term Plan (LTP)	Information (I)	Makarand Rodge							

2026 COUNCIL - From 10AM						Meeting Dates						
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	29-Jan	12-Mar	7-May	25-Jun	27-Aug	15-Oct	10-Dec
Community Lifelines	Regional Rivers	Te Karaka and Uawa flood resilience project prioritisation.		Decision (D)	Markus or Joss TBC							
Community Lifelines	Journerys Operations	26-49 Turanga Tangata Rite - Traffic and Parking Bylaw	The purpose of this report is to seek a Council resolution, under clause 7 of the Gisborne District Council Traffic and Parking Bylaw 2021, to disestablish on-street parking on Ormond Road.	Decision (D)	Libby Young							

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

26-23

Title:	26-23 Cemeteries and Crematoria Bylaw Amendment and Approval to Consult
Section:	Sustainable Futures
Prepared by:	Karma McCallum – Senior Policy Advisor
Meeting Date:	12 March 2026

Legal: Yes	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to seek agreement to consult on removing the clause limiting the size of imagery and designs on monuments from the Cemeteries and Crematoria Bylaw.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

In 2025, Gisborne District Council (Council) completed a review of the Cemeteries and Crematoria Bylaw 2015 (The Bylaw). As part of this review, Clause 26.1(b) (the Clause) was introduced to the Bylaw, imposing a 240mm x 240mm size limit on imagery and designs on monuments. Council has since received stakeholder feedback from local stonemasons raising concerns about the decision to introduce the size restriction of imagery and design on monuments. Noting that the limit is inconsistent with standard plaque sizes and arguing the restrictions limit the ability to express individuality, identity, and cultural diversity in memorial design.

In September 2025, Te Ranga Whakahau (TRW) agreed to pause enforcement of the Clause until Council make a final decision relating to the Clause. This report provides an overview of the options available and recommends a short, targeted consultation is undertaken on removing the Clause from the Bylaw.

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. Determines that the proposed Cemeteries and Crematoria Bylaw, with Clause 26.1(b) removed, included in Attachment 1 to this report:
    a. Is the most appropriate form of the bylaw; and
    b. Does not give rise to any implications under the New Zealand Bill of Rights Act 1990.
2. Agrees to consult on removing Clause 26.1(b) from the Cemeteries and Crematoria Bylaw.

Authorised by:

Jocelyne Allen - Director Sustainable Futures

Keywords: bylaw, cemeteries and crematoria, burial and cremations act

BACKGROUND - HE **WHAKAMĀRAMA**

Statutory Requirements

1. Council's statutory obligations under the Burial and Cremation Act 1964 (BCA) are to provide and maintain cemeteries in the district. The BCA gives Council the power to:
   - Make bylaws to regulate activities at Council owned or operated cemeteries and crematoria (s16, 40 and 59).
   - Approve or refuse applications for and prohibit monuments as it thinks fit (s9).
   - Grant exclusive rights of burial (s10).
2. Under the BCA, all bylaws made by a local authority shall be made in the same manner in all respects as if they were bylaws made pursuant to the Local Government Act 2002 (LGA).
3. Section 155 of the LGA provides that Council must consider certain criteria when making the Cemeteries Bylaw. This includes whether the proposed bylaw is:
   - the most appropriate way of addressing a perceived problem;
   - the most appropriate form of bylaw, and
   - not inconsistent with the New Zealand Bill of Rights Act 1990.
4. Council has a Cemeteries and Crematoria Bylaw 2015, which was reviewed under section 159 of the LGA last year. Section 160 of the LGA requires a local authority reviewing a bylaw to complete an analysis against the above criteria. As such, this analysis was conducted as part of the review of the Bylaw. Council considered the research and analysis undertaken by staff and resolved throughout the review that a bylaw is still the most appropriate way of addressing the perceived problem. This is still the case.
5. If the local authority considers that a bylaw should be amended, it must act under section 156 of the LGA. It is recommended that the Bylaw is amended to remove the Clause from the Bylaw.
6. When amending a bylaw, Council must:
   - Decide if the change is significant under its Significance and Engagement Policy, and
   - If not significant, the Council may consult using s82 LGA (general consultation);
   - If significant, the Special Consultation Procedure under section s83 LGA is required.
7. For the proposal to remove the Clause entirely, deleting the image size restriction, it is considered reasonable to consult under s82 (not s83). This is because it is only one minor change to one clause, which is not significant. Removing the Clause relaxes a restriction and expands public flexibility. Removal does not impose any new burdens or impact existing rights negatively. The change is narrow in scope and unlikely to be controversial, and is not significant under usual significance criteria.
8. The proposed Bylaw (Attachment 1) with the Clause removed is considered:
   - the most appropriate form of the bylaw; and
   - to not give rise to any implications under the New Zealand Bill of Rights Act 1990.

9. Removing the Clause from the Bylaw is not considered to constitute a full review of the Bylaw and therefore the Bylaw will remain due for a full review, as per statutory requirements, 10 years following the last full review.

10. Under section 17 of the BCA a copy of all proposed bylaws made under the BCA must be sent to the Minister of Health no less than 21 days before the Bylaw is confirmed.

A review of the Bylaw was completed last year

11. In March 2024, Council approved the review of the Bylaw and determined that a bylaw is still the most appropriate and proportionate way of managing cemeteries (Report 24-41). At its Council meeting on 30 January 2025 (Report 25-1), Council adopted the Statement of Proposal, proposing the adoption of a draft Cemeteries and Crematoria Bylaw 2015, for consultation. The Statement of Proposal outlined ten proposed changes to the Bylaw.

12. During consultation Council received seven submissions. On 15 April 2025, the Bylaw Hearings Panel received all submissions and a Deliberations Report (Report 25-87) and deliberated on received submissions. The updated Bylaw was then adopted by Council at its meeting on 26 June 2025 (Report 25-163).

13. The ten changes made by Council to the Bylaw in the recent review were as follows:

    1. Make the document easier to read.
    2. Redefine the way the Bylaw refers to public holidays to align with the Holidays Act 2003.
    3. Allow for suspension of burials when the ground conditions are not suitable during and after emergency weather events.
    4. Provide more specific rules for the aesthetic requirements of monuments.
    5. Provide for the creation of a Cemeteries Guide to provide useful information to help with interpretation of the Bylaw.
    6. Provide explicit rules governing physical works in cemeteries.
    7. Remove the requirement for the payment of an out of district fee for babies under one year old and stillborn babies.
    8. Remove opening hours of cemeteries from the Bylaw.
    9. Change the rules for managing animals in cemeteries to provide for animals but with prior permission from Council for grazing and providing clarity that Cemetery staff can request an animal is to be removed.
    10. Specifying that cultural supervision of the digging of graves is allowed upon request and under supervision

14. The aesthetic requirements for monuments introduced to the Bylaw as a result of the recent review included setting a maximum size for images or designs (240 mm x 240 mm), restricting inscriptions, imagery or designs to the front of monuments (to avoid overwhelming adjacent gravesites), and providing guidance as to what will be considered offensive and not accepted by Council. The rationale for the changes was to remove the risk of monuments being large and dominating or containing elements that are offensive to the wider public.

15. Additionally, provisions include the requirement for monument designs to be approved by Council prior to construction and installation.

16. Further guidance on the specific rules introduced were agreed to be refined in the Cemetery Guide to elaborate in a more user-friendly manner than the Bylaw. Additionally, the Cemetery Guide is more easily able to be updated than a bylaw. The introduction of a Cemetery Guide was agreed as one of the ten changes to the Bylaw and is currently being developed and will be presented to Council for adoption in May.

17. The specific clauses relating to aesthetic requirements of monuments in the Bylaw are:

    26.1 Any person designing a monument, must design it to comply with all applicable legislation and meet the following Aesthetic Requirements:

    a) Inscriptions, imagery or designs must be on the front-side of monuments only.

    b) The maximum size for imagery or designs is 240mm x 240mm.

    c) The design must not include profanity, hate speech or symbolism that denigrates or discriminates against individuals or groups, explicit images, or images associated with violence. Gang insignia is prohibited by the Gangs Act 2024. A practical assessment of what is offensive will be undertaken in regard to the relevant context provided with the proposed design.

Monument imagery size restrictions and the concerns of local stonemasons

18. Council recently completed a review of the Bylaw, with the Bylaw being adopted by Council at its meeting on 26 June 2025 and coming into force on 1 August 2025.

19. One of the ten changes made to the Bylaw as part of the review was to provide for specific rules for aesthetic requirements of monuments. This included introducing the Clause to the Bylaw, setting a maximum size for imagery and designs on monuments to 240 mm x 240 mm.

20. In August 2025, staff were made aware of concerns of local stonemasons regarding the decision to introduce the size restriction for imagery and design on monuments. Concerns included:

    - restrictions limiting families' ability to express individuality, identity, and cultural diversity in memorial design
    - the limit being inconsistent with standard plaque sizes (often 360 mm x 230 mm) used in cremation areas
    - many existing memorials exceeding the new limits and not causing issues historically.

21. As a first step toward resolution, Liveable Communities and Strategic Policy met with the local stonemasons to discuss their concerns. Following this meeting, Liveable Communities confirmed interim non enforcement of the Clause pending TRW direction and a formal Council decision. TRW confirmed the non-enforcement approach in September 2025 up until when Council makes a formal decision on the Clause.

Rationale for introducing the size limit for imagery and designs clause

22. Limiting the form and content of funerary monuments could be viewed as a restriction on freedom of expression. Council also has a duty to maintain cemeteries as an orderly environment by regulating activities that might interfere with people's grieving. One person's excessive expression has the potential to overwhelm another's right to quiet reflection. To ensure cemeteries are reflective of all community members, reasonable limitations can be justified where they protect the dignity of adjacent plots and the experience of other visitors. To balance these interests, clearer aesthetic provisions to inform design criteria were introduced into the Bylaw.

23. The 240 mm x 240 mm cap in Clause 26.1(b) was canvassed at a Councillor workshop on 31 July 2024 in the context of minimising offensive or visually dominant imagery and achieving visual consistency. The primary focus of the discussion at the workshop was on gang insignia and management of offensive material. Elected members made the final decision on introducing the cap on the size of imagery and designs on monuments, following a consultation process, as part of the wider proposal of the Bylaw review to provide more specific rules for the aesthetic requirements of monuments.

24. Seven submissions were received during the consultation of the Bylaw review. Two disagreed with the proposal to provide more specific rules for the aesthetic requirements of monuments, but did not specifically comment on the proposed cap of the size of imagery and designs on monuments. Submissions received are discussed in detail in the Deliberations Report (Report 25-87) presented to the Bylaw Hearings Panel on 15 April 2025 and in the Adoption Report to Council on 26 June 2025 (Report 25-163). The submission analysis table included in these reports relating to the aesthetic requirements proposal is included below.

Support for the preferred option	**Notable / common themes in opposition of proposal**	**Notable / common themes in support of proposal**
Proposal 4: Provide more specific rules for the aesthetic requirements of monuments **Disagree: 29%** **Agree: 0%** **No Response: 71%**	Two submitters disagreed with proposal 4. The reasoning provided included being too broad without being able to cover all nuances without a huge document, list becoming outdated quickly and needing to expand, questioning of whether limiting inscriptions to the front only should be enforced or if sides should be allowed. Both submitters while disagreeing with the proposal did comment support of the proposal to some degree of having aesthetic requirements.	No submissions were received in support of this proposal.

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

25. Staff are proposing that the Bylaw be amended to remove the Clause restricting the size of imagery and designs on monuments. Staff recommend a short, targeted consultation, meeting the requirements of s82 LGA, is undertaken on the proposal. The proposed Bylaw is included in Attachment 1 to this report. The rationale and cost benefit considerations for the proposal are set out below.

Proposal – Remove Clause 26.1(b) from the Cemeteries and Crematoria Bylaw 2015

26. The Bylaw currently limits the size of imagery and designs on monuments to 240mm x 240mm. This limit was introduced as part of the recent full review of the Bylaw. Since implementation of the newly reviewed Bylaw, local Stonemasons have expressed concern with the addition of this Clause and have indicated a preference for it to be removed.

27. Operationally, potential offence is primarily managed through Clause 26.1(c) of the Bylaw, stating "The design must not include profanity, hate speech or symbolism that denigrates or discriminates against individuals or groups, explicit images, or images associated with violence. Gang insignia is prohibited by the Gangs Act 2024. A practical assessment of what is offensive will be undertaken in regard to the relevant context provided with the proposed design." The size cap in Clause 26.1(b) was intended as a secondary control to reduce visual dominance.

28. Size limits for monuments themselves already exist in the Bylaw under Clause 33 *Types of Cemeteries*. For example, lawn area monuments are permitted to a maximum size of 1150 mm wide x 1000 mm high for a single plot or 2300 mm wide x 1000 mm high for a double width plot.

29. Restrictions on the size of imagery and designs on monuments is not common among other councils. However, a comparable cap exists in the Central Hawkes Bay District Council Cemeteries Policy, "the maximum size for insignia and photographs to be 120mm high x 120mm wide, no more than two insignia and one photograph per headstone." More commonly, councils include provisions that designs must generally be approved by Council without set size restrictions stated.

30. Staff consider the Bylaw already allows enough control of design and overall size of monuments through other clauses of the Bylaw. The inclusion of the Clause is out of line of the approach of most other councils and is not supported by our local stonemasons. Additionally, there is no evidence the size of imagery and designs on monuments has been a problem historically.

31. If, in the future, it is found limitations are required around imagery and designs on monuments, this could be included in the, soon to be introduced, Cemetery Guide. This has the benefit of a simpler process for updating than the Bylaw.

32. It is proposed the Bylaw is amended to remove the Clause, therefore removing the limit on the size of imagery and designs on monuments from the Bylaw.

Table 1: Cost-benefit analysis of the options relating to the Clause in the Bylaw

Options	Cost/risks	Benefits
Option 1 – Retain the Clause as is and enforce the Clause	High reputational and relationship risk given concerns raised by local stonemasons. Inconsistent with other Councils. Perceived arbitrariness of size choice. Offensive content is already controlled in another Clause. No evidence of there being an existing problem with the size of imagery or designs.	Little to no resourcing needed as no changes being made to the Bylaw.
Option 2 – Retain the Clause as is but do not enforce the Clause	Low–Moderate reputational risk. Considered low if transparently managed and no inconsistency in enforcement, e.g. the Clause is never enforced. Results in a Bylaw which is not in line with practice. Low risk of large dominant imagery.	Little to no resourcing needed as no changes being made to the Bylaw. Consistent with current non enforcement of Clause.
Option 3 - Modify wording of the Clause to introduce discretion or clarify enforcement	Low-Moderate process risk if change were to be deemed significant but treated as minor (e.g. if determined Special Consultative Procedure should have been used), or if not consistently implemented. Moderate risk of operational burden if discretion is allowed. Low risk of large dominant imagery. Moderate resourcing required for a short, targeted consultation.	Consistent with current non enforcement of Clause.
Option 4 - Amend clause to adjust size (increase limit)	Low-Moderate process risk if change were to be deemed significant but treated as minor (e.g. if determined a consultation should have taken place). Medium reputational and relationship risk as stonemasons prefer to have no limit. Inconsistent with other Councils. Perceived arbitrariness of size choice. Offensive content is already controlled in another Clause. No evidence of there being an existing problem with the size of imagery or designs.	Minor change under s156(2) LGA, meaning no consultation requirements and the change could be made by resolution publicly notified (if a modest increase only), therefore a middle option in terms of resourcing required. Assures imagery is not dominating.
Option 5 – Remove the Clause entirely (preferred option)	Low-Moderate process risk if change were to be deemed significant but treated as minor (e.g. if determined Special Consultative Procedure should have been used). Low risk of large dominant imagery. Moderate resourcing required for a short, targeted consultation.	Stonemasons preferred approach. Consistent with current non enforcement of the Clause. Consistent with policy assessment that there is no strong argument for the Clause.

33. The next steps for the preferred option to remove the clause from the Bylaw will be a two-week public consultation. This will include a public notice and a Participate page with information regarding the proposal and a questionnaire asking whether the community agree or disagree with the proposal. Staff will contact both the local stonemasons and those who submitted on the review of this Bylaw last year to invite them to make a submission. Following this an Adoption Report will be produced for the Council meeting on 7 May 2026 presenting the results of the consultation and a Bylaw to consider for adoption.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o **NGĀ** HIRANGA

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

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

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

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

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

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

34. 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

35. Council respects and acknowledges the roles and functions of tangata whenua by ensuring the Bylaw excludes urupā and processes and practices for burials in urupā are not subject to the provisions.

36. Under the BCA and the LGA, the creation and administration of the Bylaw fall on local authorities. For Council operated cemeteries, as part of the review completed last year, provisions which impact upon tangata whenua were accordingly sought to undertake pre-engagement to ensure work on the Bylaw was accessible to tangata whenua and any opportunities for kāwanatanga had been considered. The formal consultative procedure of the review provided further opportunities for feedback on the proposals. Additionally, the consultation suggested for this proposal will present the opportunity for feedback on the removal of the Clause.

Rangatiratanga

37. Council acknowledges that in the consideration of Council operated cemeteries opportunities for rangatiratanga are limited. The exclusion of urupā from the Bylaw allows rangatiratanga and autonomy to continue for those sacred sites.

Oritetanga

38. Council sought to remove barriers for tangata whenua to participate in shaping the provisions of the Bylaw by inviting tangata whenua to participate in early engagement for the review completed last year.

Whakapono

39. Council has sought to understand and have regard to customs and practices of our Te Tiriti partners. Cemetery staff are aware of the differing world views and suggested the inclusion of provisions in the Bylaw added last year which allow for some participation in the preparation of burial sites.

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

40. The importance of early engagement and the need to consider customary and differing world views was forefront during the review of the Bylaw completed last year. Mana whenua input was sought during a pre-engagement window and development of the Bylaw. Letters were sent to iwi on 8 April and 6 May 2024 advising of the review, providing background information, and offering the opportunity to participate in the review. Public consultation provided an opportunity for tangata whenua across the district to provide their perspectives on the proposals. Additionally, the consultation suggested for this proposal will present the opportunity for feedback on the removal of the Clause.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

41. Consultation for the review of the Bylaw completed last year was undertaken in line with the Special Consultative Procedure. Consultation was open from 4 February to 5 March 2025. A public notice was placed in the Gisborne Herald to notify the community of the consultation. Emails were sent to identified stakeholders informing them of the consultation and inviting them to make a submission.

42. Meetings were held between staff and local stonemasons to discuss their concerns regarding the introduction of the Clause limiting the size of imagery and designs on monuments.

43. We propose a short consultation of two weeks is held to provide the community the opportunity to supply their views on the proposal to remove the Clause from the Bylaw.

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

44. There are no climate change impacts or implications arising from the matters discussed in this report.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

45. There will be one-off costs to Council due to the need for community consultation.

Legal

46. The Bylaw is made under the Local Government Act 2002 and the Burial and Cremation Act 1964.

47. The Bylaw amendment must follow the legal process discussed above. Staff have sought legal involvement and advise on the proposal to remove the Clause from the Bylaw.

48. If the local authority considers that a bylaw should be amended, it must act under section 156 of the LGA. It is recommended that the Bylaw is amended to remove the Clause from the Bylaw. For the proposal, it is considered reasonable to consult under s82.

49. Section 155 of the LGA requires local authorities, when making/amending or revoking a bylaw to determine:

    - Whether a bylaw is the most appropriate way of dealing with the perceived problem or issue:

      A bylaw that regulates activities that take place at Council cemeteries and crematoria remains the most appropriate way to manage activities that may cause public safety hazards, damage to property, and unnecessary distress to mourners or relatives.

    - Whether a bylaw is the most appropriate form:

      Council considers the proposed Bylaw (Attachment 1), with the Clause removed, to be the most appropriate form of Bylaw.

    - Whether it gives rise to any implications under the New Zealand Bill of Rights Act 1990:

      Council considers that the proposed Bylaw (Attachment 1) is neither inconsistent with nor raises any implications with the New Zealand Bill of Rights Act as the proposed change is reasonable, not restrictive, or impractical.

50. Removing the Clause from the Bylaw is not considered to constitute a full review of the Bylaw and therefore the Bylaw will remain due for a full review, as per statutory requirements, 10 years following the last full review.

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

51. There are no specific policy and planning implications relating to this report.

RISKS - **NGĀ TŪRARU**

52. There is considered to be a low-moderate process risk if the proposal to remove the Clause from the Bylaw were to be deemed significant but treated as minor, if it were determined the Special Consultative Procedure should have been used. Legal advice has been sought and a short, targeted consultation under s82 LGA is thought to be appropriate for the proposal. Removing the Clause relaxes a restriction and expands public flexibility, does not impose any new burdens or impact existing rights negatively, the preferred option is unlikely to be controversial and is not significant under usual significance criteria.

53. There is a high reputational and relationship risk if Council were to decide to keep and enforce the Clause as the local Stonemasons have clearly expressed their view in opposition to the Clause, and there is no strong evidence to maintain the policy position of keeping it.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
End of March (two weeks)	Public consultation on removing the Clause	
7 May 2026	Council: Adoption Report	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Track change version of proposed amended Cemeteries and Crematoria Bylaw 2015 [26-23.1 - 27 pages]

TURE Ā-ROHE URUPĀ ME NGĀ WHARE TAHU TŪPĀPAKU O TE TAIRĀWHITI 2015

(Tairāwhiti Cemeteries and Crematoria Bylaw 2015)

Made by Gisborne District Council

Resolution of Council dated 26 June 2015

Amended ~~26 June~~xx 202~~5~~6 with amendments in force from ~~1 August~~xx 202~~5~~6

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

Contents

1. Title

1.1. This Bylaw is the Gisborne District Council Cemeteries and Crematoria Bylaw 2015.

2. Commencement and Authority

2.1. This Bylaw came into force on 26 June 2015.

2.2. This Bylaw is made under the Local Government Act 2002, the Burial and Cremation Act 1964, and the regulations and rules under those Acts.

> Related information:
>
> This Bylaw was amended on 26 June 2025 following a review of the Bylaw on 20 March 2024 and those amendments came into force on 1 August 2025.

3. Application

3.1. This Bylaw applies to any Council controlled cemetery within the Gisborne District.

3.2. For the avoidance of doubt, this Bylaw does not apply to any urupā or any other cemetery, crematorium or burial ground that is not controlled by Council.

> Related information:
>
> Council is the owner of a building at Taruheru Cemetery which is leased to a commercial entity. This building houses a cremator which is owned and operated by a commercial entity.
>
> Burials outside of cemeteries owned or controlled by Council are subject to Sections 46, 47 and 48 of the Act and subsequent amendments.

4. Interpretation

4.1. Any undefined words, phrases or expressions used in this Bylaw have the same meaning as in the Act unless the context plainly requires a different meaning.

4.2. The Legislation Act 2019 applies to the interpretation of this Bylaw.

4.3. Related information is for information purposes only, does not form part of this Bylaw, and may be inserted or changed by the Council at any time without amending the Bylaw.

4.4. In this Bylaw, unless the context otherwise requires:

Act means the Burial and Cremation Act 1964.

Adult means any person over the age of 12 years.

Assignee means the person or persons to whom an exclusive right of burial is transferred to on the death of the holder of the exclusive right of burial.

Berm means a load bearing structure fabricated from concrete of prescribed dimensions, set flush with the ground and supplied by Council, for the purpose of mounting monuments.

Body has the same meaning as in section 2 of the Burial and Cremation Act 1964.

Burial means to bury, or place the ashes of, a body.

Burial Warrant means a certificate issued by Council, after approval of an application by the funeral director or other person responsible for the management or control of a burial, which gives authority for the person named on the warrant to be buried by Council.

Cemetery has the same meaning as in Section 2 of the Burial and Cremation Act 1964.

Cemetery Officers means any person appointed by Council to manage the day to day activities of any cemetery under its jurisdiction. Such activities include arranging for the provision of plots for burials.

Closed Cemetery or Area means a cemetery which has been closed by a closing order as stated in Part 6 of the Burial and Cremation Act 1964 and subsequent amendments.

Controller has the same meaning as in the Civil Defence Emergency Management Act 2002.

Council means the Gisborne District Council.

Exclusive Right of Burial has the same meaning as in Section 10 of the Burial and Cremation Act 1964.

Funeral Director means a person, who in the course of their business, carries out burials and related matters.

Holder of the Exclusive Right of Burial means a person who has purchased a cemetery plot, or if that person is deceased, their assignee or, authorised agent.

Maintenance in Perpetuity means that Council will maintain all cemeteries to an appropriate standard as set by Council, for the period that the cemetery is under the control and management of Council. Where a cemetery is disused or closed, maintenance will encompass the preservation of access and maintenance of safety, as per Section 43 of the Burial and Cremation Act 1964.

Memorabilia means wreaths, vases, artificial or natural cut flowers or foliage, plants, figurines, toys and ornaments and other objects placed on a grave in memory of a deceased person but that are not permanently attached to that grave.

Monument has the same meaning as in Section 2 of the Burial and Cremation Act 1964 and includes any tombstone, headstone, memorial, kerbing, or other erection.

Monumental Area means a part of a cemetery in which full grave cover by monuments is permitted, subject to prior approval of such structures by Council.

Plot means a gravesite as shown on a cemetery plan held available for public inspection at a cemetery and/or offices of Council.

Prescribed Fee means the fees determined by Council in accordance with section 150 of the Local Government Act 2002.

Public Holiday means those Public Holidays outlined in section 44 of the Holidays Act 2003.

Recovery Manager means has the same meaning as in the Civil Defence Emergency Management Act 2002.

Relatives means a person's spouse or defacto partner, first and second degree blood relationships (parent, sibling, child, uncle, aunt, nephew, niece, grandparent, grandchild or half-sibling).

Returned Services Area means an area of a cemetery set aside for the burial of bodies or ashes of eligible servicemen or service women as defined by Section 15(2) of the Burial and Cremation Act.

Tablet has the same meaning as in Section 2 of the Burial and Cremation Act 1964 of including a plaque.

Working Hours means the hours from 8am to 5pm from Monday to Friday, excluding Public Holidays outlined in section 44 of the Holidays Act 2003.

5. Purpose

5.1. The purpose of this Bylaw is to enable Council to set and control standards for the safe and efficient operation of Council's cemeteries and crematoria.

6. Cemeteries Guide

6.1. Council may make, amend or revoke a Cemeteries Guide to:

a) provide rules for the use of cemeteries and crematoria controlled by Council; and/or

b) provide additional information to aid in the interpretation of this Bylaw.

6.2. Before making, amending or revoking a Cemeteries Guide in 6.1, Council must, be satisfied that the contents of the guidebook is consistent with this Bylaw and meets the purpose of this Bylaw.

Part 1: Exclusive Right of Burial

7. Burials, Sale of Plot and the Exclusive Right of Burial

7.1. Burials may be made in any plot in any cemetery vested in Council or under its control that is not closed, subject to this Bylaw.

7.2. A person must obtain an Exclusive Right of Burial and comply with any conditions imposed by Council before a burial can take place.

7.3. The purchase of the Exclusive Right of Burial excludes the digging and closing of a grave or the opening and closing of the ground for burial.

7.4. Council will grant an Exclusive Right of Burial once the Council has received the prescribed fees or financial arrangements acceptable to Council have been made.

7.5. The Holder of the Exclusive Rights to Burial or their assignee can apply to Council for a duplicate Certificate of Title to Plot for any lost Certificate of Title to Plot.

7.6. Council will issue a duplicate Certificate of Title to Plot for any lost Certificate of Title to Plot to the purchaser or their assignee upon request and payment of the prescribed fee.

7.7. No person except the owner of the exclusive right of burial, may be buried within a plot without the express prior consent of the holder of the right.

> Related information:
>
> The Councill will make available to the public the size and location of the plots that are available for sale at any given time and manage the allocation of the sold plots.
>
> The Council will make available to the public any terms and conditions of burial plots for sale and whether any Exclusive Right of Burial is to be granted for a limited period.

8. Transfer of Exclusive Right of Burial

8.1. The holder of the Exclusive Right of Burial in a plot in which no burial has taken place may sell or transfer that right to any other person with the consent of Council, subject to the payment of the prescribed fee to Council.

8.2. When the holder of the Exclusive Right of Burial no longer intends to use the plot, the plot may be transferred back to Council subject to the payment of the prescribed fee to Council. Plots that have been sold back to the Council, may be resold by Council.

9. Lapse of Exclusive Right of Burial

9.1. When an application is made to buy the Exclusive Right to Burial in any plot and the payment of the prescribed fee is not made in full within the period determined by Council, it may extend the period of payment or determine that the application has lapsed.

9.2. If the application has lapsed, the Exclusive Right to Burial will revert back to Council with no entitlement for refund of the purchase price.

10. Fees

10.1. Council may, pursuant to section 150 of the Local Government Act 2002, prescribe fees for all the services for the operation and maintenance of cemeteries controlled by Council.

10.2. Except as provided for in clause 18 of this Bylaw, burials will only take place when the Exclusive Right of Burial has been completed. This requires payment of all the prescribed fees or suitable financial arrangements that are acceptable to Council.

10.3. An out of District fee shall be payable where the burial is of a deceased person not permanently residing within the boundaries of the Gisborne District for at least twelve months prior to date of death.

10.4. Notwithstanding clause 10.3 of this Bylaw, the out of District fee does not apply to children under the age of 12 months and stillborn children.

10.5. Notwithstanding clause 10.3 of this Bylaw, Council may apply its discretion to the requirement for the appropriateness of out of District fees.

Related information:

There are many operational considerations that affect the applicability of out of district fees, including length of a person residing in the District and practical situations, such as temporary absences of short duration from the district. These will not detract from the permanency of residence and the Cemetery Manger will apply discretion to determine the appropriateness of out of district fees.

Part 2: Burial Warrants

11. Requirement

11.1. No burial can take place in any cemetery without a burial warrant for that purpose, obtained by the funeral director or other person having the management or control of the burial from Council and presented to Cemetery Officers as authority for burial.

12. Application and Issue of Burial Warrant

12.1. A person requiring a burial warrant must apply to Council on the approved form of application for a burial warrant as issued by Council.

12.2. A burial warrant may only be issued:

a) when the ground conditions are suitable for burial; and

b) upon Council receipt of written certification as defined under Section 26 of the Births and Deaths Registration Act 1951; and

c) when financial arrangements acceptable to Council have been made, for the exclusive right of burial.

13. Suspension of Burials

13.1. Where adverse weather causes ground conditions to be unsuitable, burials may be suspended to protect public health, maintain public safety, and ensure the wellbeing of Council staff and the public, the Controller or Recovery Manager may direct the temporary suspension of burials under the Civil Defence Emergency Management Act 2002 to prevent any activity that may cause, or substantially contribute to the consequences of, an emergency.

13.2. In such cases, no burial warrants will be issued until Council is satisfied ground conditions are suitable.

14. Delivery in Advance

14.1. The application for a burial warrant must be delivered to Cemetery Officers at least eight working hours before the burial by the funeral director or other person responsible for the management or control of the burial.

Part 3: Services and Burials

15. Hours of Services and Burials

15.1. Burials at cemeteries administered by the Gisborne District Council shall take place during those burial hours as specified on Council's website and in any related Cemeteries Guide made under clause 6.1 of this Bylaw.

15.2. Except to comply with the duties of Council under Section 86 of the Health Act 1956 relating to the burial of people who have died of an infectious and/or notifiable disease, or by special arrangement with Council, burials will not take place on Public Holidays.

15.3. Funeral director or other person responsible for the management or control of the burial will consult with Cemetery Officers on burial time. Council Officers will determine the time of burial.

15.4. Burials may take place at other times by special arrangement with Council and on payment of any additional fees.

> Related information:
>
> Information on burials and opening hours of the Cemeteries can be found at www.gdc.govt.nz/services/cemeteries

16. Notice of Services

16.1. Eight working hours' notice of any burial or service must be provided to Cemetery Officers.

16.2. If such notice is not given, the burial or service may be delayed for a reasonable period of time as Cemetery Officers decide to enable Cemetery Officers to complete the necessary arrangements.

16.3. Any extra expenses incurred will be the responsibility of the funeral director or other person responsible for the management or control of the burial.

17. Responsibility for Arrangements

17.1. The funeral director or other person responsible for the management or control of the burial must ensure that the remains are in a suitable receptacle when presented for burial and ensure that all equipment associated with the burial is provided at the time of burial.

17.2. Any additional expenses incurred by Council will be the responsibility of the funeral director or other person responsible for the management or control of the burial.

18. Burial of Persons in Financial Need

18.1. In the instance, where a burial warrant cannot be issued due to the non-payment of the prescribed fees and the requirements of Part 2 have not been met, an application can be made to Council for the burial of a deceased person in financial need.

18.2. A person applying to Council for the burial of a person in financial need, must provide a declaration signed by a Justice of the Peace, certifying that:

a) Such deceased person has not left sufficient means to pay all the prescribed fees; and

b) All the prescribed fees are not covered by an Accident Compensation or Government entitlement or subsidy; and

c) The deceased person's relatives are unable or unwilling to pay.

18.3. Additional proof to confirm the declaration may be required by Council.

19. Digging of Graves

19.1. For health and safety reasons, only Cemetery Officers or assistants of Cemetery Officers or any other person authorised by Council can dig any grave in or open the ground for burial in any part of a cemetery. On request, Council can accommodate cultural supervision for those who wish to oversee the digging process.

19.2. No person other than Cemetery Officers or assistants of Cemetery Officers or person duly authorised by Cemetery Officers will fill in any grave. Backfill is permitted on request and only under supervision of Cemetery Officers.

19.3. Extra depth burials can only occur if the water table permits and ground conditions are suitable.

20. Other physical works associated with plots

20.1. Any authorised person undertaking physical works associated with any plot must obtain prior approval from Council for the physical works.

20.2. All applicable fees must be paid or arrangements for the fees that are to be paid are to be made with the Council.

20.3. The authorised person must adequately protect the surrounding plots, monuments and cemetery infrastructure and may not deposit any tools or materials on any adjacent plot, without prior approval from the holder of the exclusive right of burial to that plot, or an assignee.

20.4. All tools or materials used for the physical works must be removed as soon as practicable upon the completion of the physical works.

20.5. If any authorised person undertaking physical works fails to comply with any conditions of the approval given by the Council, the Council may revoke the approval for the physical works and remove any monument, or part thereof, that fails to meet the conditions.

20.6. The Council may remove any unauthorised physical works.

21. Burial of Ashes

21.1. With the prior approval of Council any person may scatter the ashes of a deceased person in a cemetery.

21.2. With the prior approval of Council and on payment of the prescribed fees any person may bury a container holding the ashes of a deceased person in any plot, subject to the exclusive right of burial.

22. Size of Caskets

22.1. If a casket for a child (under 12 years old) is too large for a children's burial plot, it will be buried in an adult burial plot subject to the payment of the prescribed fees.

23. Reopening of Graves

23.1. No person can re-open a grave for a further burial without the consent of the holder of the exclusive right of burial.

24. Disinterment

24.1. Where a request for a disinterment and/or reinterment is received and approved by Council, any person undertaking the disinterment must do so pursuant to section 51 and 55 of the Act and subject to the payment of the prescribed fees.

24.2. Any person undertaking an approved disinterment and/or reinterment must do so, in the presence of Cemetery Officers, a funeral director and staff and an inspector of the Ministry of Health. Any other person may only attend with prior approval of Council.

24.3. It will be the responsibility of Council to open the grave only to the extent of exposing the lid of the casket. Removal of the casket from the grave will be the responsibility of the funeral director present.

24.4. No person may use any plot from which a disinterment has taken place for any subsequent burial and no refund of the cost of the original burial or any part of that cost will be made.

Part 4: Installation, Maintenance and Removal of Monuments

25. Application for Approval

25.1. Any person wishing to install a monument in any part of a cemetery must apply on the prescribed form for Council approval to carry out such work.

25.2. The applicant must submit details of the monument design (subject to all relevant clauses in Parts 4 and any relevant conditions of Part 5 of this Bylaw), including materials and dimensions, and details of all inscriptions and their positions on the monument and pay the prescribed fee.

25.3. Applications not meeting Council requirements outlined in this Bylaw, any applicable legislation and the current New Zealand Standard: Headstones and Cemetery Monuments, may be refused.

26. Aesthetic Requirements of Council

26.1. Any person designing a monument, must design it to comply with all applicable legislation and meet the following Aesthetic Requirements:

a) Inscriptions, imagery or designs must be on the front-side of monuments only.

~~b) The maximum size for imagery or designs is 240mm x 240mm.~~

~~c)~~b) The design must not include profanity, hate speech or symbolism that denigrates or discriminates against individuals or groups, explicit images, or images associated with violence. Gang insignia is prohibited by the Gangs Act 2024. A practical assessment of what is offensive will be undertaken in regard to the relevant context provided with the proposed design.

26.2. Any person who designs a headstone, which includes wording or imagery described by clause 26.1(b~~c~~) of this Bylaw, will have their application declined by Council.

> Related information:
>
> There are also other requirements governing the design of monuments, including the New Zealand Standard: Headstones and Cemetery Monuments NZS 4242:2018. Council may also provide further guidance on how the NZ Standard applies. These standards include minimum structural design standards for any installation and renovation of monuments.

27. Construction and Installation

27.1. Any person constructing or installing a monument, must install it to meet the following requirements:

a) Only one tablet or monument will be allowed on any one grave, including extra depth burial graves, and it must be placed on the grave in a position approved by Council. A tablet may be attached to an existing monument. Monuments may only be erected within the plot boundary;

b) All monuments must be constructed of permanent materials. Council may by resolution, publicly notified determine a list of permanent materials that may be used in the construction of monuments; and

c) All monuments must be constructed in accordance with sound engineering principles and will meet the aesthetic requirements of Council as described in Part 4 of this Bylaw and subject to any relevant conditions in Part 5 of this Bylaw.

27.2. The owner of the monument will pay for the delivery and installation of monuments and will be carried out at times agreed with Cemetery Officers.

27.3. Any person, constructing or installing a monument must immediately remove from the cemetery any rubble and earth not required in the filling in of the grave or in connection with the levelling will immediately be removed. By agreement with Cemetery Officer, there may be instances where the rubble and earth not required, can be disposed of in an approved place within the Cemetery.

28. Work Practises

28.1. All persons undertaking approved physical works, will remove all tools or materials used as soon as practicable upon the completion of the physical works.

28.2. Any person mixing cement or mortar within a cemetery must do so on a proper mixing board approved by Council. Residue must be removed from the cemetery.

28.3. Any person installing or attending a monument or carrying out any other work in a cemetery must withdraw for the duration of an adjoining funeral service. Such person must also remove tools, planks and other materials which may obstruct access to an adjoining service for the duration of said service.

29. Maintenance of Monuments

29.1. The holder of the exclusive right of burial must keep all monuments in proper order and repair.

29.2. Should a monument fall into a state of decay or disrepair, or be deemed by Council to be unsafe, it may at any time be dealt with by Council pursuant to the Burial and Cremation (Removal of Monuments and Tablets) Regulations 1967. A photographic record of the monument will be taken prior to removal and retained in cemetery records.

30. Safety

30.1. Council may carry out regular audits of all monuments to ensure the health and safety of any persons or property within the cemetery boundaries.

31. Removal of Monuments

31.1. No person will be allowed to remove from a grave or plot any monument without obtaining the prior written permission of Cemetery Officers.

32. Authorisation

32.1. No person, other than Cemetery Officers, or a person authorised by Council, or under the supervision of a Council employee shall carry out maintenance and any other work in a cemetery.

Part 5: Types of Cemeteries

33. Types of Cemeteries

33.1. Council will maintain certain types of cemeteries to provide for different types of burials subject to the physical constraints of the land and other factors as relevant to the maintenance and operation of the cemetery.

Related information:

The different types of cemeteries within the district are:

-Lawn area cemeteries

-Ash berm areas

-Ash Garden Berm Areas

-Monumental Cemeteries

Further information about the location and the features of these cemeteries can be found at www.gdc.govt.nz/services/cemeteries

33.2. Certain types of burials subject to criteria are permitted within these different types of cemeteries. These are:

33.3. Lawn area cemeteries can accommodate ashes or full body burial, with the following conditions:

a) Headstone bases no higher than 150mm above the berm and will be a maximum depth front to back of 400mm.

b) The base will maintain clear space of 100mm at the front of the berm.

c) No monument including the base will be wider than 1 150mm for a single plot or 2300mm for a double width plot.

d) No monument, inclusive of its base will stand higher than 1 metre above the berm.

e) Headstone bases will allow for inserts for flower containers where this is required.

f) No grave shall be enclosed with any railing or kerbing or similar and no monument except a tablet shall be placed on any grave.

g) No person shall place on any plot any memorabilia except flowers and foliage which shall be placed in the flower containers inserted in the headstone.

33.4. Ash berm areas can accommodate ashes burial only, with the following conditions:

a) A maximum of two sets of ashes per plot.

b) The concrete based work for all monuments will not stand higher than 100mm above the berm and will be of a depth (front to back) not exceeding 250mm, length 600mm.

c) No monument including the base will stand higher than 700mm above the berm.

d) Headstone bases will allow for inserts for flower containers where this is required.

33.5. Ash Garden Berm Areas can accommodate ashes burial only, with the following conditions:

a) A maximum of two sets of ashes per plot.

b) No monument or structure other than a tablet may be placed on the berm. The tablet will be set in a position and manner approved by Council.

c) No tablet will exceed a depth of 230mm or be wider than 370mm for a single plot or 750mm for a double plot.

33.6. Monumental Cemeteries can accommodate ashes or full body burial, with the following conditions:

a) The holder of an exclusive right to burial may enclose the plot or plots allotted to him or her with kerbing. Where the allocated plots are contiguous, they may be enclosed as a single unit.

b) The kerbing of the plots in a monumental area will be constructed of permanent materials approved by Council and must not exceed a maximum height of 300mm above the ground level.

c) Monuments may be erected within the plot boundary.

34. Returned Services Areas

34.1. Areas of cemeteries may be laid out as Returned Services Areas.

34.2. Those eligible for burial there are as defined as having Operational Service as defined by Section 15(2) of the Act, or having a spouse or partner who has Operational Service under the Act.

34.3. Notwithstanding clause 34.2, the body or ashes of the spouse or partner of a returned service person may at the request of the surviving returned services partner be interred in an extra depth plot in a Returned Services Area.

34.4. Commemoration shall be as described by the Office of Veteran's Affairs.

34.5. Council may waive the prescribed fee payable for the exclusive right of burial in the Returned Services Areas. Other prescribed fees shall be payable.

35. Closed Cemeteries

35.1. Closure and Maintenance in Perpetuity. Council may apply to officially close cemeteries under Part 6 of the Act.

35.2. Council shall maintain such cemeteries in perpetuity, subject to conditions as set under Part IV of the Act.

Part 6: Memorabilia

36. Memorabilia Placed at Time of Interment

36.1. Memorabilia may be placed on graves at the time of burial.

36.2. Five days from the date of burial, Council may remove memorabilia placed on the grave to level the surface to allow grass to be sown.

37. Permitted Memorabilia

37.1. A person may only place memorabilia in a container, or containers set in recesses in the monument, or the base of the monument within the berm plot boundary to ensure maintenance of the cemetery can be carried out.

37.2. No person shall place memorabilia around the wider plot.

> Related information:
>
> Memorabilia is managed to allow for maintenance of the cemetery, so after a grave has been levelled and sown it can be necessary for Council to remove the memorabilia to allow the lawn to establish and be mowed. There are also other requirements governing the design of monuments, including the New Zealand Standard: Headstones and Cemetery Monuments NZS 4242:2018. Council may also provide further guidance on how the NZ Standard applies. These standards include minimum structural design standards for any installation and renovation of monuments.

38. Removal and Disposal of Memorabilia

38.1. Any person may remove and dispose of artificial or natural cut flowers or foliage, plants or broken or damaged receptacles that have become unsightly.

38.2. Cemetery Officers may permanently remove and dispose of memorabilia that impedes or constrains Council's ability to maintain the cemetery or causes littering, or memorabilia that has become unsightly or has been broken or damaged.

38.3. A person must not remove memorabilia from a grave without the approval of the holder of the exclusive right of burial of the plot or from cemetery officers.

Part 7: Crematoria

39. Restriction of Access

39.1. Subject to clause 40 of this Bylaw, no person shall access any crematorium and any cremation process.

40. Limited access permitted

40.1. No person, other than a person directly concerned with the deceased, and with approval from the manager of the crematorium may attend the placing of the coffin in the incineration hall in accordance with a religious ceremony.

Related information: The Cremations Regulations 1973 are applicable to all crematoria within the District.

Part 8: Vegetation

41. Vegetation

41.1. No person may plant any vegetation on any grave or within the cemetery boundaries without the prior consent of Council.

41.2. Vegetation planted in any portion of the cemetery may at any time be trimmed, removed or cut down at the discretion of Council.

41.3. A person must not disturb, damage, take or pick any cutting or flower from any tree, shrub, plant or other vegetation in any cemetery without the consent of Council.

41.4. A person must not plant, cut down or destroy any tree or shrub in any cemetery without the consent of Council.

Part 9: Vehicles

42. Hours of Entry

42.1. Unless authorised by Council, a person must not take a vehicle into any cemetery during the hours of darkness or if the cemetery is closed for visitors.

43. Traffic to Keep Roads

43.1. Within cemeteries, any person driving a vehicle must only drive on formed roads which are open to vehicular traffic and park only in designated parking areas.

44. Right of Way for Funerals

44.1. Within cemeteries, all persons driving a vehicle (other than a hearse) must yield unconditional right of way to any funeral procession.

45. Drivers to Obey Instructions

45.1. Any person driving a vehicle in a cemetery must stop or move that vehicle as directed by Cemetery Officers or other authorised officer.

46. Traffic Signs

46.1. Any person driving a vehicle in a cemetery must obey all signs or notices concerning traffic movement and parking displayed in that cemetery.

46.2. Any person driving a vehicle must not drive at a greater speed than indicated on any road within the cemetery, and in any other direction other than indicated by traffic notices.

46.3. In the absence of speed limit signs, any person must not drive a vehicle at a speed greater than 10 kilometres an hour in any cemetery.

47. Exemption

47.1. These provisions will not apply to any person driving an emergency vehicle (as defined in the Land Transport (Road User) Rule 2004) used at the time to save or protect life or health or prevent injury or serious damage to property.

Part 10: Soliciting Trade

48. Trade

48.1. With the exception of the transactions of Council employees, undertaken in the course of management of the cemetery, no person may solicit trade or advertise goods or services within any cemetery.

49. **Display of manufacturer's name**

49.1. Notwithstanding clause 48 of this Bylaw and with the consent of the holder of the exclusive right to burial in a plot a manufacturer of a monument, other than a tablet, may display his or her name in a space no larger than 50mm by 100mm on the monument.

49.2. Any person or manufacturer displaying their name will meet the Aesthetic Requirements of Council outlined in clauses 26 and 49.1 of this Bylaw and will display their name unobtrusively.

50. Photography

50.1. A person must not take any photograph or make video recordings for commercial or media purposes, at a funeral without prior approval of the Council and consent of the family or funeral director.

50.2. A person must not take any photograph or make video recordings for commercial or media purposes, of a grave without prior approval of the Council.

Part 11: Animals

51. Animals

51.1. Subject to the provisions of other Council bylaws, animals are permitted in cemeteries under the control of their owner except for the purposes of grazing. If an animal is requested to be removed from a cemetery by Cemetery staff, the owner must comply immediately.

51.2. Grazing is prohibited in cemeteries without the prior permission of Council.

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

Part 12: Conduct

52. Damage

52.1. A person must not damage, paint, write or carve on any building or monument within a cemetery or crematorium or damage property within any cemetery.

53. Interference with Services

53.1. A person must not unlawfully or improperly interfere with, interrupt or delay the carrying out of any funeral service or ceremony within any cemetery or crematorium.

54. Offensive Behaviour

54.1. Any person must not behave in a way that creates a nuisance, is offensive or that is likely to create a nuisance or is likely to be offensive. In particular, behaviour that is likely to cause damage or interrupt the operations of the cemetery.

55. Offensive Articles

55.1. No person will bring into or exhibit in any cemetery or crematorium any article that is a nuisance or is likely to be a nuisance or is offensive or likely to be offensive. This includes gang insignia prohibited by the Gangs Act 2024.

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

Part 13: Administrative Matters

56. Records

56.1. Council will keep plans of the cemeteries it controls, records of all rights of burial granted, and a record of all burials in the cemeteries. Plans and records will be open for inspection by the public at the offices of Council during normal office hours.

57. Offences and Breaches

57.1. Every person who commits a breach of this Bylaw commits an offence and is liable to pay:

a) the maximum fine set out in the Local Government Act 2002; and

b) any other penalty specified in the Act for the breach of the Bylaw.

57.2. Any person commits a breach of this Bylaw who:

a) omits or neglects to do, or knowingly permits or suffers to remain undone, anything required by this Bylaw; or

b) refuses or neglects to comply with any notice duly given under the Bylaw; or

c) obstructs or hinders any authorised officer of Council in the performance of any duty conferred upon them by this Bylaw; or

d) fails to comply with any notice or direction given under this Bylaw.

57.3. The notice issued under clause 57 of the Bylaw, must state the time within which the remedial action is to be carried out, and may be extended at Council's discretion.

57.4. Council may, in accordance with Section 162 of the Local Government Act 2002 apply for an injunction restraining a person from committing a breach of this Bylaw.

57.5. Any person undertaking or responsible for the continued existence of any work or object in a state contrary to this Bylaw will be deemed a continuing offence within the meaning of this section.

58. Removal of Works

58.1. Council may pull down, remove or alter or cause to be pulled down, removed or altered any vegetation, work, material or thing erected or being in contravention of this Bylaw or section 163 of the Local Government Act 2002.

58.2. Council may recover all costs in connection with such pulling down, removal or alteration from any person responsible for the erection or from any person permitting the continued existence of any such vegetation work material or object.

58.3. The exercise of this authority does not relieve any such person from responsibility for any penalty for erecting or permitting the continued existence of any such vegetation work, material or object.

59. Officers to Continue in Office

59.1. All officers appointed by Council under or for the purpose of the previous Gisborne District Council Cemeteries and Crematoria Bylaw version 2015 and holding office at the time of the coming into operation of this Bylaw, shall be deemed to have been appointed under this Bylaw.

60. Dispensing Power

60.1. Where, in the opinion of Council full compliance with any of the provisions of this Bylaw would needlessly or injuriously affect any person, Council may, on the special application of that person, dispense with the full compliance with the provisions of this Bylaw. In this instance, Council may impose conditions or terms that must be complied with.

60.2. Council may, however, extend, withdraw or amend the dispensation granted in terms of clause 60.1, after consideration of any representation by affected persons and if in its opinion it is justified.

60.3. Except if expressly granted otherwise, the dispensation by Council in terms of clause 60.1 is only applicable to the person it is granted.

Title: 26-41 Te Ara o Taruheru - Taruheru River Pathway

Section: Liveable Spaces

Prepared by: Patrick Ferry - Walking and Cycling Programme Lead

Meeting Date: Thursday 12 March 2026

Legal: Yes	Financial: Yes	Significance: Medium

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to:

- Share the Te Ara o Taruheru – Taruheru River Pathway Business Case (The Business Case), which has been developed by Te Ara o Taruheru Steering Group (Steering Group).
- Seek Gisborne District Council's (Council) endorsement of the new preferred Pathway Route (Partial River Pathway), and the delivery approach, so that external funding can be sought and works can commence.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

The Taruheru River Pathway (Taruheru Pathway) is a long-standing Council priority included in successive Long Term Plans. In the 2024-27 Three Year Plan, Council allocated $2.5M to progress the project from Mitre 10 to the Botanical Gardens.

Since the adoption of the Three-Year Plan, the Steering Group, comprised of Council staff, Tapuwae Tairāwhiti Trails Trust members, and Morehu Pewhairangi (Te Whānau a Iwi, Te Aitanga a Māhaki), has overseen development of the Taruheru Pathway's route and delivery approach.

The Steering Group has prepared The Business Case (Attachment 1), which demonstrates that the Taruheru Pathway delivers significant return on investment as a community asset and identifies alignment with a wider range of funders and partners.

The Business Case shows Council and its partners can deliver a high-value, more affordable pathway by adjusting the pathway route and staging approach.

Of greatest note is that The Business Case:

- Identifies a new preferred pathway route (see Attachment 1 - Route Option 5) with significant cost-benefit returns. Including a mix of on-road and off-road sections, the new route has reduced the project's capital cost from $33.6M to $15.7M, with lower lifetime costs as well.
- Demonstrates a return on investment of $251.8M, or $13.50 of benefits for every $1 invested. This positions the project as a strong prospect for external funding partnerships.
- Recommends a staged delivery approach, sequenced in line with confirmed funding and delivery capacity.
- Proposes a mixed funding model, utilising the already allocated Three-Year Plan budget and seeking additional funding partnerships to deliver.

Importantly, The Business Case shows that the pathway benefits more than just the people who will use it. About half of the measured benefits relate to wider community outcomes. These include better public health, safer access to education, stronger social connection, lower transport costs and improved resilience. This confirms the project delivers substantial social, economic, and wellbeing benefits for the whole Tairāwhiti community.

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. Endorses the new preferred Taruheru River Pathway Route - Partial River Pathway.
2. Endorses a flexible, staged delivery approach enabling delivery of the pathway in sections as funding becomes available, for example, from West to East.
3. Endorses the Steering Group to seek external funding to support the pathway's delivery.

Authorised by:

Michele Frey - Director Liveable Communities

Keywords: Taruheru River Pathway, Taruheru River, Walking and Cycling, Active Travel

BACKGROUND - HE **WHAKAMĀRAMA**

Taruheru Pathway inclusion in Council planning

1. The Taruheru Pathway has been included in Council Long Term Plans (LTP) since 2009.
2. A feasibility study outlining route options was presented to Council in 2017 (Report 17-133). Multiple pathway routes and design options were identified.
3. Council subsequently commissioned Stantec to develop a business case (2024 Business Case) to assess pathway options, recommend a preferred route, and support an application for co-funding through Waka Kotahi's National Land Transport Fund (NLTF).
4. The preferred route identified in the 2024 Business Case was a *Full River Path*, combining a raised boardwalk in the river corridor and concrete pathways with an estimated cost of $33.6M.
5. The Taruheru Pathway was allocated $2.5M through Council's Three-Year Plan 2024–2027 (3YP).
6. The draft 2024 Business Case was used to support an application to Waka Kotahi to complete a further Business Case and fund Stage One ($9.5M). Funding was not awarded through the National Land Transport Fund (Report 24-275) due to misalignment with Waka Kotahi's Investment Prioritisation Method.
7. Tapuwae Tairāwhiti Trails Trust (Tairāwhiti Trails) presented a deputation to Council on 22 February 2024, outlining the priority and benefit of the Taruheru Pathway and their desire and capacity to assist in its planning and delivery.
8. In June 2024, Council partnered with Tairāwhiti Trails to jointly progress the Taruheru Pathway under a Memorandum of Understanding (MoU). The Steering Group was established in October 2024 to progress the project.
9. Steering Group goals as set out in the MoU are:
    - Achieve agreement for Te Ara o Taruheru, a path for active travel, broadly following the Taruheru River.
    - Create Te Ara o Taruheru, ensuring the trail development is achieved in a cost-effective and sustainable way, but is also fit for purpose.

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

Review of the 2024 Business Case

10. The Steering Group reviewed the 2024 Business Case to identify the key issues facing Taruheru Pathway delivery:
    a) The full river pathway option, once fully costed in the 2024 Business Case, had an expected cost of $33.6M. This raised questions about the project's funding feasibility.
    b) The 2024 Business Case was developed primarily to meet Waka Kotahi's investment framework. As a result of focusing on the benefits recognised in that framework, it did not fully capture wider community, wellbeing, and placemaking outcomes. This limited its applicability to funding approaches beyond Waka Kotahi.
    c) Because the range of pathway benefits was under-represented, a supplementary business case was required to better support engagement with a wider range of potential funding partners.

Development of a supplementary Business Case (The Business Case)

11. The Business Case (Attachment 1) was developed to:
    a) Explore the pathway route options and staged delivery options enabling a flexible construction approach.
    b) Identify and value the pathway's wider benefits, including broader social, health, resilience, and community benefits.
    c) Illustrate alignment with a wider range of funding partners and outcomes.
12. Full rationale and detail on the assessment of the different pathway route options is provided in sections 5.2-5.6 of The Business Case.
13. The Business Case identifies the Partial River Pathway as the preferred route, based on its alignment with the investment pillars and overall deliverability.
14. The Partial River Pathway route (Figure 1) comprises a combination of on-road separated cycleways or widened footpaths and off-road concrete pathways. This map is attached in large format (Attachment 2).
15. The 4.5 km Partial River Pathway runs from Campion Road to Derby Street via Nelson Park, Stanley Road Bridge, Aberdeen Road, under the Roebuck Road Bridge and through the Botanical Gardens. A proposed development on Dalrymple Road may impact one section of the route. The alignment variation shown in Figure 1 identifies an alternative route, subject to the outcome of this development.

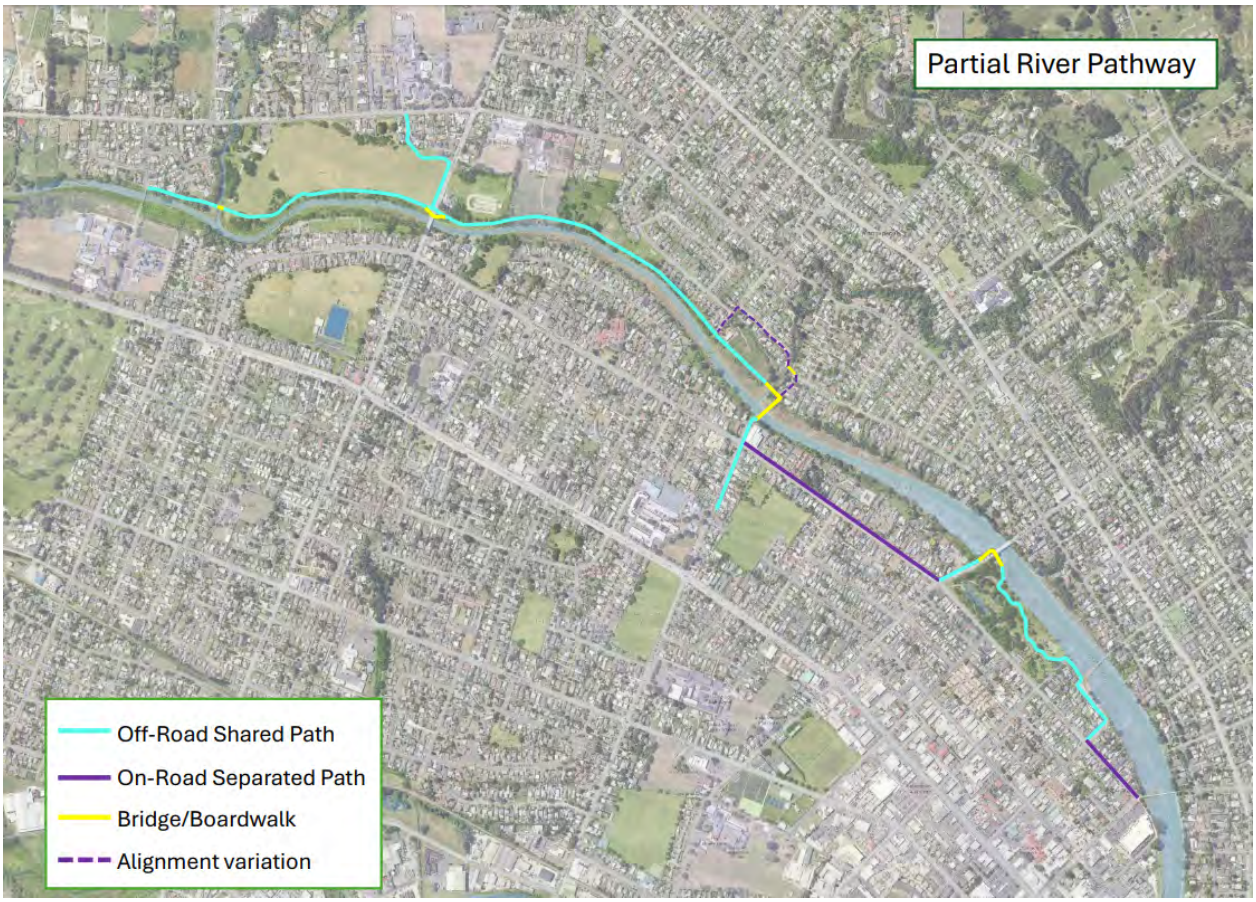


Figure 1: Partial River Pathway

Key findings from The Business Case

16. The Business Case provides updated technical, financial, and social evidence to support a preferred delivery approach, and its key findings are:

    a) The Partial River Pathway Route delivers comparable benefits to the Full River Path at around half the cost.

    b) Estimated capital cost is $15.7M, compared with $33.6M for the full river path option (note: this was reduced to ~$24M through limiting boardwalk to one section and reducing width to 3M).

    c) Cost–benefit analysis indicates $13.50 of benefit per $1 invested, with benefits evenly split between pathway users and wider community outcomes, demonstrating significant value for all of Tairāwhiti (see Attachment 1 – Section 5.8).

    d) User demand data demonstrates strong and growing local use of existing pathways.

    e) Aberdeen Road alignment reduces flood, ecological, and maintenance risk.

    f) Community, wellbeing, resilience, and placemaking benefits are significantly stronger than in the 2024 Business Case.

    g) Staged delivery enables early benefit realisation while funding is pursued.

    h) Flexible staging improves funder confidence and deliverability.

17. Several contingency designs were developed as part of The Business Case background work. However, they were not included in the preferred pathway selection but remain viable alternatives depending on funding availability.

Financing a flexible, staged delivery

18. Flexible, staged delivery is recommended to enable construction to begin with the current allocated funding while further funding is sought.

19. This encourages early benefit realisation while demonstrating confidence in the proposed pathway for other funding partners.

20. Flexibility within the staged delivery allows the Steering Group to focus first on the stages that deliver the greatest community benefit, while promoting effective spending of available funding.

Endorsement required to progress delivery

21. The completion and endorsement of The Business Case is a necessary milestone to progress the Taruheru Pathway.

22. Endorsement enables the governance group to proceed with the next stages with confidence and direction, with the goal of some benefit realisation within the Three-Year Plan timeline.

23. Endorsement gives confidence to potential funders that Council continues to support this key project, encouraging further support.

Decision 1: Route of the Taruheru Pathway

24. Council is asked to endorse the Route of the Taruheru Pathway.

25. The Steering Group has evaluated five route options through updated cost analysis, multi-criteria assessment (MCA), risk profiling, and benefit modelling.

26. The reasonably practicable route options were identified and assessed in terms of their advantages and disadvantages. The options in Table 1 represent the realistic choices available to Council at this decision point.

Table 1: Route Endorsement Options

Governance Option	Description	Advantages	Disadvantages
Governance Option 1: Endorse Partial River Pathway *(Recommended)*	Mixed on-road/off-road alignment. Estimated capital cost: ~$15.7m	• Strong alignment with investment pillars • High benefit–cost ratio (13.5:1) • Lower flood and maintenance risk • More feasible within foreseeable funding constraints • Strong overall deliverability	• Less continuous river-edge experience in some sections • Requires careful design for on-road components
Governance Option 2: Defer Route Endorsement	Further technical and engagement work is required	• Allows for additional investigation and engagement • Enables refinement of options	• Additional time and cost • Delays funding applications • Delays benefit realisation • Risk of project fatigue

Recommended Governance Option (Partial River Pathway).

27. Governance Option 1 - Partial River pathway (Figure 1) is recommended as the preferred route. It provides the strongest balance of benefit realisation, affordability, resilience and deliverability.

28. The Partial River Pathway delivers comparable community benefit outcomes compared to higher cost options at about half the capital cost, reduces flood and maintenance risks, and can be staged to align with funding availability. On this basis, it represents the strongest overall value-for-money option.

29. Key benefits of the Partial River Pathway:

    a) Delivers high levels of community, safety, and wellbeing benefits.

    b) Achieves strong alignment with the adopted investment pillars.

    c) Has a substantially lower capital and maintenance cost than the full river option, $15.7M vs $33.6M (~$24M through adjusted design).

    d) Mitigates flood and resilience risks through adjusted route alignment and durable and sustainable material use.

    e) Endorsement enables implementation to achieve the goals set in the Tairāwhiti 2050 Spatial plan, as indicated in the 3YP.

    f) Endorsement enables implementation of the Active Travel Strategy and Regional Land Transport Plan through a funded, deliverable corridor.

    g) Improves deliverability within current and foreseeable funding constraints.

    h) Provides flexibility to adapt to future funding and development opportunities.

Decision 2: Delivery and Sequencing Strategy of the Taruheru Pathway

30. The Business Case focused its formal multi-criteria analysis on route selection. However, the Steering Group also considered delivery sequencing through funding analysis, staging cost estimates, resilience considerations, and risk evaluation.

31. A decision is required as to the method of delivery: fundraising and delivery of the full pathway, or funding and delivery in stages (the preferred option).

32. A staged funding and delivery model enables construction to commence using allocated funds while additional funding is secured. It accelerates benefit realisation, strengthens stakeholder confidence through visible progress, and reduces risk exposure by aligning sequencing with funding availability.

33. A fundraise-first model delays construction until full funding is secured. Although it enables complete delivery, it increases risk exposure through extended timeframes, potential cost escalation, project fatigue, and heightened funder uncertainty.

34. These considerations are detailed in section 6.6 of The Business Case and summarised below (Table 2) for Council's endorsement.

Table 2: Delivery Strategy Options

Governance Option	Description	Advantages	Disadvantages
Governance Option 1: *Fundraise First, Then Deliver the Full Pathway*	Full pathway delivered once all funding is secured.	• Full benefit realisation once complete • No interim disconnection	• High risk of delay • Funding and benefit delivery uncertainty • Extended period with no visible progress • Project fatigue
Governance Option 2: *Flexible Staged Delivery* (Preferred)	Construct Taruheru Pathway in flexible stages as funding becomes available	• Enables early delivery while funding is sought. • Early and ongoing benefit realisation • Manages funding uncertainty • Supports fundraising confidence • Reduces project fatigue • Allows adaptive sequencing	• Does not guarantee full funding • Uncertain time between stages • Disconnected stages could lead to slower uptake in users

Recommended Governance Option: Flexible Staged Delivery best manages financial, delivery and reputational risk

35. The flexible staged delivery approach (Governance Option 2) best manages funding uncertainty while enabling early benefit realisation and visible progress. It reduces the risk of prolonged delay associated with full pre-funding and supports adaptive sequencing as funding becomes available.

36. Flexible delivery allows a portion of the pathway, with simpler design requirements, to be constructed using the current funding. Elevating benefit realisation by delivering significant community benefits through connection to schools and other educational facilities.

37. The flexible, staged delivery approach is recommended because it:

- Allows a portion of the pathway with high community benefit to be delivered using the allocated funding.
- Enables construction to continue when further funding is secured for individual stages.
- Demonstrates progress to funders and the community.
- Reduces project fatigue and loss of confidence.
- Allows sequencing to respond to funding availability and site constraints.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o **NGĀ** HIRANGA

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

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

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

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

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

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

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

39. The Taruheru River is central to the identity of Tūranganui-a-Kiwa. Broadly following the river, which is a significant location for tangata whenua, stakeholders and our wider community, the Taruheru pathway is likely to be utilised by large numbers of individuals and groups from local communities and the wider district.

40. Development of the Taruheru Pathway will garner public interest. Appropriate levels of partnership, engagement and communication have been considered in accordance with Council's Significance and Engagement Policy.

TREATY COMPASS ANALYSIS

41. Where Council undertakes significant decisions in relation to land or a body of water, Section 77(1)(c) of the Local Government Act 2002 requires Council to consider the relationship of Māori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga.

42. The Taruheru Pathway meets this relationship test and, as the matters are significant to tangata whenua, Council has sought tangata whenua input.

43. Engagement between Te Runanga o Turanganui a Kiwa (TROTAK) and Tairāwhiti Trails acknowledged that this area holds shared mana whenua connections of Te Whānau a Iwi (hapū of Te Aitanga a Māhaki) and Ngāi Tāwhiri (hapū of Rongowhakaata).

44. Council has independently approached Te Aitanga a Māhaki and Rongowhakaata Iwi Trust (RIT) regarding this project. No formal response was received from either iwi.

45. However, through the engagement with Tairāwhiti Trails, Morehu Pewhairangi (Te Whānau a Iwi, Te Aitanga a Māhaki) was recommended and invited to join the Steering Group for participation in design and decision-making.

46. Council and the Steering Group will continue to seek tangata whenua participation with the intention that the pathway reflects the significance and history of the awa, and that appropriate and partnered decision-making is provided for.

Kāwanatanga

47. Since the establishment of the Steering Group, Morehu Pewhairangi has been an active member, participating in decision-making and providing guidance around Te Whānau a Iwi and Te Aitanga a Māhaki's aspirations for this pathway.

48. Continued engagement with tangata whenua is desired and planned through the next phases of the project, informing design and historic storytelling.

49. Ngāi Tāwhiri and Rongowhakaata do not have direct representation on the Steering Group, however this is still desired, and the Steering Group will continue to provide updates through continued engagement with TROTAK.

Rangatiratanga

50. Council and Tairāwhiti Trails have engaged and invited iwi and hapū to contribute to the development of the Taruheru Pathway.

51. Tangata whenua are represented on the Steering Group and directly involved in the decision-making process, assessing how well each option aligned with cultural values and aspirations.

52. The Taruheru River is a significant location in Tairāwhiti, and the Steering Group intends that the history of this awa be told through visual storyboards, co-designed between tangata whenua and Heritage Tairāwhiti.

53. A narrative history of the Taruheru River will provide learning opportunities for tamariki and rangatahi and the wider community.

Oritetanga

54. The Taruheru River is a significant taonga for Tairāwhiti, yet many parts of the river remain hard for people to access.

55. The Taruheru Pathway aims to help restore equitable access to the awa. It will support social and community connection, strengthen cultural knowledge and create whānau friendly spaces.

56. It was indicated that for Te Whānau a Iwi, enabling tamariki and rangatahi to learn about the cultural history of the awa is a key outcome of the pathway.

57. The Regional Land Transport Plan 2024-2034 identifies that Māori are disproportionately affected and overrepresented in the statistics regarding community safety on Tairāwhiti's roading and pathway network.

58. Improving equity of access is a core outcome. This includes providing safe access for all active travel modes and improving safe connections between communities and their opportunities.

Whakapono

59. The Taruheru Pathway seeks to restore access to a significant historical space. It supports storytelling, historical learning opportunities, and social connections, which tangata whenua identified as a key aspiration for the pathway.

60. Tangata whenua presence on the Steering Group has strengthened understanding of the Taruheru vision and history, and this guidance has helped shape project decisions.

61. Regular updates to iwi and hapū aim to build trust that their aspirations are being incorporated as part of the design and decision making.

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

62. In April 2024, Tairāwhiti Trails engaged with Te Runanga o Turanganui a Kiwa (TROTAK) as well as members of Rongowhakaata Iwi Trust to understand how they wanted to be involved in the Taruheru Pathway project.

63. Morehu Pewhairangi (Te Whānau a Iwi, Te Aitanga a Māhaki) was recommended to sit on the Steering Group and is actively engaged in the project, providing guidance and keeping iwi and hapū updated on progress.

64. Continued engagement through the next stages of design and delivery is a Steering Group priority and will be actioned following endorsement of The Business Case.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

65. Community consultation through the Long Term Plan process led to the Taruheru Pathway being included and funded in the Three-Year Plan 2024-2027.

66. Since the partnership was formalised in June 2024, Tairāwhiti Trails has carried out informal engagement with the community. Feedback is positive and shows strong interest in a pathway along the river.

67. Heritage Tairāwhiti runs monthly walking tours along the Taruheru and City Rivers Pathways with around 180 participants over the last eight months.

68. While feedback to date has been generally positive, some residents might raise questions about sequencing and local impacts. These will continue to be addressed through targeted engagement during design and delivery.

69. A communications strategy was drafted with Council's Communications Team. It suggests four key stages:
    - Council Endorsement: After the endorsement of the three recommendations, a media release is likely. Engagement will begin with potential funders and continue with tangata whenua and key stakeholders.
    - Funding development: Engagement will be designed to inform funding confidence and design refinement.
    - Design and delivery: Through detailed design, full impacts will be clarified and will inform engagement through this phase and implementation.
    - Implementation: engagement will focus on property-specific effects, construction impacts and will assess changes.
70. Specific, staged engagement supports clear communication by ensuring that discussion occurs once impacts are fully understood. This helps avoid miscommunication and reduces community project fatigue.

Stakeholder engagement

71. The Steering Group have engaged with key external stakeholders, including CCS Disability, Gisborne BMX Club, EIT Rural Studies Campus, land developers and Trust Tairāwhiti.
72. These key stakeholders continue to work closely with the Steering to ensure outcomes are aligned and mutually beneficial.
73. Ongoing engagement with key stakeholders and affected landowners will occur throughout the next stages of the project.
74. Trust Tairāwhiti has been engaged in multiple capacities for this project, both through the Steering Group and Tairāwhiti Trails. Senior management is being kept up to date on the progress of the pathway project.

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

75. A safe, dedicated shared pathway will provide an opportunity for residents and other users to choose alternative, active modes of transport helping to reduce carbon emissions.
76. Report 20-92 highlighted that during the COVID-19 lockdown, many residents, given the lack of vehicles on the roading network, chose to cycle as their mode of travel.
77. The cycling levels have since declined as traffic volumes increased, suggesting that safer pathways separated from vehicles support greater uptake in active travel.
78. The project has considered the impacts of ongoing severe weather events and how the pathway's alignment can be made as sustainable and resilient as possible.
79. The Steering Group have worked with Council's Rivers Team to understand the ongoing risks associated with these events and has sought to mitigate through pathway alignment and design.
80. Alternative construction materials are being explored to increase sustainability and to reduce the carbon output during construction.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

81. Through the Three Year Plan 2024-2027, Council has allocated $2.5M to continue the pathway from the current endpoint at Mitre 10.
82. This funding was intended to make up 75% of the local share, with the remainder of the intended budget coming from NZTA Waka Kotahi. This was not awarded.
83. The recommended preferred pathway has an estimated capital cost of $15.7M.
84. The Steering Group are not asking Council to increase its contribution at this stage. The Business Case will be used to approach other potential funders.
85. A multi-agency funding strategy is recommended because it supports the flexible delivery approach. It enables continued fundraising and staged construction as funding becomes available.
86. Whole-of-life costs, including renewal and repairs following significant weather events, have been considered in the Business Case. Ongoing asset management planning will be required to manage long-term maintenance and renewal within existing budgets.
87. Maintenance costs are estimated at $22,000 per year and are intended to be met from Council's existing transport maintenance budget. The Steering Group is also investigating sustainable construction materials to reduce the maintenance requirements.
88. A multi-agency funding approach and flexible, staged delivery mitigate the risk of funding shortfall, demonstrating early benefits will help build funder confidence.
89. If external funding is not secured, delivery will be limited to the stages that can be funded and provide the highest community benefit, unless Council chooses to reconsider future funding through Long Term Plan processes.

Legal

90. An easement is required through land owned by Eastern Institute of Technology (EIT). EIT leadership has expressed support for the pathway and is currently reviewing a draft easement document. Council, EIT and the Steering Group will continue to progress this easement through the next phase of the project.
91. The pathway passes a leased block of Council land. While supportive, the lessee continues to work with the Steering Group toward mutually beneficial outcomes.

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

92. The alignment of the project with local, regional and national policy is assessed in section 3.5 of The Business Case.

RISKS - **NGĀ TŪRARU**

93. The Taruheru Pathway is a multi-stage infrastructure project. As with other linear corridor projects, there are risks across funding, delivery, environment, community confidence, and long-term operation. The Business Case identifies these risks and outlines mitigation actions already underway, including specialist technical inputs, staged costing, demand validation, and engagement activities.

94. For this Council decision, the key question is whether the recommended route and delivery approach manage Council's organisational exposure appropriately. The recommended approach includes built-in protections: staged delivery tied to confirmed funding, no unfunded commitments, staged approvals before construction, and continued engagement aligned to decision points.

95. Table 3 summarises the key risks, the mitigations that have been undertaken, and intended mitigations. A risk register, including likelihood/impact ratings, is provided in section 8.5 of The Business Case.

Table 3 - Key Risks and Mitigations

Risk Category	Risk to Council	What this Means in Practice	Mitigation Measures	Residual Exposure
Financial	External funding not secured for later stages	Council may only be able to deliver part of the pathway within current funding	Flexible staging; multiple funders; no unfunded commitments; prioritise high-benefit stages	Partial delivery unless future funding is secured
	Construction cost escalation	Higher costs may reduce scope or delay stages	Updated estimates; contingencies; stage approvals; value engineering	Moderate
	Higher-than-forecast maintenance and lifecycle costs	Increased long-term operating and renewal pressure	Lifecycle costing; durable materials; integration into AMP	Low–Moderate
Environmental / Climate	Flooding, erosion, and climate damage	Asset damage and service disruption	Resilient alignment; Rivers Team input; durable materials; alternative alignments	Low–Moderate
	Impacts on sensitive habitats and vegetation	Consent conditions, delays, or public concern	Early ecological input; alignment refinement; construction management plans	Low–Moderate
Regulatory	Resource consent or statutory approval delays	Programme and cost impacts	Early regulator engagement; clear consent strategy; staged consenting	Moderate

Risk Category	Risk to Council	What this Means in Practice	Mitigation Measures	Residual Exposure
Delivery	Delays or gaps between stages	Loss of momentum and delayed benefits	Phased delivery plan; governance reporting; prioritisation of high-value stages	Moderate
	Land access or easement delays	Re-sequencing or redesign required	Early negotiation; staged approvals; legal documentation progressed early	Low–Moderate
	Construction disruption to neighbours and traffic	Complaints and local opposition	Traffic management plans; staged works; clear communications	Low–Moderate
Safety	Perceived personal safety reduces use	Lower uptake and reduced benefits	CPTED design; lighting/visibility; community engagement	Low–Moderate
Reputational	Perception the project benefits only a small group	Public criticism of expenditure	Evidence of community-wide benefits; transparent reporting	Low–Moderate
	Localised opposition in specific areas	Delays or redesign	Targeted engagement; design mitigation; staged flexibility	Low–Moderate
Mana Whenua	Insufficient or poorly timed engagement	Loss of trust and reputational harm	Partnership governance; staged engagement; tangata whenua-led elements	Low–Moderate

96. The residual risk profile is considered manageable for a staged community infrastructure project, provided Council maintains clear governance controls:
    - no unfunded commitments
    - stage-by-stage approvals
    - clear accountability for asset ownership and maintenance
    - engagement aligned to decision points and known effects.
97. The Business Case (Attachment 1, section 8.5) contains the detailed risk register and the risk mitigation work completed to date.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
12 March 2026	• Begin Stage 2: Funding development.	• Endorsement of the above options will conclude the development phase, enabling the Steering Group to proceed to the funding and delivery phase.
2026 - 2027	• Steering Group leading fundraising. • Ongoing mana whenua engagement. • Information paper to Council on funding outcomes and final delivery approach.	• Endorsement of the above options will provide direction for the Steering Group to engage funders and key stakeholders on development and implementation. • Delivery milestones and timeline of actions will be influenced by funding outcomes.

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Te Ara o Taruheru - Taruheru River Pathway Business Case [26-41.1 - 70 pages]
2. Attachment 2 - Partial River Pathway - Map [26-41.2 - 1 page]

Te Ara o Taruheru – Taruheru River Pathway

Single Stage Business Case

March 2026

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

TAPUWAE
TAIRĀWHITI
TRAILS

Table of Contents

1. EXECUTIVE SUMMARY

Te Ara o Taruheru - Whakahono Hapori

The Taruheru River Pathway - connecting communities

For centuries, the Taruheru River has been at the heart of Tūranganui-a-Kiwa Gisborne. Now we have an opportunity to transform this natural asset with a **vibrant, connected pathway** that serves our people and our future.

The Taruheru River Pathway will provide safe and accessible walking, cycling and wheeling connections along the awa. Connecting west to east neighbourhoods, the Taruheru River Pathway forms **the backbone of Gisborne's active travel network,** enabling people to move easily between home, school, work, and community.

The Taruheru River Pathway is the crucial next link in the active travel route that encircles the city, with the vison of connecting this pathway with Midway Beach and Te Oneroa Walkway, **improving safety, reducing transport costs, and enabling everyday participation in education, employment, and social life.**

Why The Taruheru River Pathway Matters

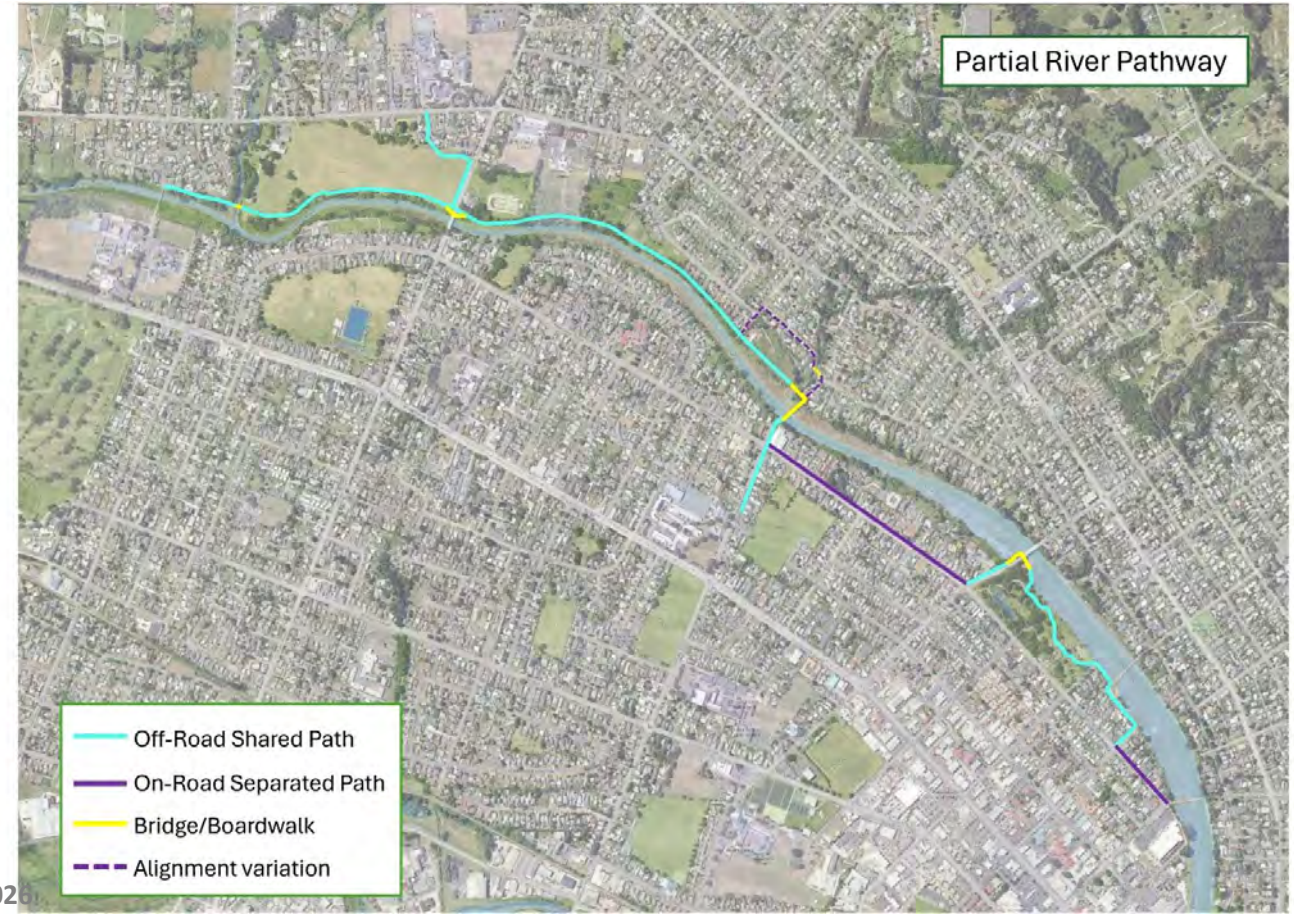
Almost half of Gisborne's population lives within a five-minute bike ride of the Taruheru river corridor. Yet today, west–east active travel routes are fragmented, unsafe, and inaccessible for many. The pathway addresses this gap by unlocking a key active transport route providing a protected, healthier alternative to motorised travel, reducing reliance on cars and opening a desirable social recreation area. It's not just a path—it's a lifeline for safer travel, improved wellbeing and stronger community connections. With current elevated living costs, this infrastructure functions as a social and economic equaliser.

What's proposed

The proposed Taruheru River Pathway is a **safe, accessible, pathway** running along the Taruheru River, **from Derby Street to Campion College**. It would enable a range of uses including walking, cycling and wheeling, and support commuter and recreational travel alike.

The route would be a mixture of off-road concrete pathway, widened footpaths, and on-road separated cycleways.

Figure 1: Preferred Pathway



A long time in the making

A Taruheru river walkway has been discussed since the 1960s and a part of Council's long-term plans since 2009.

Earlier feasibility work identified a full riverside pathway route option with a capital cost in the order of **$33 million**. External funding was not awarded for stage one of this pathway route option, and the subsequent Memorandum of Understanding with the Tapuwae Tairāwhiti Trails Trust (TTT) prompted a review of the previous work to explore more feasible pathway route options while retaining the active transport, wellbeing and connectivity benefit outcomes.

Positive development adds demonstrable value

This supplementary business case identifies a preferred pathway and significant improvements on benefit-cost ratio. The new pathway, consisting of a mix of on-road and off-road pathway route options, has reduced the expected capital cost to **$15.7 million**, and lowered lifetime costs. During business case development, several risks identified in earlier studies have been mitigated.

The new pathway proposal is financially affordable, scalable, and well aligned with Council's long-term investment capacity, while delivering exceptionally strong value for money relative to its cost.

Partnership and Progress

Council and the Tapuwae Tairāwhiti Trails Trust (TTT) have partnered closely to advance this project, ensuring it reflects community aspirations and cultural values. The pathway will tell the stories of the awa, honouring its significance while creating a safe space for all ages and abilities.

The Funding Approach

The Taruheru River Pathway represents a moderate-scale but high-value infrastructure investment with an estimated capital construction cost of **$15.7 million** for the preferred Pathway route option 5 alignment. This cost includes a 30% contingency and 20% allowance for professional services, reflecting the project's current level of design maturity.

When assessed over a 40-year asset life, the present-value whole-of-life cost is approximately $18.6–$18.7 million, inclusive of ongoing maintenance and renewals.

The project will be funded through a **multi-source funding model** including direct Council capital contributions, partnership funding from community funding partners and potential targeted applications to the National Land Transport Fund (walking and cycling activity class). This diversified funding approach reduces reliance on any single funding stream, improves resilience to funding uncertainty, and aligns with Council's already committed funding through the Three-Year Plan.

Delivery Approach

A key strength of the preferred pathway route option is its ability to be delivered in stages, allowing construction to be sequenced in line with confirmed funding and delivery capacity. Staging enables early delivery of high-use sections, spreads capital expenditure over multiple years, and reduces financial risk while still realising immediate benefits. This approach also provides **flexibility** to respond to future funding opportunities, adapt to suit budget constraints and to integrate delivery with other Council infrastructure programmes.

Stage 1 | Campion Bridge to Dalrymple Road	**$6.87m**
Stage 2 | Mitre 10 to Roebuck Road	**$2.08m**
Stage 3 | Roebuck Road to Stanley Road	**$4.42m**
Stage 4 | Stanley Road to Dalrymple Road	**$2.35m**

A Transformational Investment

Robust Cost-Benefit Analysis demonstrates that the pathway delivers exceptional returns. Improved health outcomes from increased activity, better educational and cognitive outcomes for school-aged users, enhanced resilience, and wider economic benefits together generate an estimated return of **$251.8M,** representing **$13.50 of benefits for every $1 invested**, even when whole-of-life costs are included.

Of this, $6.91 from every dollar spent accrues as benefits to the users of the pathway, while a further $6.59 per dollar spent accrues in spillover benefits to the broader community.

Figure 2: Estimated benefits for each dollar invested

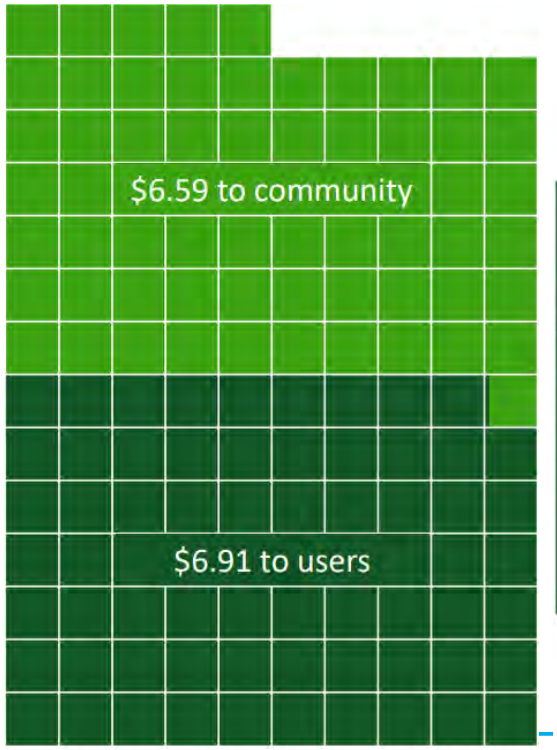


Figure 3: Overview of benefits

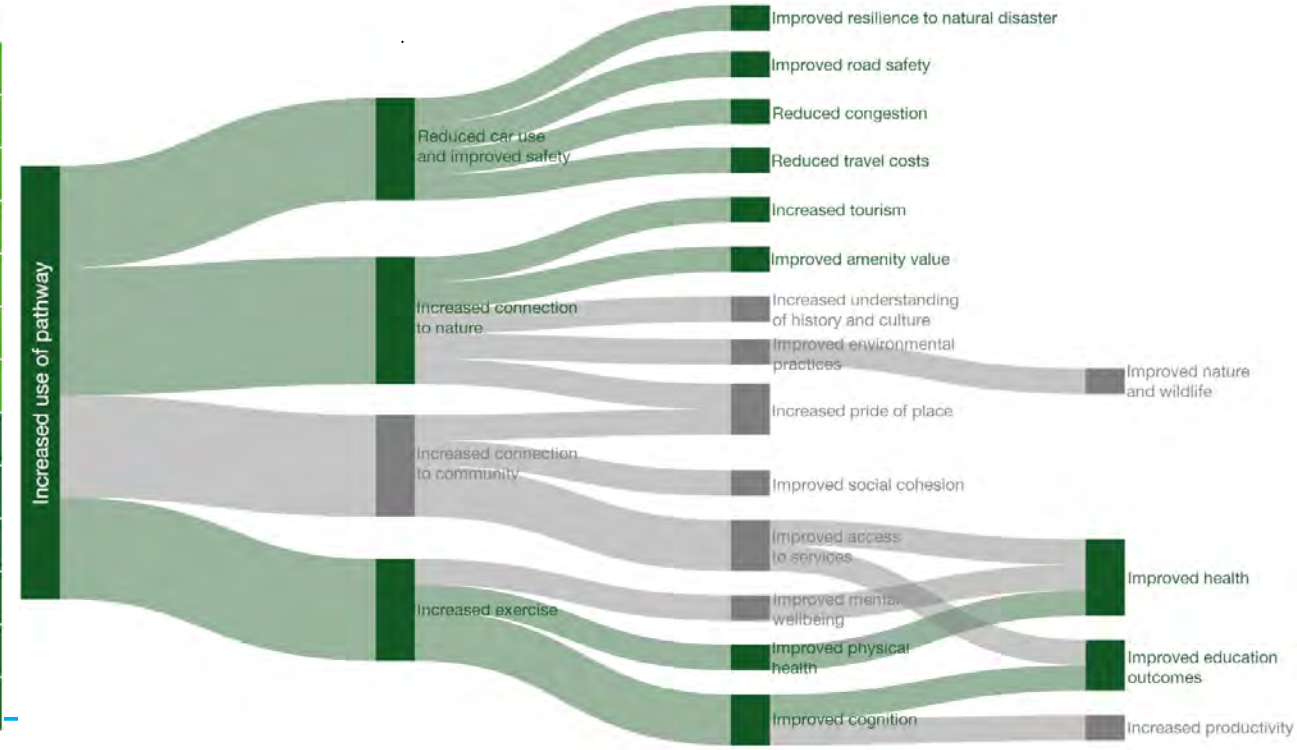


Table 1: Monetised benefits by Trust Tairāwhiti's Wellbeing Framework Muka:

Hapori (community) benefits Improved health | Improved road safety | Improved resilience to natural disasters	$202.1m
Mātauranga (knowledge) benefits Improved cognitive skills	$32.6m
Ōhanga (economic) benefits Reduced travel costs | Increased tourism	$11.8m
Taio (environmental) benefits Reduced emissions | Improved amenity value	$3.1m
Tūhono (relational) benefits Reduced congestion	$2.7m

Outcomes for Tairāwhiti

The business case demonstrates that delivery of the Taruheru River Pathway will generate wide-ranging and enduring outcomes for the region:

Economic & Urban Regeneration

- Sustainable transport link reducing household cost-of-living pressures.
- Improved access to employment, training, and the CBD.
- Increased local business activity and visitor spending.
- Support for housing intensification and sustainable urban growth.

Community Connection & Social Cohesion

- Connecting neighbourhoods through continuous public space along the awa.
- Strengthening links between communities, schools, parks, and the city centre.
- Reducing social isolation and enhancing civic pride and place identity.

Health & Wellbeing

- Increased physical activity and improved mental wellbeing.
- Reduced long-term healthcare costs.
- Strong health gains in communities with low current participation.

Education & Youth Development

- Safer access to schools and tertiary campuses.
- Improved learning, attendance, and cognitive outcomes.
- Greater independence for rangatahi and long-term intergenerational benefits.

Resilience & Emergency Preparedness

- Integration into a resilient, connected active travel network.
- Improved evacuation and movement routes during emergencies.
- Reduced reliance on private vehicles during disruptions.

Kaitiakitanga & Environmental Stewardship

- Strengthened guardianship of the Taruheru Awa.
- Reduced emissions through mode shift.
- Support for biodiversity, restoration, and mana whenua leadership.

Safety, Access & Inclusive Mobility

- Safer, protected routes for walking, cycling, and wheeling.
- Improved accessibility for all ages and abilities.
- More equitable access to essential services and opportunities.

The Taruheru River Pathway is more than just infrastructure. It's a high-value, evidence-based investment in equity, wellbeing, and long-term prosperity and the foundational infrastructure component of a future active travel route encircling the city.

Together, we are building a stronger, healthier, and more connected Gisborne and unlocking the prosperity for all of our people.

2. INTRODUCTION

2.1 Background Context

Te Ara o Taruheru – the Taruheru River Pathway echoes the past for a prosperous future

The Taruheru River has been a vital connector for generations, historically functioning as a natural 'highway' linking people, places and activity. The Taruheru River Pathway seeks to restore this role by reconnecting communities along the awa.

As the first stage of a wider vision to encircle Gisborne with an active travel route, the pathway provides a safe, accessible west–east connection for walking, jogging, cycling and wheeling. It enables people to move more easily between home, school, work and community destinations, while supporting improved health, social connection, economic activity and educational participation across Tairāwhiti.

A long-standing community objective

The concept of a Taruheru River Pathway dates back to the 1960s and was reaffirmed through its inclusion in the 2009 Walking and Cycling Strategy. That strategy envisaged a shared pathway linking Bright Street, the Botanical Gardens and Campion Road, forming a central urban corridor with recreation and tourism benefits.

Inclusion in Council plans

The pathway has featured consistently in Gisborne District Council's Long-Term Plans for more than 15 years, reflecting sustained strategic support:

- Included as a major project in the 2009–2019 and 2012–2022 LTPs
- Retained in principle through later plans despite deferred funding
- Reconfirmed as a priority active transport project in the 2018–2028 and 2021–2031 LTPs
- The 2024–2027 Three Year Plan committed $3.3 million ($2.5M Council, $0.75M sought from Waka Kotahi) to extend the path from Mitre 10 to the Botanical Gardens, although NLTP co-funding was not secured

Council's $2.5M allocation demonstrates an ongoing commitment to incremental delivery as funding becomes available.

Recent progress

In July 2024, a 100-metre concrete path connecting Grey Street and Derby Street behind Mitre 10 was completed through a partnership between Council and the site's owners. This milestone reflects Council and community partners' commitment to delivering sustainable, accessible transport infrastructure that enhances wellbeing and recreation in Gisborne.

2.2 Primary Drivers

The key driver underpinning the project is the lack of safe and connected active travel networks along the Taruheru River corridor.

2.3 Brief and Scope

This business case sets out the information needed to make an informed decision to progress the Taruheru River Pathway project. This includes the investment required to enable project development, the preferred route and treatment, indicative costings, and options for constructing and staging the project based on available resource.

The project's steering group emphasized the need to leverage external funding to make the project deliverable. This remains a key focus for the project, and the business case serves to identify the funding argument for the pathway, and potential funding avenues.

3. THE STRATEGIC CASE

3.1 Purpose

This Single Stage Business Case (SSBC) establishes a preferred approach to improving active transport infrastructure along the Taruheru River corridor in Gisborne. This SSBC:

- Identifies key problems associated with current active transport conditions in the corridor and the benefits of investment that effectively address these problems (the strategic case).
- Identifies and assesses a range of options to confirm a preferred approach for improving active transport in the corridor (the economic case).
- Establishes a delivery pathway for the preferred pathway route option (financial, commercial and management cases).

3.2 Strategic Context

3.2.1 Gisborne District Council Three Year Plan (2024-27)

Council's Three-Year Plan (2024-27) notes that the only project for investment in the plan period is the extension of the Taruheru River Shared Path from Mitre 10 to the Botanical Gardens.

$2.5M of Council funding was committed to this purpose, and though an additional $750K was sought from NZTA Waka Kotahi, this funding bid was unsuccessful.

3.3.4 A vision for a connected Gisborne City

Figure 4 below is an indication of a future 'loop' vision of a pathway that could circulate Gisborne city.

The progression of The Taruheru River Pathway is a critical step in achieving this vision and providing a connected Gisborne community.

Figure 4: 'Loop' vision - connecting pathways

3.4 Site context

3.4.1 Surrounding population

The Taruheru River Pathway would connect 23,600 people, more than half of Gisborne's urban population.

The Taruheru River Corridor runs through predominantly residential areas in its western portion and meets Gisborne's commercial city centre at its eastern end.

The map (figure 5) illustrates the approximate alignment of the proposed Taruheru River Pathway and a 400-metre buffer area around the path. Path users are likely to be drawn from a broad catchment, but the path would be within very easy walking distance for residents within this 400m catchment. Within a broader 800m catchment there are all high schools, two tertiary education facilities (EIT central campus and rural studies campus) and part of Gisborne's city centre with its concentration of retail, employment, social service and cultural activity.

The path would provide a connection through much of the built-up area of the western half of urban Gisborne. Table 1 illustrates the extensive residential population within various distance bands from the proposed path alignment. Approximately 13,100 people (38% of the Gisborne's urban area's total population live) within 800 metres (ten-minute walk) of the path and 23,600 people (68%) live within 1,600 metres (an "easy" cycling distance).

Table 2: Population within the vicinity of the proposed Taruheru River Pathway (Stantec 2024)

Distance from path	Within 400 metres	Within 800 metres	Within1,600 metres
Approximate walk time	5 minutes	10 minutes	20 minutes
Approximate cycle time	1.5 minutes	3 minutes	5 minutes
Approximate resident population (2018 Census)	8,000	13,100	23,600

Figure 5: Proposed Taruheru River Pathway alignment and 400 metre buffer (Stantec 2024)

3.4.2 Urban growth alignment

The proposed pathway is also perfectly positioned to support the city's planned growth and intensification.

The Tairāwhiti Future Development Strategy 2024 is the region's plan for enabling the housing growth required to accommodate our future population. It identifies areas and densities in Gisborne City most suitable to accommodate an additional 8700 residents over the next 30 years, and what's required to enable this.

The strategy sets out that 75% of Gisborne's new dwellings will be delivered through intensification of the existing urban environment. The following map (figure 6) identifies the areas of intensification (in orange), of which many are clustered around the proposed corridor of the Taruheru River Pathway.

Therefore, not only is the path situated to connect a significant portion of Gisborne's urban population, but it also connects the city's highest growth areas.

Figure 6: Intended growth and intensification areas for Gisborne City (Tairāwhiti Furute Development Strategy, 2024)

3.5 Strategic Alignment

The Taruheru River Pathway demonstrates strong alignment with Council's strategic direction and with regional and national policy settings for transport, urban development and wellbeing. It is identified as a priority corridor in local and regional strategies and responds directly to GPS 2024 priorities of safety, value for money and targeted investment.

By delivering a staged, affordable, and highly connected active travel spine through the city, the pathway supports urban intensification, improves equitable access to education and employment, and enables a shift to safer, lower-emissions transport modes. This alignment strengthens the project's eligibility for external funding and underpins the strategic case for investment

Table 3: Alignment of the Taruheru River Pathway with Local, Regional and National Policy

Policy / Strategy	Key Objectives	Alignment with Taruheru River Pathway
Gisborne District Council Three Year Plan (2024–27)	Deliver priority active transport project Improve safety and accessibility Support community wellbeing within fiscal constraints	The pathway is the only active transport project identified for investment in the current plan period. Pathway route option 5 provides a staged, affordable approach that aligns with Council's funding capacity while delivering immediate safety and accessibility improvements.
Tairāwhiti Regional Land Transport Plan 2024	Improve Safety Across the Transport System Enable Transport Choice and Improve Accessibility Support Community Resilience and Better Urban Outcomes	The pathway provides safer transport environments and improved access for vulnerable users. It improves transport choice by enabling equitable, citywide walking, cycling and wheeling access and strengthens community connectivity, supporting intensification areas, and contributing to a healthier, lower-emissions transport system.
Te Tairāwhiti Active Travel Strategy (2024)	Make walking, cycling and wheeling the first choice for short trips Prioritise safe, connected corridors Embed inclusive and culturally responsive design	Identified as a key urban corridor. The pathway forms a central spine of the active travel network, providing a continuous west–east route connecting neighbourhoods, schools, parks and the city centre, with universal design and mana whenua involvement.
Tairāwhiti Moves – Mode Shift Plan	Shift trips from private vehicles to active and shared modes Improve safety and attractiveness of active travel	Provides a protected, high-quality alternative to car travel for short urban trips. Addresses the primary barriers to mode shift (safety, continuity and convenience), particularly for school and commuter trips.

Policy / Strategy	Key Objectives	Alignment with Taruheru River Pathway
	Influence travel behaviour through infrastructure	
Tairāwhiti 2050 Spatial Plan	Create a connected, liveable city Improve pedestrian and cyclist safety Support compact urban form and access to services	The pathway supports the vision of a connected Gisborne and underpins future "loop" connections. It improves access to key destinations and aligns with targets for increased walking and cycling to work and school.
Tairāwhiti Future Development Strategy (2024)	Accommodate population growth through urban intensification Align infrastructure with growth areas	The corridor passes through or adjacent to identified intensification areas. The pathway enables higher density living by improving non-car access to education, employment, services and recreation.
Government Policy Statement on Land Transport (GPS 2024)	Safety: reduce deaths and serious injuries Economic growth and productivity Value for money and targeted investment• Maintenance and resilience	A continuous, protected shared path materially improves safety for vulnerable users. The route connects major urban destinations, supporting productivity and local economic activity. The project demonstrates very high value for money (BCR 13.5–16.0) and qualifies for walking and cycling activity-class funding, including maintenance.
National Walking and Cycling Strategy – "Getting There: On Foot, By Cycle"	Make walking and cycling safe, convenient and attractive Increase participation across all ages and abilities	The pathway delivers high-quality infrastructure that supports everyday trips and recreation, encourages uptake among less confident users, and connects into the wider urban network.
National Policy Statement on Urban Development (NPS-UD)	Enable well-functioning urban environments Improve accessibility and connectivity Integrate land use and transport	The pathway improves access to schools, the CBD, parks and residential areas without increasing car dependency. It supports compact urban growth and provides infrastructure that enables sustainable travel choices.
Trust Tairāwhiti – He Rangitapu He Tohu Ora Wellbeing Framework	Equity, sustainability and community-led wellbeing outcomes	The pathway directly supports multiple wellbeing domains, including health, education, community connection, environmental stewardship and economic resilience, with quantified and non-quantified benefits aligned to the framework.

3.6 Problem Definition

3.6.1 Key Problems

Drawing on stakeholder engagement, community feedback, and technical assessment, the following problems describe the current state of the transport system along the Taruheru River corridor and explain why intervention is required. Each problem is framed in accordance with Waka Kotahi guidance by identifying the issue, its location, the people affected, and the consequences if left unaddressed.

The problems consider: Equity & outcomes, Network failure, Slow uptake of mode shift, Safety barriers, place & cultural value.

Problem 1: The west–east active travel network in Gisborne City is fragmented and does not function as a connected system.

What is happening: Existing walking and cycling facilities between western residential areas and the city centre are incomplete, indirect, and inconsistent in standard.

Where: Across the Taruheru River corridor and surrounding west–east movement routes through urban Gisborne.

Who is affected: Residents travelling to schools, workplaces, services, and recreation destinations; particularly those making short, everyday trips.

Why it matters: Without a coherent spine route, active modes cannot operate as a practical everyday transport option, inhibiting mode shift and suppressing the benefits identified in Problem 2.

Problem 2: The transport system does not enable or encourage equitable west–east access, resulting in significant foregone health, education, and economic benefits.

What is happening: Many residents — particularly children, rangatahi, households without reliable access to a private vehicle and those who cannot use a vehicle — lack a safe and continuous west–east active travel route, limiting walking and cycling and wheeling as viable options for everyday trips.

Where: Across west – east movement routes in urban Gisborne, including the Taruheru River corridor and its connections to schools, residential areas, and the city centre.

Who is affected: Tamariki and rangatahi travelling to school, lower-income households, older people, people without a driver's licence or who are unable to drive or those with disabilities who depend on walking, cycling, and wheeling.

Why it matters: The lack of equitable access suppresses participation in active travel and prevents the transport system from realising well-evidenced benefits. The project's cost–benefit analysis indicates that improved health outcomes from increased walking and cycling are valued at **$118.9 million** and improved cognitive and educational outcomes for school-aged users at **$32.6 million**. Overall, the pathway is estimated to generate **$251.8 million** in benefits against **$18.7 million** in lifetime costs (BCR **13.5–16.0**). Without intervention, these benefits remain unrealised in a high-demand urban corridor.

Problem 3: Actual and perceived safety risks deter people from walking and cycling.

What is happening: Active travel currently requires interaction with motor traffic, exposure to high vehicle speeds, and negotiation of unsafe or poorly designed crossings.

Where: Along key west–east routes adjacent to the Taruheru River and at connections to schools, parks, and the city centre.

Who is affected: Anyone who would choose to travel actively with particular emphasis on children, older people, people with disabilities, less confident cyclists, and whānau making school and local trips.

Why it matters: Safety concerns are consistently identified as the primary barrier to active travel uptake. Without a protected and continuous facility, many residents are unwilling or unable to walk or cycle, leading to higher car dependency, increased risk of harm, and poorer health and environmental outcomes. These safety concerns reinforce inequities identified in Problem 2, as those with the least transport choice are least able to tolerate risk.

Problem 4: Public access to the Taruheru Awa is limited, reducing cultural, social, and environmental connection.

What is happening: Historic urban development has constrained access to the river corridor, with limited opportunities to travel along, visit, or interact with the awa.

Where: Along much of the Taruheru River through the urban area.

Who is affected: Mana whenua, local residents, schools, and visitors who lack safe and welcoming access to the river environment.

Why it matters The Taruheru Awa is a significant cultural and environmental asset. Development of the city over time has privatized the majority of the riverbanks, limiting opportunities for connection to place, cultural expression, recreation, and environmental stewardship. Over time this disconnection leads to poorer outcomes for both the health of the river, and our people.

3.7 Investment Benefits

The benefit statements for the project are presented below, with relative weightings of importance.

Benefit 1: Increased connection to Taruheru Awa reflects that active facilities that interact with the Taruheru riverside will improve community connections with the river. Through social connection, the improved environmental, social and wellbeing outcomes are likely to increase the pride our community has in Te Tairāwhiti as well as providing cultural benefits through increased connection to place, heritage and the cultural value associated with the river.

Benefit 2: Increasing active travel recognises that addressing the problems above will encourage more people to walk, cycle and wheel. This will have wider community benefits for people's health and the environment. It can also lead to more activity and interaction between people, contributing to increased quality-of-life outcomes and enhancing community cohesion. There are significant residential populations and destinations within the project area (schools, city centre) that can attract meaningful numbers of active transport trips.

Benefit 3: Equity of access identifies the lack of provision for people to choose active travel and have direct and safe access to destinations across the city such as schools, healthcare, workplaces, etc. Providing key connections, leading to more active travel choices, can increase independence, raise education outcomes, reduce health concerns and connect disconnected communities.

Benefit 4: Increased active recreation reflects the significant opportunity to attract recreational use of the pathway, similar to that which is seen on Te Oneroa pathway between Waikanae and Midway beaches, resulting in healthier communities, social connectivity and connected communities.

Benefit 5: Increased financial returns captures the economic benefit expected through the use of the pathway. This includes increased tourism spend due to visitation of the pathway, providing a direct, safe connection to the CBD, increasing footfall and the greater desirability of the region as a place to live and improving the productivity of the urban workforce.

3.8 Investment Pillars

The following investment pillars define the core principles against which pathway route options for the Taruheru River Pathway have been developed and assessed. They articulate what success looks like for the investment and provide a clear framework for decision-making throughout design, delivery, and operation. Each pillar is supported by indicators that are measurable using established data sources, enabling robust monitoring of benefits realisation over time. Oversight of benefits tracking and performance against these pillars will sit with the project governance group, as outlined in the Management Case.

Safety

Safety is the primary investment pillar and reflects the Government Policy Statement on Land Transport (GPS 2024) priority of reducing deaths and serious injuries. The project seeks to materially improve both actual and perceived safety for people walking, cycling, and wheeling by providing a continuous, protected corridor that minimises conflict with motor vehicles. Success under this pillar will be measured through indicators such as reduced exposure to traffic, improved network continuity, user perceptions of safety, and changes in active travel participation, particularly for children and other vulnerable users. A demonstrable improvement in safety is fundamental to enabling mode shift and unlocking wider health and wellbeing benefits.

Alignment with Mana Whenua Aspirations

The Taruheru River Pathway is grounded in recognition of the cultural significance of the Taruheru Awa and the importance of mana whenua values, narratives, and kaitiakitanga. This pillar ensures that the pathway is co-designed in partnership with mana whenua, reflects Te Ao Māori in its form and function, and strengthens connection to place. Indicators may include the extent and quality of mana whenua involvement in design and governance, incorporation of cultural narratives and design elements, and outcomes that support environmental stewardship of the river corridor. Alignment with mana whenua aspirations is essential to achieving enduring cultural, social, and environmental value from the investment.

Affordability

Affordability ensures that the preferred pathway route option delivers value for money across its whole of life, including capital, maintenance, and operational costs. This pillar recognises the need to balance ambition with fiscal responsibility and to align with available funding sources, including Council budgets, regional investment, and the National Land Transport Fund walking and cycling activity class. Indicators will focus on capital efficiency, whole-of-life cost profiles, funding certainty, and the ability to stage delivery to match funding availability. An affordable solution supports timely delivery and long-term asset sustainability without placing undue pressure on Council or funding partners.

Accessible to Everyone

This pillar reflects the objective of creating an inclusive and equitable transport system that enables independent mobility for people of all ages and abilities. The pathway will be designed in accordance with universal design principles, ensuring it is safe and usable for children, older people, people with disabilities, and those using mobility aids, prams, or wheeled devices. Measures of success include compliance with accessibility standards, continuity of accessible routes to key destinations, and increased use of the network by groups who currently face barriers to active travel. Accessibility is critical to achieving equitable access to education, employment, healthcare, and recreation.

Sustainability

Sustainability captures the project's contribution to long-term environmental, social, and economic outcomes. The pathway supports a shift to low-emissions transport modes, reduces reliance on private vehicles for short trips, and enhances access to green infrastructure along the river corridor. Environmental sustainability will be supported through sensitive design within the floodplain, protection and enhancement of riparian values, and durable materials that minimise maintenance impacts and are adaptable with the changing climate challenges. Financial sustainability is supported through more durable materials and less long-term maintenance, adjusted pathway route option to reduce capital costs. Indicators may include increased active mode share, reduced vehicle kilometres travelled for

local trips, and positive environmental outcomes associated with river corridor management.

Achievability

Achievability ensures that the preferred pathway route option can be delivered successfully within the constraints of the physical environment, regulatory framework, funding landscape, and organisational capacity. This pillar considers construction complexity, land access requirements, consenting pathways, delivery sequencing, and partnership arrangements. Indicators include clarity of delivery staging, risk management effectiveness, readiness of design and approvals, and alignment with Council's broader capital programme. An achievable solution provides confidence that the investment can be progressed in a timely, resilient, and coordinated manner.

3.9 Benefits Map

3.10 Constraints and Dependencies

3.10.1 Key Constraints

Category	Constraint	Implication / Risk
Funding & affordability	Total cost requires co-funding across multiple years and sources (Council, Community Trusts, central government, community partners).	Delivery likely to be staged; strong funding strategy required to align timing and eligibility of different partners.
Physical environment	Pathway follows a floodplain with variable ground conditions and erosion risk. Limited corridor width in some sections.	Requires detailed geotechnical and flood modelling to confirm alignment and construction methods. *NB: The most recent GDC flood modelling has been considered in the preferred pathway selection process.*
Land ownership & access	Some small sections traverse private land or infrastructure corridors (e.g. rail, utilities).	Requires early engagement and negotiation for easements or agreements, potentially extending the programme. NB: *Engagement with some landowners has occurred and is well advanced.*
Cultural & environmental values	Taruheru River holds significant cultural and ecological value, including potential wāhi tapu and archaeological features. Works within riparian margins trigger regional and national regulatory controls.	Must be co-designed with mana whenua and supported by cultural impact and ecological assessments. *NB: Iwi and hapu representation on the steering group through early engagement with TTT has contributed to co-design.*
Utilities & existing infrastructure	Interactions with drainage, stormwater, and bridge structures along the river corridor.	Coordination with Council infrastructure teams essential to avoid rework or duplication of capital works.
Programme capacity	Competing Council infrastructure priorities and limited delivery capacity within current programme period.	May require a staged procurement or partnership delivery model.
Community interface	Adjacent residents may have privacy or access concerns; high community interest and expectation for early delivery.	Continuous and transparent engagement needed to maintain trust and support.

3.10.2 Key Dependencies

Dependency	Description	Status / Next Step
Multi-source funding model	Combination of local government, community trust, philanthropic and potential Waka Kotahi funding.	Funding strategy development in collaboration with Trust Tairāwhiti and other regional partners will be sought in 2026.
Partnership with Tapuwae Tairāwhiti Trails Trust	Collaboration for design input, community engagement, and potential maintenance or activation roles.	Governance MOU in place; continue to partner on funding and community partnerships.
Mana whenua partnership	Input into pathway alignment, cultural narrative, and environmental mitigation measures.	Early engagement underway; further engagement to inform concept design.
Regulatory approvals	Resource consents for works near the river, archaeological authority if required, and building consents for structures.	Concept design to inform integrated consenting approach in 2026.
Integration with wider active travel network	Alignment with the citywide Active Travel Strategy and the Waikanae/Waimatā network.	Design and sequencing has been coordinated with broader mobility programme and process has considered and informed possible future Active strategy plans, especially links to Taruheru pathway
Alignment with flood protection works	Council's flood resilience along the Taruheru.	Worked with Gisborne District Council's Rivers Team to align design elevations and avoid future conflicts, especially regarding flooding and climate change risks
Operations and maintenance funding	Long-term maintenance and renewals require confirmed operational budgets.	Whole-of-life cost model to be agreed with Council and funding partners.
Partnerships with landowners and leaseholders	Collaborative partnerships with landowners and leaseholders where the trail requires construction through their property	Discussions are underway with these parties, and suitable agreements would be developed prior to confirming then construction methodology.

3.11 Strategic case summary

The proposed investment is well aligned and positioned to deliver significant outcomes for the region

The strategic case identifies persistent problems of fragmented east–west active travel routes, safety concerns for people who may choose to travel actively and for those that currently choose to, which contributes to slow uptake of active travel, limited public access to the Taruheru Awa, and inequitable mobility outcomes for people without access to private vehicles. The pathway is also well positioned to support future urban growth and intensification, with many of the city's highest-growth areas clustered around the corridor.

The project demonstrates strong alignment with local, regional and national strategies, including the Te Tairāwhiti Active Travel Strategy, Tairāwhiti 2050 Spatial Plan, Mode Shift Plan, and the Government Policy Statement on Land Transport 2024. Investment is expected to deliver very significant benefits across safety, active travel uptake, equity of access, recreation, cultural connection to the awa, and very significant economic and wellbeing outcomes.

While delivery is subject to funding, environmental, land access and capacity constraints, these are considered manageable through early partnership with mana whenua, community organisations and funding partners, and a staged, multi-source funding and delivery approach. Overall, the strategic case establishes the Taruheru River Pathway as a targeted, high-return investment that advances resilience, sustainability and liveability for Gisborne.

4. THE WELLBEING CASE

4.1 Purpose

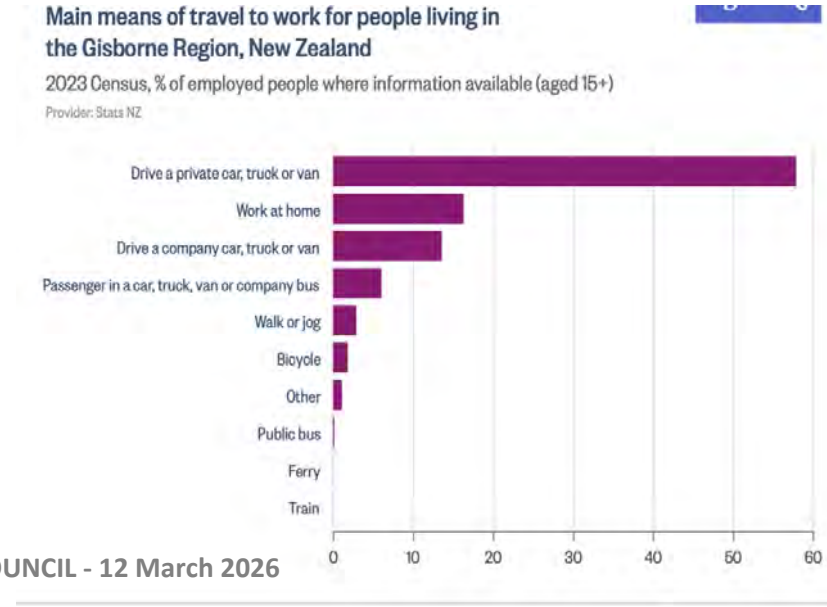
This Wellbeing Case demonstrates how the Taruheru River Pathway delivers measurable and non-measurable wellbeing outcomes consistent with Council, regional and national wellbeing frameworks. It focuses on *outcomes and evidence*, avoiding duplication with the Strategic and Economic Cases.

4.2 Introduction

The Wellbeing Case demonstrates the broad-ranging benefits this project could deliver to the residents of Tairāwhiti, with a particular focus on health, social cohesion, cultural identity, education, environmental sustainability, and economic outcomes.

4.2.1 Gisborne's Walking and Cycling rates

Gisborne currently experiences low rates of active transport. According to the 2023 Census, only 1.9 %% of employed people cycled to work, and 2.9 %% walked or jogged to work — below the national average of 7.4%



4.3 Evidence Base for Walking and Cycling

4.3.1 Benefits of walking and cycling infrastructure

The development of walkways and cycleways has been shown to significantly increase walking and cycling activity, contributing to improved public health, reduced carbon emissions, and economic benefits. These benefits underscore the importance of continued investment in such infrastructure to foster healthier and more sustainable communities.

Increased Active Travel

A study in New Plymouth and Hastings, New Zealand, found that the introduction of new walking and cycling paths led to a sustained increase in active travel rates over five years, especially among Māori and low-income communities. This was compared to cities without such infrastructure improvements.

Environmental Impact

In New Zealand, the same study in New Plymouth and Hastings reported a 1.6% reduction in vehicle kilometres travelled and a 1% decrease in carbon emissions within three years of implementing the new infrastructure.

Economic and Safety Benefits

Investments in walking and cycling infrastructure have also been linked to economic gains. In New Zealand towns like Hamilton and Richmond, businesses located near new cycle paths reported up to a 25% increase in patronage, indicating a boost in local economic activity.

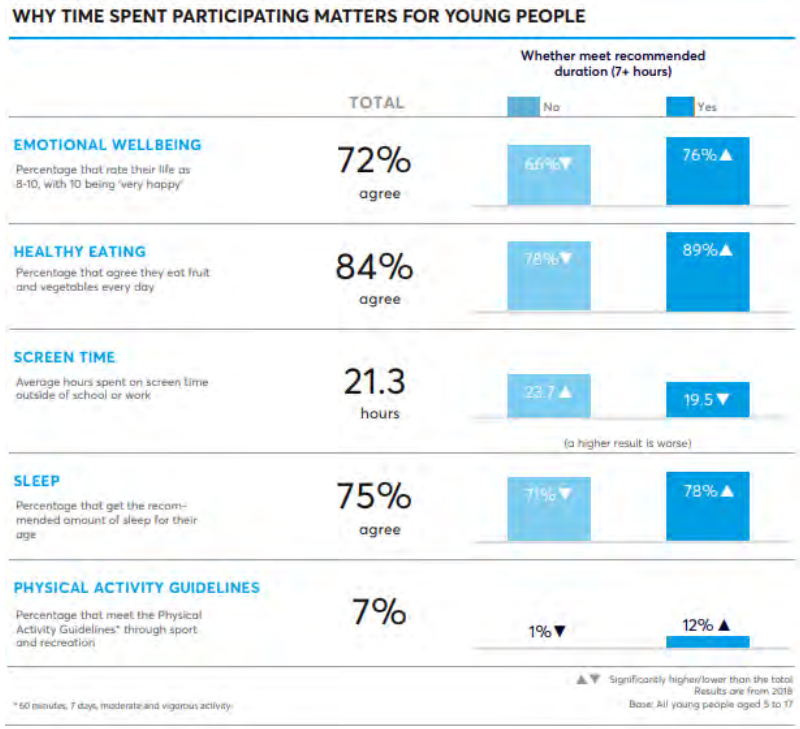
Furthermore, a study by Glen Koorey found that the implementation of cycle lanes in Christchurch led to a 43% reduction in reported crash rates, enhancing safety for cyclists

4.3.2 Benefits of Physical Activity

Physical activity is widely recognised as a critical contributor to physical, mental, and social wellbeing. Sport and active recreation improve cardiovascular health, reduce the risk of type 2 diabetes, certain cancers, dementia, depression, and anxiety. Studies indicate that individuals meeting recommended levels of physical activity are 58% more likely to score in the healthy range for mental wellbeing.

Gisborne's low active travel rates present a clear opportunity for infrastructure improvements to increase participation in walking and cycling, thereby improving health outcomes and reducing healthcare costs (estimated at over $200M per year nationally due to inactivity).

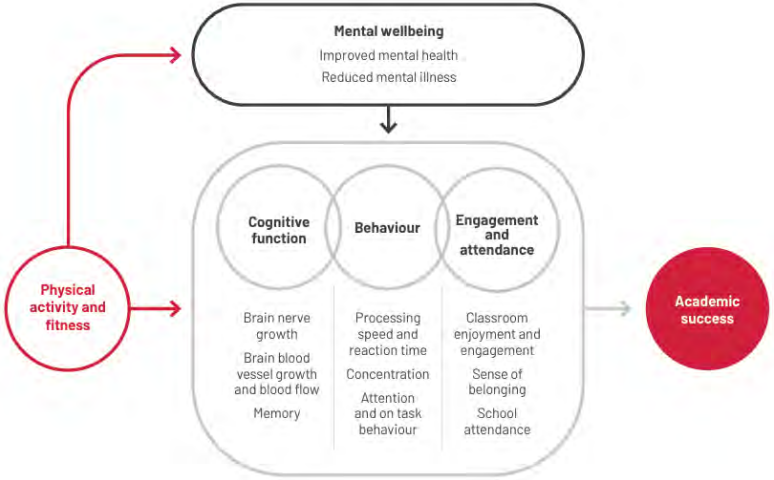
Sport NZ: Why Time Spent Participating Matters



4.3.3 Impact of physical activity on academic outcomes

Sport NZ's **Active Bodies, Active Minds** report brings together strong evidence from New Zealand and international research showing that physical activity isn't just good for children's health – it also supports better learning and school success. The report highlights that tamariki and rangatahi who are more physically active tend to be more engaged in learning, stay in school longer, reach higher levels of achievement across subjects like literacy and maths, and show higher levels of mental wellbeing. Increased time spent moving has been linked to measurable gains in academic outcomes and classroom behaviours like concentration and on-task time.

The research also shows how physical activity can support cognitive function – including working memory, attention, and problem-solving – which are all important for successful learning.



4.4 He Rangitapu He Tohu Ora - Trust Tairāwhiti Wellbeing Framework

Trust Tairāwhiti has developed a regional framework to guide their investment decisions and internal operations. It serves as a foundational means of valuing, assessing and contributing to regional wellbeing. The Taruheru River Pathway has embraced the principles of equity, sustainability and integrity, aspiring to pass through the Waharoa of the framework.

Waharoa

In partnering with the Trust, we encourage you to step through our waharoa. It is always open to anyone who aspires to benefit the people of Tairāwhiti.

Te Taahu

Tairāwhiti upholds Te Tiriti o Waitangi. Mana Whenua partnerships are maintained with integrity.

Kia mauri tū
Integrity

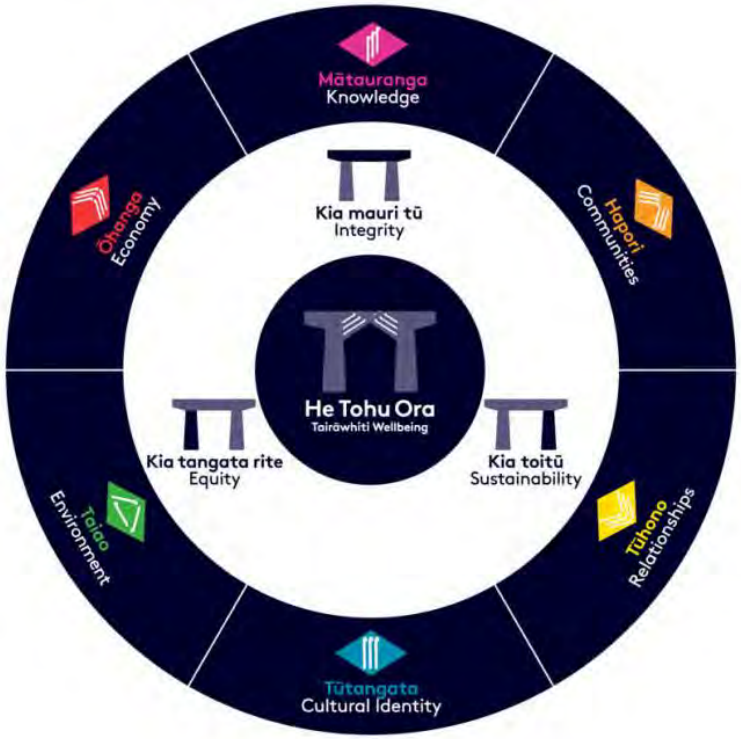
Ngā Pou

All people, whānau, and communities of Tairāwhiti have unhindered access to support and opportunities that enhance their wellbeing.

Kia tangata rite
Equity

We are good ancestors. Children, young people and future generations have a better set of opportunities than the current generation.

Kia toitū
Sustainability



Muka

Our muka represent wellbeing outcomes. Our muka statements are aspirations. They articulate what success looks like across interdependent and dynamic areas that are important to us.

- The Tairāwhiti economy is diverse, innovative, resilient, and regenerative and provides access to well-paid, quality jobs. Our people have sustainable livelihoods from paid and unpaid work.
- Diverse systems of knowledge, information, and Mātauranga Māori are accessible, utilised, valued, and evolve.
- Communities are healthy, happy, and empowered. The voice of communities is integral to decisions that impact their lives.
- Our people, whānau, and communities in Tairāwhiti have respectful, connected, and collaborative relationships.
- Culture connects the people of Tairāwhiti. We express, celebrate, and value our diversity, heritage, and taonga.
- The quality of our land, water, air, and atmosphere is pristine. Our biodiversity is abundant. We practise kaitiakitanga.

4.4.1 Wellbeing Benefits by Trust Tairāwhiti Framework Domains

The total demonstrable, monetary benefit of the project totals $251.8 million dollars. Kōtātā Insight have quantified the monetary value of each benefit under the six muka categories. This section describes benefits through the muka lens, describing the benefit itself, the evidence, and the monetised value of each muka

Hapori / Communities – Be Active

The pathway promotes healthy, empowered communities by enabling safe and enjoyable active travel and recreation:

- Encourages daily physical activity, improving physical and mental health.
- Provides safe routes to schools, recreational spaces, and workplaces, particularly from the eastern side of the city where infrastructure is currently limited.
- Supports multi-generational participation, promoting inclusion and equity.
- Enhances community confidence in active transport, contributing to increased adoption of walking and cycling and wheeling.

Evidence & Outcomes:

- Access to the path for 23,000 residents within 1.6 km.
- Reduction in chronic disease risk through increased physical activity.
- Cognitive benefits in children and adults, including improved attention, memory, and problem-solving (Brain Rules, Medina, 2008).

GPS Alignment: Safety, Better Travel Options, and Value for Money.

Muka	Benefit	Comment	Value
Hapori (community)			***$202.1m***
	Improved health	Health outcome	$118.9m
	Improved road safety	Health outcome	$1.4m
	Improved resilience to natural disasters	Value derives from risk of death – conceptually a health outcome	$81.8m

3.2 Tūhono / Relationships – Connect

The pathway strengthens social cohesion and connectedness:

- Provides spaces for community interaction, recreation, and events.
- Enhances sense of belonging and reduces social isolation, particularly for elderly and youth.
- Facilitates inclusion across socio-economic groups, supporting equitable access to public spaces.

Evidence & Outcomes:

- Shared pathways act as "social glue," fostering pro-social behaviours and community pride.
- Opportunities for volunteer engagement in maintenance and cultural storytelling.

GPS Alignment: Safety, Social Inclusion, and Access.

Tūhono (relationships)			***$2.7m***
	Reduced congestion	Value is associated with freeing up commuting time for other uses	$2.7m

3.3 Mātauranga / Knowledge – Keep Learning

Safe access to education and learning opportunities is facilitated by the pathway:

- Links many schools and tertiary campuses (EIT) along the city spine.
- Active travel to schools is associated with improved concentration, attendance, and academic achievement.
- Outdoor learning opportunities along the river corridor allow for applied learning across subjects including history, science, and environmental studies.
- Storyboards and pou provide cultural and historical knowledge in both English and te reo Māori.

Evidence & Outcomes:

- Positive relationship between physical activity and educational outcomes.
- Supports development of cognitive skills, self-esteem, and social capital among tamariki and rangatahi.

GPS Alignment: Accessibility, Educational Outcomes, Community Wellbeing.

Mātauranga (knowledge)			***$32.6m***
	Improved cognitive skills	Knowledge outcome	$32.6m

3.4 Tūtangata / Cultural Identity – Take Notice

The pathway integrates local heritage and cultural identity:

- Incorporates mana whenua input, storytelling, and place-based design features.
- Reinforces connection to Tairāwhiti's history, culture, and environmental taonga.
- Supports shared cultural narratives, building awareness and respect across communities.

Evidence & Outcomes:

- Cultural signage, pou, and interpretation boards enrich the user experience.
- Encourages recognition and celebration of Te Ao Māori.

GPS Alignment: Inclusive Design, Equity, and Community Identity.

Note: Cultural value is priceless and cannot be quantified with a monetary value.

3.5 Taiao / Environment – Take Notice / Give

The pathway enhances environmental wellbeing:

- Encourages mode shift from private vehicles, reducing carbon emissions and congestion.
- Provides safe access to natural areas, promoting interaction with and stewardship of the river ecosystem.
- Offers opportunities for riparian planting, biodiversity enhancement, and flood resilience.
- Improves liveability and sense of pride in place through green infrastructure.

Evidence & Outcomes:

- Estimated reduction in emissions from decreased car trips.
- Improved ecological outcomes along the river corridor.
- Enhanced mauri and mana of the wai and surrounding environment.

GPS Alignment: Low Emissions Transport, Climate Resilience, Environmental Sustainability.

Taiao (environment)		***$3.1m***
	Reduced emissions	$0.7m
	Improved amenity value	$2.6m

3.6 Ōhonga / Economy – Prosper

The pathway supports economic wellbeing:

- Improves accessibility for education and employment, supporting long-term productivity.
- Attracts tourism and recreational spending.
- Increases property desirability and liveability.
- Reduces healthcare costs through improved physical and mental health.
- Supports skills development and workforce productivity through engagement in sport and recreation.

Evidence & Outcomes:

- Social Return on Investment estimates indicate substantial economic and social benefits for every dollar invested.
- Comparable local infrastructure (Oneroa and City Rivers shared paths) demonstrates uptake and usage, supporting projected benefits.

GPS Alignment: Economic Growth & Productivity, Value for Money.

Ōhanga (economy)			***$11.1m***
	Reduced travel costs	Fiscal costs	$6.0m
	Increased tourism	Impact on regional economy	$5.1m

4.5 Wellbeing Case Summary

The Taruheru River Pathway presents a transformative opportunity for Tairāwhiti:

- Improves **physical and mental health** for all ages.
- Strengthens **community cohesion, social capital, and cultural identity**.
- Enhances **educational outcomes** by supporting active travel to schools.
- Contributes to **environmental sustainability** through reduced emissions and enhanced biodiversity.
- Delivers strong **economic returns** through tourism, local business, and reduced healthcare costs.

Investment in the pathway aligns strongly with both **Trust Tairāwhiti's wellbeing framework** and **GPS 2024 strategic priorities**, demonstrating compelling value for the region. It represents an infrastructure project that is not only a transport facility but also a cornerstone for community wellbeing, cultural engagement, and sustainable urban development.

5. THE ECONOMIC CASE

5.1 Purpose

The purpose of the economic case is to find the best value-for-money approach to addressing the issues identified in the strategic case.

This section outlines the strategic options assessed to meet the need for safer and more effective active travel networks, and how a preferred pathway route option was selected.

5.2 Options Development & Assessment

A long list of pathway route options was considered by Stantec in their 2024 business case for the Taruheru River Pathway (**Appendix 3**). Those pathway route options were borne out of a workshop with council staff, and included:

- Various alignments for a continuous safe cycling route along the corridor using on-road and off-road routes
- Various facility treatment types including:
    - Different path widths (e.g. 3 or 4 metres)
    - Path construction and material type including consideration of:
        - Compacted gravel
        - Asphalt
        - Concrete
        - Boardwalk
        - Reclaimed land
    - Hours of use and whether path lighting for off-road options was required
- Detailed design responses at the Botanical Gardens and Roebuck Road crossing.

This business case provides a shortlist assessment of four pathway route options that were identified by Stantec in 2024, alongside a fifth pathway route option which was presented by Tapuwae Tairāwhiti Trails Trust (TTT) and is set out in the following sections. These options were reassessed by Stantec at this point, and the costings reconsidered in a separate investigation (**Appendix 1**).

The strategic pathway route options to address the identified problem definitions for the Taruheru River Pathway are as follows:

Pathway route option 1: On-road painted cycle lanes (un-protected), Aberdeen Road and Lytton Rod and compacted riverside off-road gravel shared path at Nelson Park.

Pathway route option 2: On-road, separated cycleway along Aberdeen Road.

Pathway route option 3: Off-road, shared river path on a mixture of boardwalk and concrete pathway.

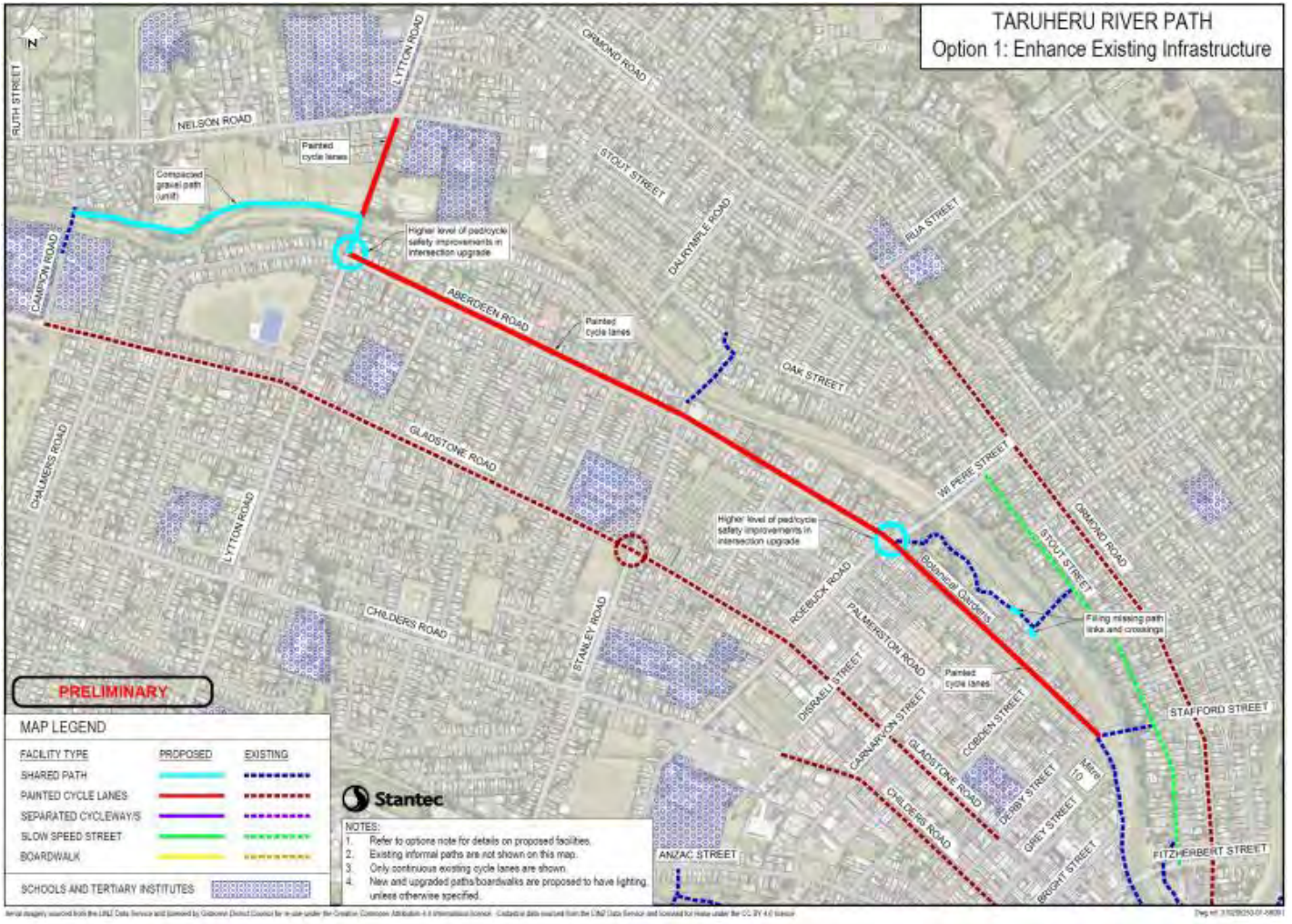
Pathway route option 4: Mixture of off-road and on-road portions, including boardwalk, painted cycleways and off-road concrete pathway.

Pathway route option 5: Mixture of on-road separated cycleway, widened footpaths and off-road concrete pathway.

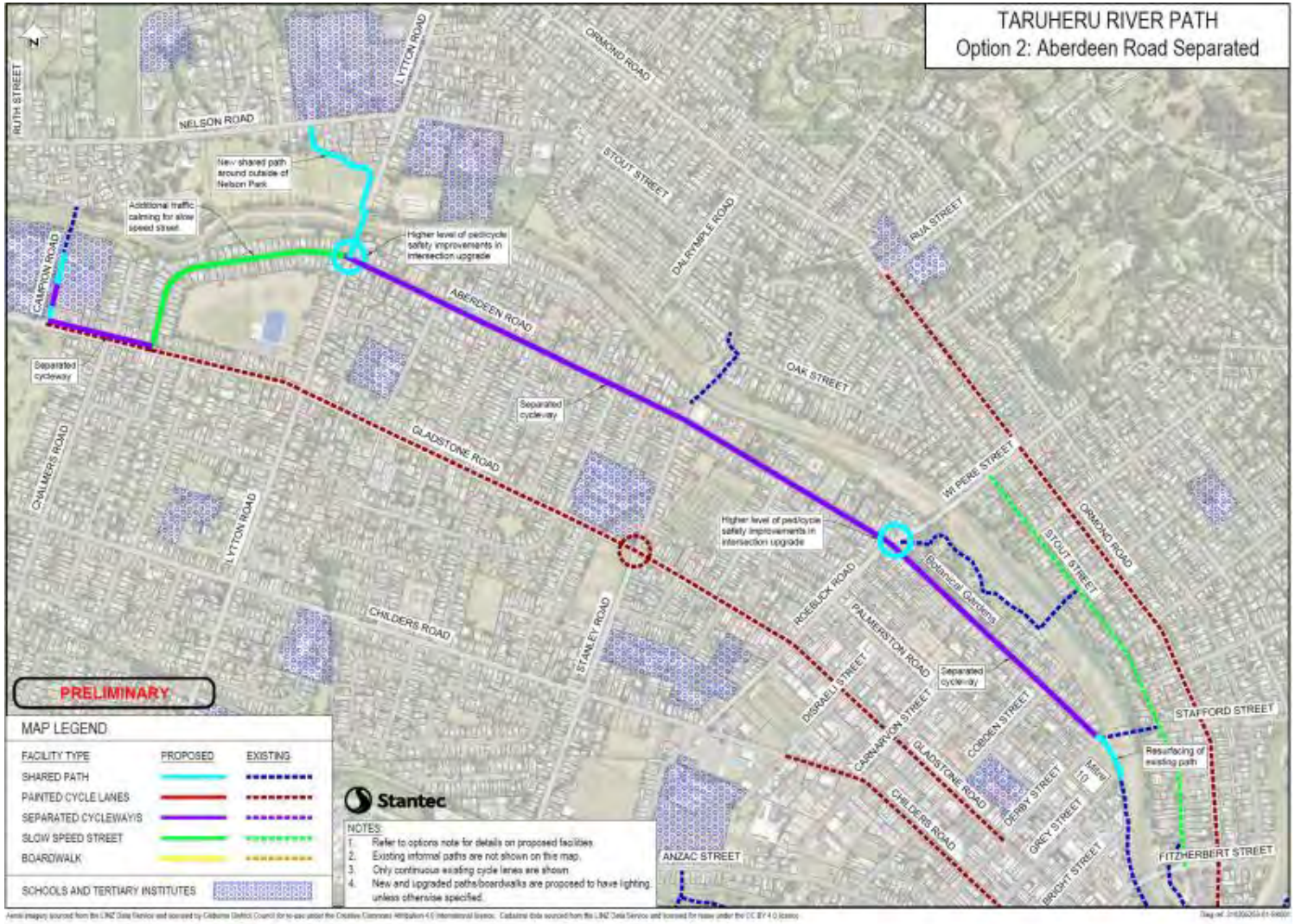
Each pathway route option is explored in detail in the following section.

5.3 Route Options Maps

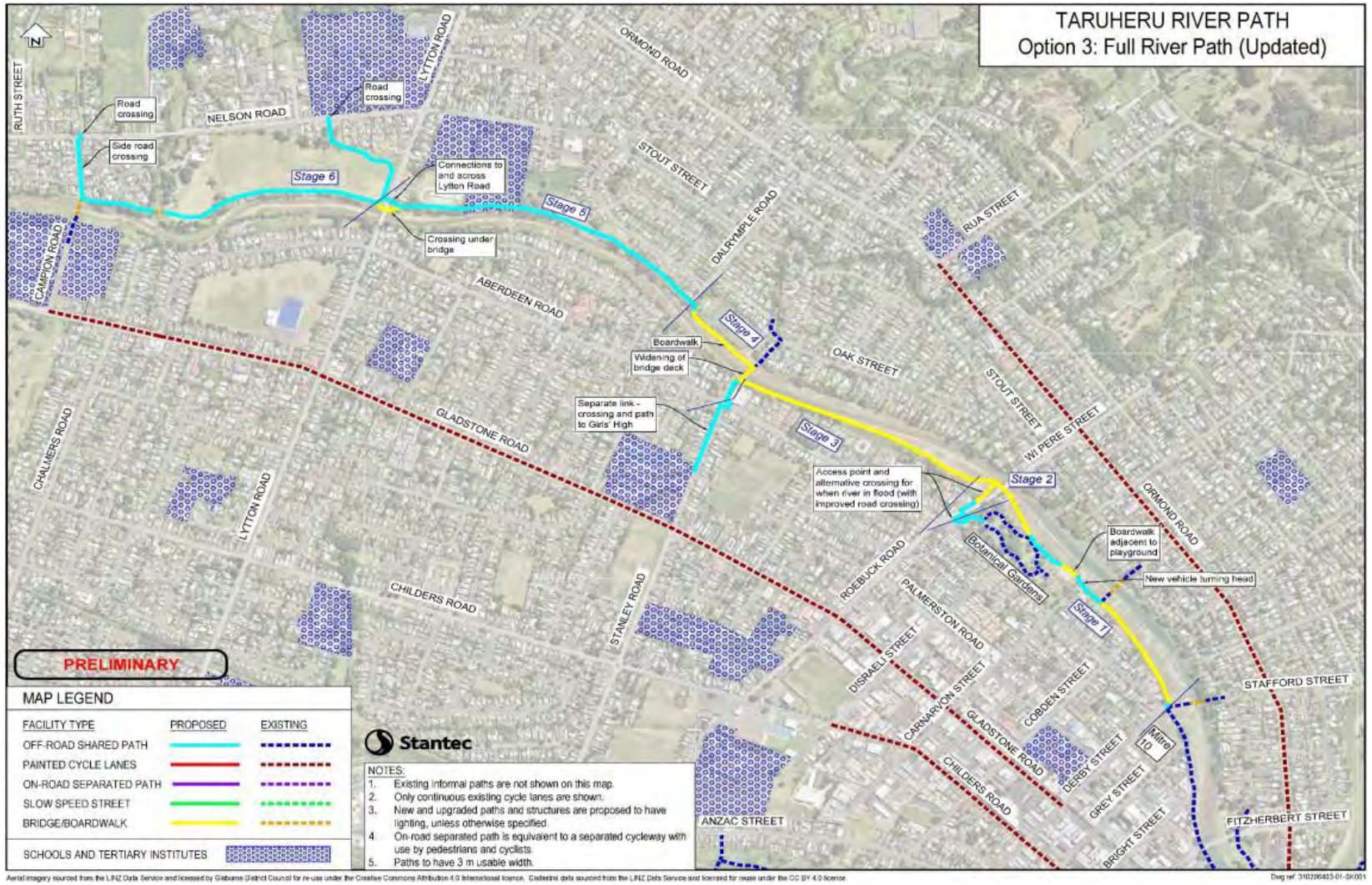
Pathway route option 1: Painted on-road cycleway



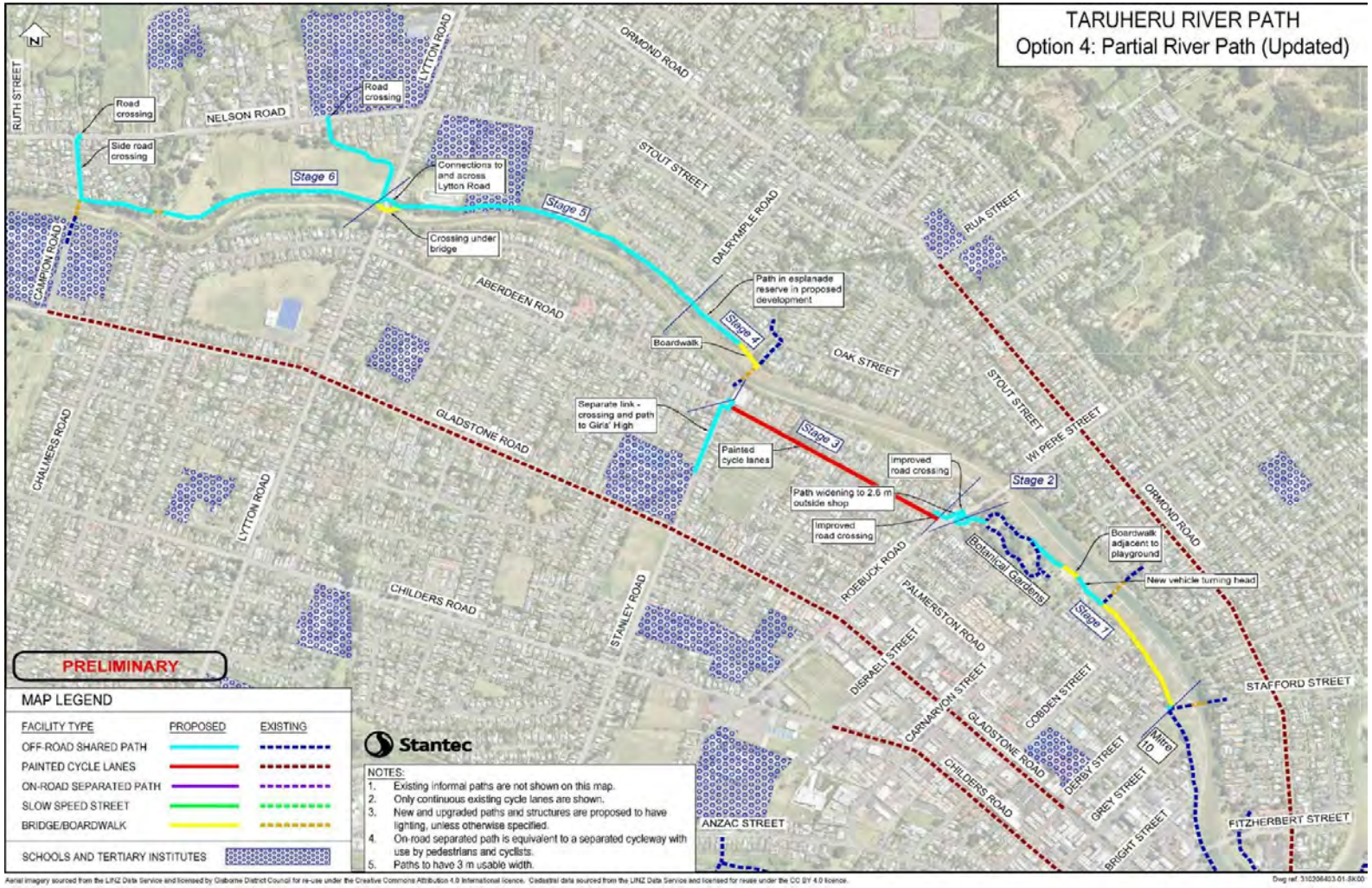
Pathway route option 2: On-road, separated cycleway



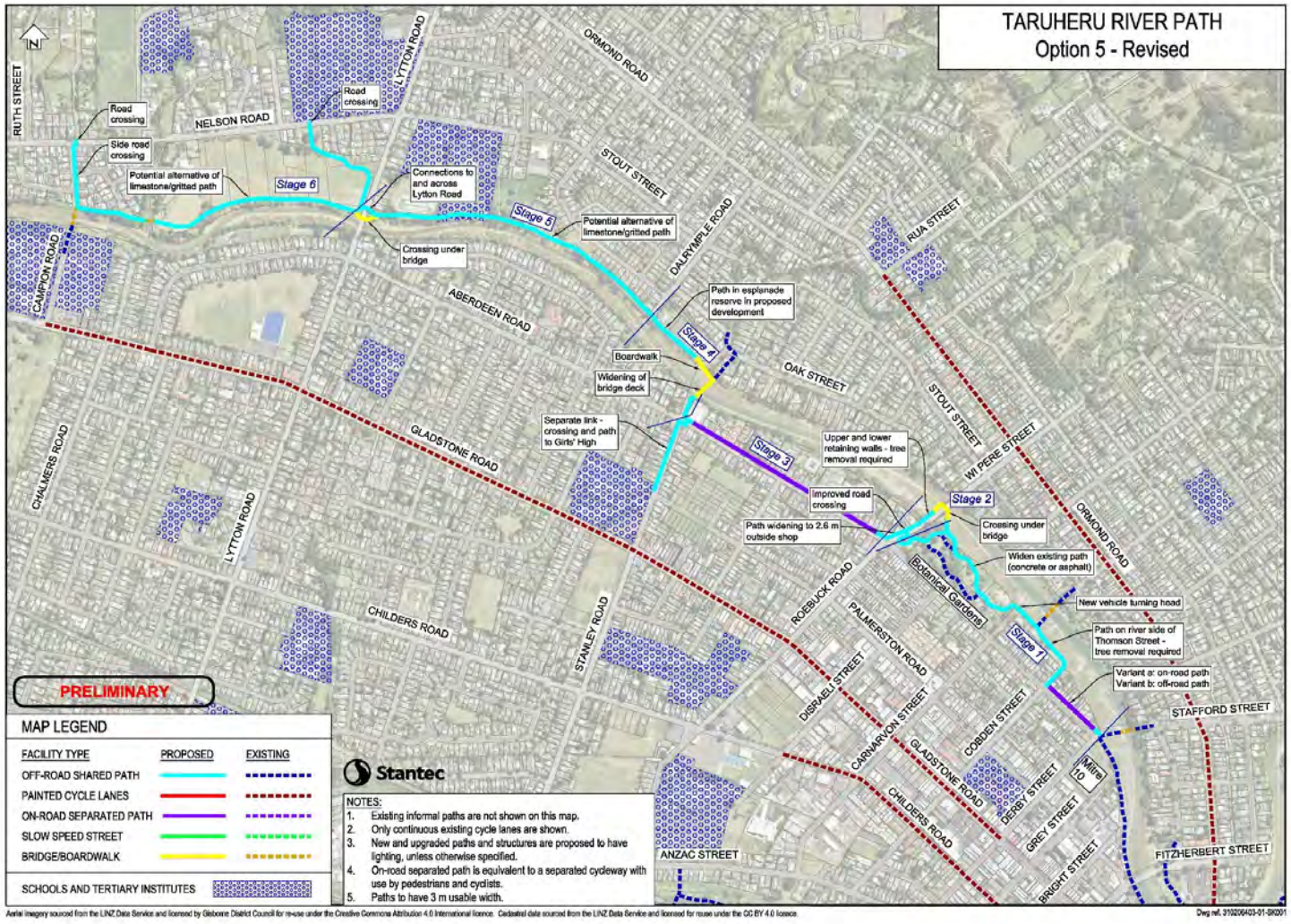
Pathway route option 3: Full river path



Pathway route option 4: Partial river path (boardwalk, concrete, painted cycleway)



Pathway route option 5: Partial river pathway (concrete off-road, separated on-road, widened footpath)



5.4 Pathway Route Options Summary Assessment

Pathway route option	Summary assessment	Estimated capital cost
Pathway route option 1: Painted on-road cycleway	• Partially achieves all five investment benefits, but is likely to attract relatively low levels of new cycling users due to basic cycling infrastructure • Provides limited connectivity to riverside • Low cost and low-risk construction	$2.2 million (Stantec 2024)
Pathway route option 2: On-road, separated cycleway	• Achieves mode-shift benefit by attracting higher levels of new cyclists with high-quality facilities • Does not achieve investment benefit of improving connectivity to riverside • Does not attract any new walking or wheeling users, limited recreational cycling use compared to Pathway route option 3 • Low negative impacts, some loss of on-street carparking	$8.0 million (Stantec 2024)
Pathway route option 3: Full river path	• Achieves all investment benefits • Attracts highest level of new cycling and walking users by providing a continuous and direct shared path • Unlikely to attract new wheeled users due to compatibility with boardwalk design • Provides continuous connection along the riverside with high recreational value • Low economic efficiency, but additional investment compared with other pathway route options still delivers incremental benefits • Impacts on local environment and visual impacts on riverside – but potential for integration with ecological restoration of saltmarsh • Most exposed to flooding events	$33.6 million (Stantec 2025) *(See note)*
Pathway route option 4: Partial river path	• Achieves all investment benefits • Provides riverside connection to Botanical Gardens and at western end • Attracts lower level of cycling and walking and wheeling users due to lack of continuous path • Some loss of on-street carparking	$16.1 million (Stantec 2025)
Pathway route option 5: Partial river path (concrete off-road, separated on-road, widened footpath)	• Achieves all investment benefits • Less exposure to flooding than pathway route option 3 • Less environmental impacts than pathway route options 3 and 4 • Some consultation risks due to the loss of on-street parking	$15.7 million (Stantec 2025)

Note: As part of a stage-by-stage assessment of the pathway, the steering group considered an Amended Option 3, with boardwalk on the river between Roebuck to Stanley Road only. The rest of the route matched Option 5. The width of the boardwalk was also reduced from 4m (as per 2023 Stantec specifications) to 3m. Stantec informally assessed this 1m reduction and reduced length of boardwalk and estimated a capital cost reduction from $33.6M to around $23.7M for Amended Option 3.

5.5 Multi-Criteria Assessment

For the multi-criteria assessment, the steering group scored the proposed pathways against their ability to achieve the benefits and investment pillars for a more robust and rigorous assessment. (Note each category scored out of 5).

	Criterion	Weighting	Route option: 1	Route option: 2	Route option: 3	Route option: 4	Route option: 5
			$2,233,363.00	$7,965,720.00	$33,623,993.00	$16,124,063.00	$15,723,743.00
Benefits	Better connection to the Awa	10%	1.36	1.00	4.93	3.43	3.43
Benefits	Increase in active travel	10%	2.00	2.93	4.29	3.43	4.29
Benefits	Equity of access	10%	1.93	2.86	4.50	3.71	4.29
Benefits	Increase in active recreation	10%	1.29	1.57	4.79	3.57	3.64
Benefits	Increased financial returns	10%	1.29	2.29	4.14	3.64	3.77
Investment pillars	Increased safety	15%	1.57	2.79	4.29	3.36	4.36
Investment pillars	Alignment with mana whenua aspirations	10%	(To be determined by mana whenua)				
Investment pillars	Affordability	10%	4.57	3.71	1.29	2.64	3.21
Investment pillars	Accessible to everyone	5%	1.50	1.79	3.86	3.00	4.00
Investment pillars	Sustainability	5%	3.71	3.64	2.14	3.00	3.64
Investment pillars	Achievability	5%	4.29	3.93	1.71	3.36	3.79
	NET Benefits score		0.79	1.06	2.26	1.78	1.94
	NET Investment pillars score		1.17	1.26	1.16	1.24	1.55
	Total	**100%**	**1.95**	**2.32**	**3.42**	**3.01**	**3.49**

5.6 Preferred Route for Taruheru River Shared Pathway

Following the multi-criteria assessment of the shortlisted pathway route options, it was identified that a stage-by-stage approach would be beneficial for identifying an overall preferred route option.

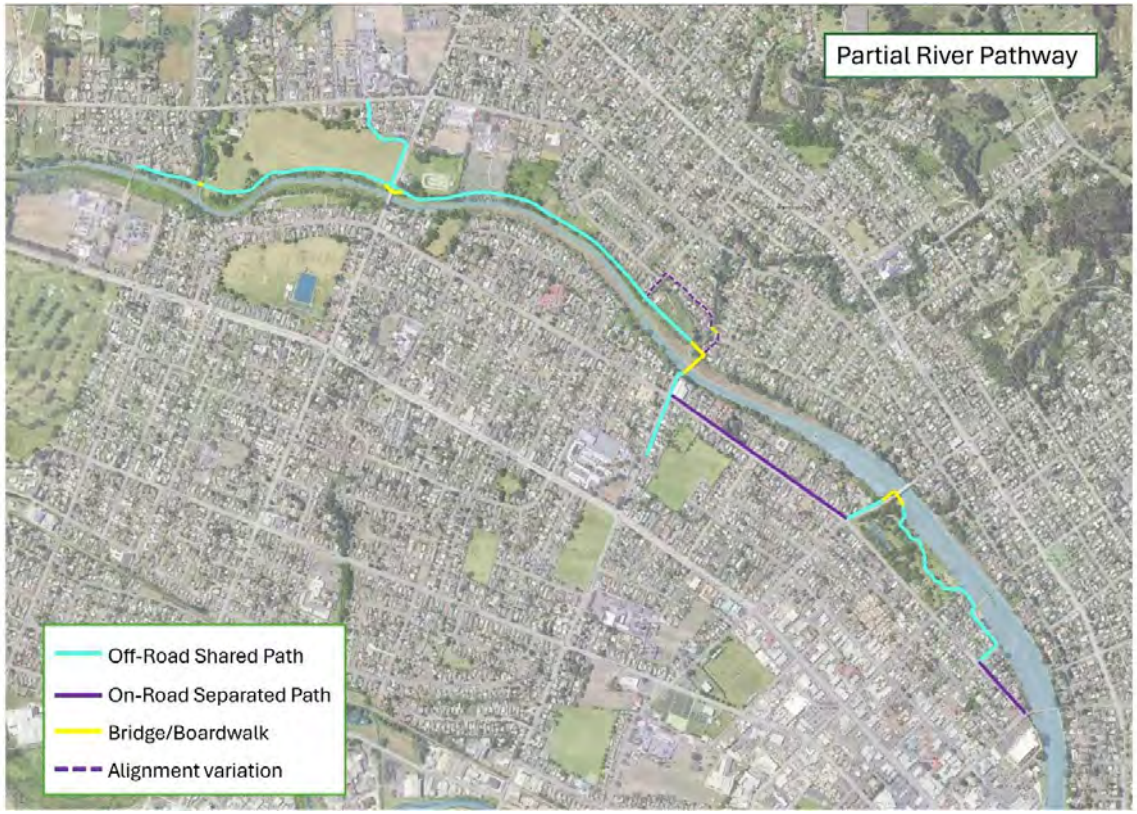
This process led to Pathway route option 5 – Partial River Path being selected as the preferred pathway route option.

Both pathway route option 3 and 5 scored well when measuring benefit realization but ultimately pathway route option 5 was selected due to its stronger alignment with the investment pillars.

Pathway route option 5 – Partial River Path includes a combination of off-road and on-road pathways with multiple treatment options, providing a safe, connected pathway that follows the Taruheru river corridor.

It also includes two supplementary connections to schools (Gisborne Girls High and Lytton/Ngā Uri a Māui)

The key distinction of Pathway route option 5 is the focus of travelling alongside the river corridor as opposed to in it. This option aligns strongly with all investment pillars and reduces the estimated capital cost substantially.



5.7 Affordability Assessment

Included in the 2023 business case was detailed costing of all proposed pathways.

With the introduction of pathway route option 5 and considering the time that had passed since the 2024 business case, Stantec was further engaged to provide updated costing for the shortlisted pathway route options.

Pathway route option Name	Capital Cost	Whole-of-Life Cost (40 years, present value, incl. Maintenance costs)	Notes
Pathway route option 3 - full river path	$33,620,000	$36,130,000	
Pathway route option 5a – (on-road path in Stage 1)	$15,720,000	$18,700,000*	The difference between these pathway route options is a shared pathway (widened sidewalk) vs on-road separated cycleway.
Pathway route option 5b - (off-road path in Stage 1)	$15,740,000	$18,600,000*	

Cost comparison, including whole-of-life cost, of the shortlisted pathway route options, Stantec - March 2025. *Updated whole-of-life cost, Kōtātā Insight 2025.

The updated costing was separated out by delivery stages which allowed for the individual staged costs to be isolated and considered for delivery. This assisted the selection of the preferred route via the stage-by-stage selection process.

5.7.1 Preliminary Concept Construction Cost Estimate

This estimate is based on measured quantities, rates are escalated as detailed and assume a competitive tender. Includes a 30% contingency and 20% allowance for professional services and is excluding GST.

A 30% contingency is typical of a capital project at this stage of its development, and the estimated professional services (including but not limited to design, consenting, project management and quality assurance) are in line with industry benchmarks at 20% of the project's construction cost.

5.8 Cost-Benefit Analysis

Purpose

The Taruheru Shared Pathway Cost–Benefit Analysis (BCA) (**Appendix 2**) assesses the economic and wellbeing impacts of a proposed shared walking and cycling pathway along the Taruheru River in Gisborne. The analysis evaluates whether the investment represents value for money by comparing the present value of benefits with capital and whole-of-life costs, using established transport and economic appraisal methodologies.

Rationale

The proposed pathway aims to improve active transport and recreation options, enhance public health, strengthen community wellbeing, and improve resilience to natural disasters. The BCA applies Waka Kotahi's standardised transport appraisal framework for valuing health, safety, and environmental benefits, and extends this analysis to capture wider community, education, and economic outcomes. The approach aligns with Trust Tairāwhiti's He Rangitapu He Tohu Ora wellbeing framework, ensuring that the assessment reflects regional priorities and values.

Key Findings

The largest share of benefits arises from improved health outcomes associated with increased levels of walking and cycling, valued at $118.9 million. Improved resilience to natural disasters contributes a further $81.8 million in benefits, largely due to enhanced evacuation capacity during a potential tsunami event. Improved cognitive and educational outcomes linked to regular physical activity among school-aged users are valued at $32.6 million. Additional benefits include reduced travel costs, reduced traffic congestion, increased tourism, lower greenhouse gas emissions, and improved amenity value associated with travel along the river corridor. Sensitivity testing indicates that the project continues to deliver strong value for money even under conservative demand and growth assumptions.

Economic Study establishes Concrete and Intangible Benefits

The steering group commissioned Kōtātā Insight to measure the project's monetised economic benefits and understand unquantifiable or intangible benefits.

Research evidence quantifies relevant relationships in a way that enables a monetary cost to be attached. This gives confidence that the benefits are sufficiently distinct from monetized benefits and are unlikely to be unintentionally double counted.

Many benefits relating to community connection were not monetised because of these criteria. This reflects the state of the current research evidence on many of these topics, and of the scope of this analysis, as primarily a desktop-based exercise (as opposed to one where we could use New Zealand data to do new research on these topics).This should not be interpreted as evidence that these benefits do not exist, or do not have value.

Figure 7 maps and distinguishes between monetised and non-monetised benefits.

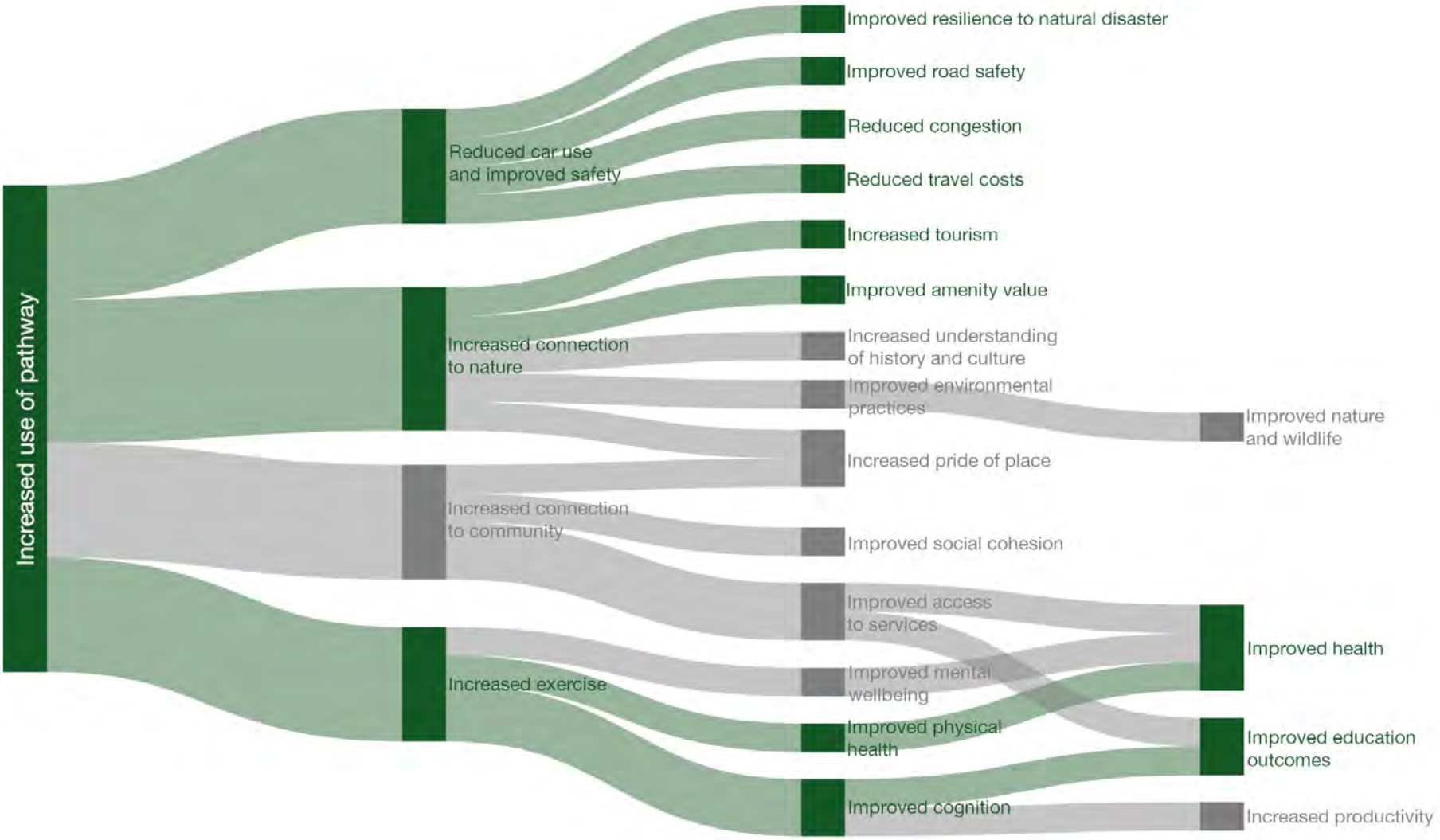


Figure 7: Indication of monetised and non-monetised benefits (Kōtātā Insight, 2025)

Table 4: Summary of benefits and costs from standard assumptions

Benefit/cost component	Accrues to	Present value
Improved health	Users	$118.9m
Improved road safety	Users	$1.4m
Improved resilience to disaster	Community	$81.8m
Reduced emissions	Community	$0.7m
Reduced congestion	Community	$2.7m
Reduced travel costs	Users	$6.0m
Increased tourism	Community	$5.1m
Improved cognitive skills	Community	$32.6m
Improved amenity value	Users	$2.6m
Total estimated benefits		**$251.8m**
Capital costs		$15.7m
Maintenance costs (whole of life)		$2.9m
Total estimated costs		**$18.7m**
Net present value		**$233.1m**
Benefit-cost ratio (capital costs only)		16.0
Benefit-cost ratio (all costs)		**13.5**

Summary of Results

The analysis estimates total present value benefits of $251.8 million over the life of the project, compared with total present value costs of $18.7 million. This results in a net present value of $233.1 million. The benefit–cost ratio is estimated at 16.0 when considering capital costs only, and **13.5** when including maintenance and whole-of-life costs. Overall, the project is estimated to generate approximately **$13.50 in benefits for every dollar invested.**

The Taruheru Shared Pathway demonstrates a strong economic and strategic case for investment. The analysis shows that the pathway delivers substantial net benefits to those who use the pathway and the wider Gisborne community, with benefits significantly exceeding costs under all tested scenarios. In addition to transport and health outcomes, the pathway supports broader objectives relating to community wellbeing, education, resilience, and placemaking, making it a robust and high-value infrastructure investment.

6. THE COMMERCIAL CASE

6.1 Introduction

The commercial case outlines how the Taruheru River Pathway project can be procured and delivered in a way that provides best public value. It evaluates delivery options, market capacity, risk allocation, and procurement strategies in accordance with **Waka Kotahi NZTA's Procurement Manual** and the **Government Procurement Rules (MBIE)**.

6.2 Market Analysis and Capacity

A soft market analysis indicates that there is capacity within the local and national market to deliver this project. Comparable recent pathway projects in New Zealand — such as:

- Te Ara Ōtākaro Avon River Trail (Christchurch),
- Wellington's Cobham Drive Pathway
- Te Awa River Ride (Waikato)

—have been delivered through traditional Design–Bid–Build or Design–Build (D&B) models using local and regional contractors, often co-funded by NZTA and local councils.

6.3 Longlist of Delivery Options

Delivery Model	Description	Typical Use / Suitability	Key Advantages	Key Considerations / Risks
Traditional (Design–Bid–Build, DBB)	The client (e.g., Council) completes design, then tenders the construction works separately.	When design certainty is high; complex sites needing strong client control; projects with defined scope.	Clear control over design and quality; competitive pricing; transparent process.	Longer delivery time (sequential phases); higher client interface and coordination effort; limited contractor innovation.
Design & Build (D&B)	A single supplier is responsible for both design and construction, often on a performance-based brief.	When outcomes can be clearly specified; projects requiring time efficiency or integration (e.g. on-road or multi-interface works).	Single point of accountability; faster delivery; encourages innovation and buildability.	Reduced client control over detailed design; need for clear performance specifications and strong contract management.
Early Contractor Involvement (ECI)	Contractor engaged early during design to advise on buildability, methodology, and cost, then often continues to construction.	Complex, high-risk, or constrained projects; where early input can reduce risk or rework.	Early risk identification; improved cost certainty; collaborative planning.	Requires mature client capability; potential perception of reduced competition if not managed transparently.
Alliance / Collaborative Model	Client and delivery partners form a joint team sharing risks, rewards, and decision-making.	Very large, complex, or time-critical projects; where outcomes are uncertain or need innovation (e.g. TREC, Kaikōura rebuild, City Rail Link).	Strong collaboration; best for complex interfaces; shared incentives drive performance.	High governance and overhead cost; not suited to smaller projects.
Public–Private Partnership (PPP)	Private consortium designs, builds, finances, and operates the asset under long-term contract.	Large-scale, long-term infrastructure with whole-of-life performance (e.g. Transmission Gully).	Transfers significant risk; drives innovation and lifecycle efficiency.	Complex procurement; not suitable for smaller or community-scale projects.

6.4 Shortlisted Delivery Models

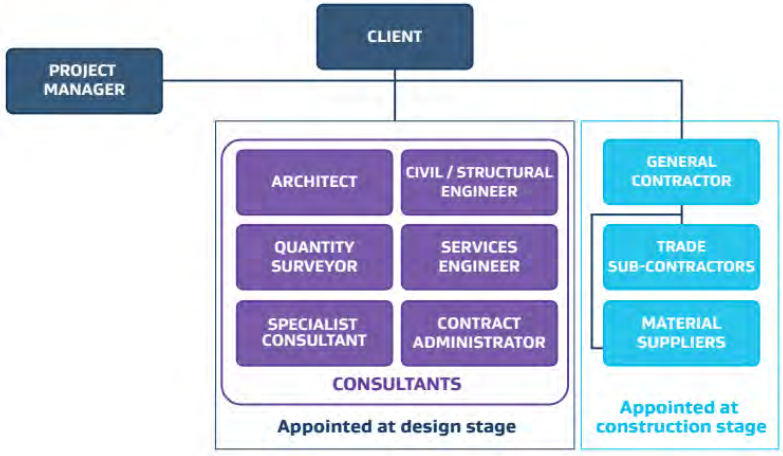
Based on best practice for infrastructure of this type and scale, the following delivery models have been considered:

It's recommended that the most suitable delivery model is utilised for each stage of the pathway, based on the timing of funding, and wider staging of the project.

1. **Traditional Design-Bid-Build (DBB) Contract**

- Consultants complete design; separate contractors' complete construction.
- Best suited for: Western/off-road sections of the pathway with challenging terrain, environmentally sensitive areas, or complex riverbank works.
- **Pros**: Clear scope, competitive pricing, allows specialist contractors to focus on complex off-road works.
- **Cons**: Longer project timeline, risk allocation between design and construction phases needs careful management.

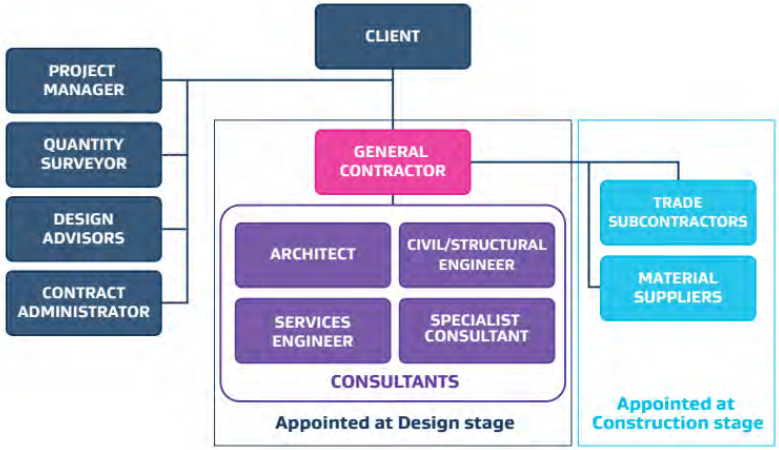
Traditional (Design, Bid, Build) contractual relationships



Design and Build (D&B)

- Single contractor responsible for design and construction.
- Best suited for: On-road urban sections, where design is more standardised and integrated traffic/utility management is required.
- **Pros**: Single point of accountability, integrated approach, potential time and cost efficiencies.
- **Cons**: Less separation between design and construction; requires careful scoping and evaluation

Design and build contractual relationships



6.5 Typical Delivery Models of Cycleway and Shared Path Projects

Project	Location	Reported total value (rounded)	Reported / inferred delivery model
Northern Pathway (Harbour crossing & land components)	Auckland, NZ	**$360M+** (Government investment in first section). Overall programme funding larger in upgrade programme.	**Design & Build** (procurement shortlisted teams for design & construction; single-team delivery for sections).
Ōtaki → North of Levin (Ō2NL) — includes separated shared path	Kapiti / Horowhenua, NZ	**Originally $817M**, project cost reporting increased (media reporting shows ~$2.1B total for highway project; shared path included as part of works).	**Design & Build** (construction contracts signed; VINCI/contract announcements refer to road D&B packages including shared path).
Christchurch Major Cycle Routes (network of 13 Major Cycle Routes)	Christchurch, NZ	**~$70M** (historic CCC programme figure for network rollout).	**Mix — DBB for detailed off-site packages; multiple construction contracts** (design consultants appointed; route sections let via construction contracts).
New Plymouth cycleway proposals	New Plymouth, NZ	**Originally ~$17M estimate; later total for three routes reported >$35M (scope/cost updates)**.	**Council procurement (likely DBB / staged contracts)** — project procurement and delivery by Council; some packages likely tendered as construction contracts.
Orewa West Walkway / Cycleway (staged)	Rodney District / Auckland region, NZ	**$3.85M** (remaining stages 2–7 cost estimate in NZTA paper).	**Design & Construct / DBB** (NZTA paper approves funding for design & construction of remaining stages — typical approach is DBB/construct contracts).
Phillips Ave Active Transport Cycleway (grant funded)	Canterbury-Bankstown, NSW, AUS	**$877k grant** (Active Transport funding for design & build of new cycleway elements).	**Council delivery (design & construct)** — grant to deliver local active-transport works; typical delivery by Council via design/construct contract.
Auckland Hobsonville Road cycleway (project works / staged)	Auckland, NZ	*Public planning pages; construction start announced (no single total cost published on the page).*	**Staged delivery; likely D&B for on-road urban sections** (AT prefers D&B for on-road works according to project updates).

6.6 Proposed Staging Approach

While the approach to staging and delivering the pathway needs to remain dynamic, the following is an indicative staging plan based on the assumption that funding for the pathway will be received over multiple Long-Term-Plans, and from a range of funders. For that reason, it seeks to provide some guidance on where and how the pathway could be constructed in stages to maximise community benefits with the available resources.

Pathway Section	Delivery Model	Procurement Approach	Priority of build	Key Considerations / Benefits
Western / Off-road (e.g., Campion bridge to Dalrymple Rd)	Design-Bid-Build (DBB)	EOI → RFP → NZS3910/3915 Contract	Stage 1	Complex terrain; environmental sensitivity; specialist construction; enhances access to high-deprivation neighbourhoods; fosters community pride
Mitre 10 to Botanical Gardens	Design & Build (D&B)	EOI → RFP → D&B Contract	Stage 2	Constrained working environment, range of treatment options and impacts on neighbouring properties
Roebuck Road to Stanley Road	Design & Build (D&B)	EOI → RFP → D&B Contract	Stage 3	Integrated traffic management; single point of accountability; encourages active transport to schools and city amenities
Roebuck Road Crossing	Design & Build (D&B)	EOI → RFP → D&B Contract	Stage 3	Constrained construction environment, highly disruptive area for works, feasibility and pre-construction planning key to understanding the true cost of the works
Dalrymple to Stanley Road	Design & Build (D&B)	EOI → RFP → D&B Contract	Stage 1-3 (TBC)	Development of this section requires the crossing of private land, although that may be resolved if the land is subdivided in coming years and an esplanade reserve vested in Council. Therefore, this section of pathway could be developed sooner if that subdivision were completed.
Priority School & Community Links	DBB or D&B depending on location	EOI → RFP → Appropriate Contract	Stage 4	Connect pathway to surrounding community infrastructure, such as school and community facilities. Improves safe travel to schools; supports wellbeing, education, and active lifestyles

6.7 Procurement Approach

6.7.1 Procurement Strategy

In line with **NZTA's Procurement Manual (SM030)** and the **Government Procurement Rules**, the strategy will include:

- **Procurement Plan (Rule 22):** Required for any sections of the pathway subject to co-investment from NZTA
- **Advanced Notice:** To notify suppliers via GETS and stimulate interest
- **Request for Tender (RFT):** Open competitive process based on price and non-price attributes
- **Non-Price Attributes:** Include methodology, resourcing, track record, and local engagement approach
- **Evaluation Panel:** Comprising technical, procurement, and community representation

In addition, the procurement will comply with GDC **Procurement Policy and Rules**, including:

- Open, fair, and transparent processes
- Value for money as the primary consideration
- Compliance with relevant legislation and NZ Government procurement guidance
- Managing risk, probity, and sustainability considerations

6.7.2 Recommended Procurement Strategy

1. **Expression of Interest (EOI) / Request for Proposal (RFP)**
   - EOI to shortlist suitably qualified contractors for each delivery model.
   - RFP issued to shortlisted suppliers, including evaluation criteria covering:
     - Price / value for money
     - Experience in similar shared path / active travel projects
     - Capability in environmental and cultural management
     - Delivery methodology for staged sections
2. **Contract Type**
   - **DBB sections:** Standard NZS3910 or NZS3915 construction contracts for off-road works.
   - **D&B sections:** Design & Build contracts tailored for urban / on-road sections with traffic integration.
   - Clear clauses for staged delivery and pre-agreed rates for subsequent sections.
3. **Staged Delivery Adaptation**
   - Define **priority sections** (e.g., high-use school corridors, central city links) to deliver first.
   - Allow contractors to submit proposals for later delivery stages once additional funding is secured.
   - Use **framework agreements or schedule-of-rates contracts** to maintain cost certainty for future delivery stages.
4. **Risk and Contingency Management**
   - Include risk allocation for environmental constraints, site conditions, and stakeholder engagement.
   - Contingency allowances for unforeseen issues (utilities, flooding, heritage sites) incorporated into contracts.

5. **Stakeholder and Community Engagement**
    - Contractors must demonstrate experience in community engagement and Māori partnership (mana whenua), consistent with Council and Waka Kotahi expectations.

6.7.3 Regional Economic Benefit

Council will structure procurement to **maximise local and regional economic benefits**:

- **Encourage local contractors** to participate in the delivery of the pathway, where feasible, either as prime contractors or subcontractors.
- **Package works** to allow smaller regional firms to compete for sections of the pathway, particularly for civil, landscaping, and finishing works.
- **Incorporate supplier development clauses** that encourage employment of local labour and engagement with mana whenua and community groups.
- **Promote knowledge transfer** and capability building within the local workforce.

This approach ensures that the project delivers not only community wellbeing but also tangible economic benefits for Tairāwhiti.

6.7.4 Key Procurement Risks and Mitigations

Risk	Mitigation
Insufficient market interest	Early EOI and market engagement; allow regional and national contractors
Cost escalation	Use framework agreements and staged delivery with agreed rates
Delays in approvals or funding	Stage works by priority sections; maintain flexibility in schedule
Quality inconsistency	Standardised specifications, design review, and performance-based contract clauses

6.7.5 Conclusion

A hybrid delivery model (DBB for western/off-road sections and D&B for urban/on-road sections) with staged implementation provides:

- Technical efficiency tailored to terrain and complexity
- Single-point accountability for urban sections
- Flexibility to manage funding limitations
- Compliance with Council's Procurement Policy and Rules
- Regional economic benefits through local contractor engagement

This commercial approach ensures the pathway is delivered efficiently, sustainably, and inclusively, maximising value for Tairāwhiti residents.

7. THE FINANCIAL CASE

7.1 Purpose

The Financial Case outlines the overall cost and affordability of the preferred route option for the Taruheru River Pathway, identified within the Economic Case.

The purpose of the Financial Case is to:

- Quantify expected annual costs of the Taruheru River Pathway
- Identify potential sources of funding.
- Assess the affordability of the Taruheru River Pathway.

7.2 Recommended Option

The Economic Case provides more detailed information about the preferred pathway route option for the Taruheru Shared Pathway. This is a pathway utilizing a mixture of on- and off-road sections, with an estimated capital cost of $15.7M.

7.3 Financial Model

7.3.1 Overview of Approach

The project has **$2.5 million of existing capital funding** allocated through Gisborne District Council's Long-Term Plan (LTP) and is anticipated to seek the remaining balance through a combination of **Community Funders, Waka Kotahi co-investment**, and **other community or central government funding sources**.

7.3.2 Key working assumptions

- Total capital cost estimated at **$15.7 million (excl. GST)** based on Stantec (2025) concept design including contingencies outlined below.
- A **30% contingency allowance** applied to reflect early-stage design and geotechnical/environmental uncertainty.
- An allowance of **20%** has been made for **professional services** including but not limited to design, consenting, geo tech, project management and quality assurance. This is in line with industry best practice.
- Cost escalation of **2.5–3% per annum** applied for future-year construction stages.
- A **4% real discount rate** applied, consistent with Treasury and Waka Kotahi guidance.
- Financial analysis conducted over a **40-year asset life**, reflecting typical cycleway infrastructure lifespan.
- Construction delivered in phases aligned with funding availability (2026–2030).
- Annual maintenance costs estimated at **$22,000 per annum**.
- Straight-line method over **25–50 years** depending on component type, in line with GDC asset policy.
- Nil residual value assumed; renewals to be funded through depreciation reserves.
- No significant land acquisition, utility relocation, or consenting cost overruns.

7.3.3 Capital Expenditure

Cost Component	Estimated Cost (excl. GST)	Source
Design, consenting, and management	$2.09M	Stantec 2025
Construction and materials	$10.48M	Stantec 2025
Contingency (30%)	$3.15M	Stantec 2025
Total Capital Cost	**$15.72M**	—
40-year Cost (PV)	$18.7M	Kōtātā Insight 2025

7.3.4 Long-term Maintenance Costs

Maintenance costs

Ongoing maintenance costs are estimated at $2.9M PV over 40 years, with approximately $22,000 per annum.

10 yearly periodic maintenance estimate: $309,000 (Kōtātā Insight, 2025)

20 yearly periodic maintenance and renewals estimate: $1,449,450 (Kōtātā Insight, 2025)

Gisborne District Council's Transportation Activity Management Plan will consider these costs, with renewals incorporated into future LTP cycles.

Table 5: Itemised maintenance schedule - Stantec 2025

Item	Annual		10-yearly		20-yearly	
Painted cycle lanes (both sides of the road)	$ 4	Re-mark additional paint	$ 15	Re-mark green		
Two-way separated cycleway - existing road surface	$ 8	Re-mark additional paint and replace some delineators	$ 15	Re-mark green	$ 500	Replace separators
Two-way separated cycleway - shoulder smoothing	$ 8	Re-mark additional paint and replace some delineators	$ 15	Re-mark green	$ 500	Replace separators
Concrete shared path, 3 m wide, in reserves	$ 2	Re-mark paint			$ 150	Replace damaged sections (20%)
Concrete shared path, 3 m wide, on roadside berm	$ 4	Re-mark paint	$ 10	Re-mark green (driveways)	$ 200	Replace damaged sections (20%)
Concrete/AC path with kerb/drainage alterations, in road reserve	$ 2	Re-mark paint			$ 300	Replace damaged sections (20%)
Compacted gravel path, 3 m wide, in reserves			$ 75	Replace wearing course	$ 45	Replace damaged sections (20%)
Timber boardwalk on or ramping to mudflats with handrail, 4 m wide	$ 10	Inspect, minor repairs	$ 500	Moderate repairs, clear flood debris	$ 800	Replace 50% decking
Timber boardwalk on park areas, no handrail, 4 m wide	$ 10	Inspect, minor repairs	$ 400	Moderate repairs	$ 600	Replace 50% decking
Concrete shared path, 4 m wide, with timber retaining wall each side and handrail one side	$ 5	Maintain signs	$ 100	Minor repairs/maintenance	$ 300	Replace damaged sections (20%)
Replace and widen bridge deck to 3 m width, new handrails	$ 8	Inspect, minor repairs	$ 400	Moderate repairs	$ 600	Replace 50% decking
Spare						
Minor intersection/crossing improvements	$ 100	Additional sweeping				
Low retaining wall for path			$ 50	Minor repairs/maintenance		
New path lighting			$ 20	Replace luminaires		

7.3.5 Depreciation

The Taruheru River Pathway will be capitalised as a transportation and recreation infrastructure asset within Gisborne District Council's fixed asset register.

Depreciation will be applied in accordance with Council's Accounting and Asset Management Policies, consistent with the Local Government Act 2002, Public Benefit Entity International Public Sector Accounting Standards (PBE IPSAS 17), and GDC's Activity Management Plans.

Depreciation Method

- Depreciation will be calculated using the **straight-line method** over the **estimated useful life** of each asset component.
- This method allocates cost evenly across the asset's expected life, reflecting gradual wear and consumption of service potential.

Asset Components and Useful Lives

Based on GDC's **Infrastructure Asset Management Plan – Transport and Recreation**, indicative useful lives are:

Asset Component	Typical Useful Life (Years)	Depreciation Basis
Concrete or asphalt shared path surface	40 years	Straight-line
Timber or composite boardwalks / bridges	25–40 years	Straight-line
Lighting and furniture (seating, bins, signage)	10–20 years	Straight-line
Drainage and subgrade improvements	50 years	Straight-line
Landscaping and plantings	Not depreciated (maintenance only)	—

Depreciation Funding

- Depreciation will be funded to the extent of local share contribution (minimum of 32%). Renewal works (resurfacing, furniture replacement, signage upgrades) will be timed according to asset condition assessments and renewal forecasting tools.

7.3.6 Financial Impact Assessment (Council)

- Council's **capital exposure is capped** at the existing LTP allocation.
- Ongoing costs are **modest**.
- Depreciation funding will have an impact on rates and would need to be considered through the 2027-37 LTP.
- External co-funding materially reduces long-term financial risk.

7.4 Rates Impact Assessment

Capital funding impact
Gisborne District Council has allocated **$2.5 million** to the Taruheru River Pathway through its 2024-27 Three Year Plan. The remaining capital cost will be met through external funding sources, including Waka Kotahi co-investment and regional partners.

Operating and maintenance impact
Ongoing yearly maintenance costs are estimated at **$22,000 per annum**. These costs will be considered within Council's future Transport Activity maintenance budgets. The pathway is comparable in cost to other shared path assets currently managed by Council.

Depreciation and renewals
The pathway will be depreciated at approximately **$393,000 per annum** over an average useful life of 40 years. Renewal works will be programmed through future Long-Term Plans based on asset condition and performance.

Overall rates impact

- No additional rates are required to fund capital delivery.
- Yearly operating costs are modest.
- Average additional costs required to meet long term maintenance/renewals levels result in provision of $100k per annum.
- Depreciation will be funded to the extent of local share contribution (minimum of 32%).

7.5 Financial Sensitivity Analysis

Scenario / Variable	Change Tested	Revised Estimated Total Cost (NZD)	Impact on Funding Requirement	Commentary / Implications
Base Case (Pathway route option 5a)	—	**$15.72M**	GDC $2.5M (confirmed) + external $13.2M	Financially viable under blended funding model.
Construction Cost +10%	Increase of 10% in total capital cost	$17.29M	Additional $1.57M required from external sources (e.g., local funders or Waka Kotahi).	Moderate sensitivity; manageable within potential funding range ($15–17M).
Construction Cost –10%	Decrease of 10% in total capital cost	$14.15M	Reduces external funding requirement by $1.57M.	Improves affordability; lower stress on co-funding ratios.
Inflation / Escalation +2% (compounded)	Sustained escalation over staged delivery (2.5% → 4.5%)	$16.35M	Additional $0.6M funding required over 4 years.	Manageable if staged procurement locks early pricing.
Reduced Waka Kotahi FAR (from 68% → 51%)	Lower co-investment rate applied	Net local share ↑ by ~$2.5M	Additional funding required from external funders.	High sensitivity — highlights value of securing higher FAR through GPS alignment.
Local funders contribution +$2M	Increase in regional co-funding	Total external contribution sufficient to cover 100% of cost.	Reduces dependency on NLTP timing and FAR rates.	Strengthens delivery certainty and regional partnership.
Delay of 2 years (2026 → 2028)	Deferral with escalation	$16.6M (approx. +6%)	Funding gap increases ~$0.9M.	Reinforces benefit of early delivery and locking contracts early.
Maintenance cost +20%	$26.4k per annum (vs. $22k base)	N/A (OPEX impact only)	Minor increase in annual operating budgets.	Negligible effect on affordability.

7.6 Funding Approach

The project will pursue a **multi-source funding strategy** to reduce reliance on any single funding stream and to align with regional partnership objectives:

Potential Funder	Key Objectives / Alignment Considerations	Indicative Potential Funding Contribution	Notes / Considerations
Gisborne District Council (GDC)	• Primary asset owner and delivery agency. • Supports local transport and recreation infrastructure. • Aligned with GDC's *Active Travel Strategy 2024*, *Parks & Open Spaces Strategy*, and *Long Term Plan (LTP)*.	**$2.5M (confirmed)** Additional renewals funding over lifecycle.	Existing LTP allocation (2024–2027). Further top-ups possible via subsequent LTP rounds.
Community Partners	• Strategic focus on regional wellbeing and community-led development. • Alignment with wellbeing domains: Hapori, Tūhono, Taiao, and Ōhonga.	**TBC**	Strong alignment with community objectives outlined in executive summary and significantly impactful core regional infrastructure.
Waka Kotahi NZ Transport Agency (National Land Transport Programme – NLTP)	• GPS 2024 priorities: safety, better travel options, sustainability, and emissions reduction. • Eligible under *Walking and Cycling Improvements Activity Class* or *Transport Choices Programme*.	**$7–9M (51–75% co-funding)**	Dependent on inclusion in future NLTP cycle (2027–30). Co-funding likely strongest for urban connectivity and school travel sections.
Tapuwae Tairāwhiti Trails Trust	• Focus on developing a connected regional trail network. • Aims to enhance tourism, community access, and recreation. •	**In-kind contributions to trail planning**	Likely non-cash or leveraged funding through partnerships and sponsorship. *NB: Has funded technical reports to support this business case.*
Central Government – Active Mode or Climate Funds	• Prioritises low-emission transport investments and resilience projects. • Aligned with mode shift and climate adaptation policy objectives.	**$1–2M (potential)**	Dependent on future government funding rounds; likely competitive grant process requiring demonstration of emission-reduction benefits.
Corporate / Sponsorship Partners	• Local or national organisations seeking visibility and CSR alignment.	**$0.1–0.25M (variable)**	Could include material or service sponsorship (e.g. equipment, design support, or amenities).

7.7 Financial Risks and Mitigations

Risk	Description	Mitigation
Funding shortfall	Not all funding sources confirmed	Staged delivery; early applications to local and national funding partners.
Cost escalation	Construction inflation and supply chain volatility	Early contractor engagement; fixed-price contract elements.
Maintenance burden	Long-term cost pressures	Use of durable materials (concrete rather than gravel), efficient design.
Timing of co-funding	NLTP cycle misalignment	Align business case and design timing with Waka Kotahi funding windows.

7.8 Summary of Financial Position

- Project remains **affordable and deliverable** within a total cost envelope of **$15 – 17 million**.
- A **multi-source funding model** (GDC + Waka Kotahi + Local funders) ensures resilience to funding cycle variability.
- Early co-funding confirmation and staged delivery will manage escalation risk and support timely delivery.

8. THE MANAGEMENT CASE

8.1 Introduction

The Management Case sets out the frameworks and processes which would be implemented to ensure the project has the required direction, management, control, and communication to make it a success.

The Management Case demonstrates that:

- Clear governance and decision-making arrangements are in place.
- Roles, responsibilities, and accountabilities are well defined.
- The partnership model is fit for purpose for planning, delivery, and long-term stewardship; and
- The project can be delivered in a manner consistent with public-sector assurance, funding, and reporting expectations.

8.2 Project Governance

The governance model for the Taruheru River Pathway is a partnership-based model formalised through a Memorandum of Understanding (MoU) with Tapuwae Tairāwhiti Trails Trust (TTT) (**Appendix 4**). The MoU provides the overarching governance structure, defines how decisions are made, and establishes the mechanisms for coordination between the parties.

The model reflects:

- GDC's statutory role, funding accountability, and asset ownership responsibilities; and
- TTT's role as a trusted community partner with specialist expertise in trails development, advocacy, engagement, and coordination.

Memorandum of Understanding as the Governance Instrument

The MoU (effective from 30 April 2024 to 1 May 2029) is the primary governance document for the project. It records the partnership intent, scope, principles for working together, and high-level responsibilities of each party.

The MoU:

- Does not create a separate legal entity.
- Does not override statutory obligations of GDC; and
- Provides sufficient flexibility to accommodate a multi-agency delivery environment while maintaining clear accountability.

The MoU remains in force through planning, funding applications, detailed design, and implementation, with an explicit commitment to consider governance arrangements beyond the term to support long-term sustainability of the pathway.

8.2.2 Governance Group Membership

The Governance Group comprises representatives from:

- Gisborne District Council.
- Tapuwae Tairāwhiti Trails Trust; and
- Mana Whenua

Additional community or agency representatives may be included where appropriate to reflect project needs, subject to agreement by the partners.

8.3 Indicative Project Timeline

The delivery timeframe for the Taruheru River Pathway depends on the availability and timing of external funding, statutory approvals, and internal Council decision-making. As such, the programme remains indicative and will continue to evolve as key dependencies are confirmed, and project scope and staging are refined.

Programme Assumptions and Dependencies

The overall project timeline is subject to the following key factors:

- Confirmation of funding sources and funding approval timeframes
- Completion of required statutory and regulatory approvals, including resource consents
- Outcomes of mana whenua and stakeholder engagement
- Finalisation of design scope and procurement strategy
- Seasonal and environmental constraints associated with river-edge construction

Delays or changes in any of these areas may affect the sequencing and duration of project activities.

Indicative Project Delivery stages

Subject to funding and approvals, the project is anticipated to progress through the following high-level delivery stages:

- Business case approval and funding confirmation
- Preliminary investigations and concept design
- Stakeholder, community, and mana whenua engagement
- Detailed design and statutory approvals
- Procurement and contractor appointment
- Construction (potentially staged)
- Practical completion, handover, and commencement of operations

Specific start and completion dates will be confirmed as the project advances through these delivery stages.

Schedule Management and Governance

A live project schedule will be developed and maintained by the Project Manager and will reflect current assumptions, dependencies, and approved changes. The schedule will be regularly reviewed and updated to support informed decision-making.

Oversight of the project programme will be provided by the Project Governance Group, which will:

- Monitor progress against agreed milestones
- Review schedule risks and emerging constraints
- Endorse significant programme changes where required
- Ensure alignment between funding, approvals, and delivery timing
- Monitor the project budget

8.4 Benefits Management

The purpose of benefits management for the Taruheru River Pathway is to ensure that the investment delivers the intended outcomes identified in the Strategic and Economic Cases and that these outcomes are actively monitored, reported, and used to inform future decision-making. Benefits management will be an ongoing process across the lifecycle of the project, from delivery through to operation, and will be integrated into Council's existing governance, asset management, and performance reporting frameworks.

The approach is based on the principles of clear benefit ownership, measurable indicators, proportionate monitoring, and continuous improvement. Benefits have been defined to directly address the identified problems, align with the investment pillars, and demonstrate performance against Government Policy Statement (GPS 2024) priorities, particularly Safety, Economic Growth and Productivity, Resilience, and Value for Money.

Oversight of benefits management will sit with the Project Governance Group, supported by Council officers and delivery partners. The governance group will be responsible for confirming baseline conditions, endorsing performance measures, and ensuring that benefits realisation is tracked and reported over time.

8.4.1 Benefits Management Plan

Benefits Identification and Ownership

Each primary benefit has been assigned a clear owner responsible for monitoring and reporting. Ownership typically sits with the relevant Council activity or partner best placed to influence outcomes.

Benefit	Primary Owner	Supporting Partners
Increased safety for active travel users	GDC Transport Team	Waka Kotahi, schools
Increased active travel uptake	GDC Transport & Planning	Public Health, schools
Improved equity of access	GDC Transport & Community Wellbeing	Disability groups
Increased connection to Taruheru Awa	Mana whenua / GDC Parks	Tapuwae Tairāwhiti
Increased active recreation	GDC Parks & Recreation	Tourism partners
Economic and productivity benefits	Trust Tairāwhiti (as the Regional Economic Development Agency)	Business associations

8.4.2 Benefits Measures and Indicators

Benefits will be measured using a combination of quantitative and qualitative indicators, prioritising established and cost-effective data sources.

Benefit	*Indicator*	*Baseline*	*Target / Direction*
Safety	Reported crashes involving pedestrians/cyclists	Pre-construction data	Reduction over time
Safety	User perception of safety	Baseline survey	Measurable improvement
Active travel uptake	Daily path users (counters)	0 / existing	Year-on-year increase
Mode shift	% of school trips by walking/cycling	Baseline travel data	Increase
Equity of access	Use by children, older people, disabled users	Baseline survey	Broader user mix
Connection to awa	Cultural design features delivered	None	Fully implemented
Recreation	Recreational use counts	Baseline	Growth comparable to Te Oneroa
Economic benefit	Proximity footfall / amenity perception	Baseline	Positive trend

8.4.3 Baseline Establishment

Baseline data will be established prior to construction for all primary indicators. Where direct data is not currently available, proxy measures (e.g. traffic counts, school travel surveys, community surveys) will be used. Baseline establishment will occur during detailed design and prior to the first stage of construction, ensuring a robust "before and after" comparison.

8.4.4 Monitoring and Reporting

Benefits will be monitored at defined intervals to reflect when outcomes are expected to materialise.

Timing	Activity
Pre-construction	Confirm baseline measures
Year 1 post-opening	Initial benefits check (usage, safety perception)
Years 3–5	Formal benefits realisation review
Ongoing	Incorporated into AMP and LTP reporting

Reporting will be proportionate and integrated into existing Council reporting processes, including Annual Reports, Transport Activity performance reporting, and LTP reviews.

8.4.5 Managing Risks to Benefits Realisation

Key risks to benefits realisation and mitigation measures include:

Risk	Mitigation
Safety benefits not realised	High-quality design, CPTED principles, lighting
Lower-than-expected usage	Wayfinding, activation, school travel programmes
Cultural outcomes not delivered	Early and ongoing mana whenua partnership
Maintenance shortfalls	Confirmed OPEX funding and condition monitoring
Network disconnection	Integration with wider active travel programme

8.4.6 Continuous Improvement and Adaptation

Benefits management will support adaptive management of the pathway.

Monitoring results may inform:

- Targeted safety upgrades
- Additional connections or crossings
- Activation and programming initiatives
- Future stages of the active travel network

Lessons learned will be captured and applied to subsequent active travel investments across Gisborne.

8.4.7 Summary

The benefits management approach ensures that the Taruheru River Pathway delivers measurable, enduring value aligned with Council, regional, and national objectives. Clear ownership, practical indicators, and integrated reporting provide confidence that the investment will achieve its intended outcomes and inform future transport and place-making decisions.

8.5 Risk Management

Effective risk management is critical to the successful delivery and long-term operation of the Taruheru River Pathway. Risks have been identified across the planning, delivery, and operational phases of the project, with mitigation measures proposed to reduce the likelihood and impact of adverse outcomes. Risks will be actively monitored and reviewed throughout the project lifecycle.

8.5.1 Risk Management Approach

The project applies a proactive risk management framework consistent with recognised public-sector best practice. Key elements include:

- Early identification of strategic, operational, environmental, financial, and reputational risks
- Assignment of clear ownership for each risk
- Implementation of mitigation strategies proportionate to risk severity
- Ongoing monitoring and reporting to governance and project sponsors

Risk assessments will be updated at key project milestones, including design completion, procurement, construction commencement, and transition to operations.

Risk Approach To-Date

Over the past 18 months, substantial risk mitigation and due diligence work has been undertaken by the project steering group. External technical and specialist reports have been commissioned and funded by the Tapuwae Tairāwhiti Trails Trust, to ensure the full benefits realisation can be achieved by retaining as much of the available funding for capital construction.

Key Risk Mitigation Activities Undertaken

1. Establishing clear project success criteria and assessment pillars, highlighting sustainability and affordability.
2. Comprehensive review of all previous Taruheru River Pathway reports and resolution of outstanding issues.
3. Validation of projected user demand analysis through investment into monitoring of existing shared path infrastructure and collection of local usage data.
4. Analysis of travel demand between residential areas, workplaces, and education destinations.
5. Commissioned an updated, high-level capital and maintenance cost estimates and review of earlier costings.
6. Development of staged delivery options, breaking the 4.5 km pathway into eight clear delivery stages all with separated costings, helping to assess value and benefit alignment.
7. Assessment of multiple route alignments and surface treatment options to improve feasibility.
8. Environmental and climate risk assessment, including flood behaviour, tsunami risk, and sea-level rise adaptation.
9. Preliminary assessments of selected river crossings.
10. Review of vehicle heavy traffic flows and safety risks at major intersections.
11. Analysis of ACC walking and cycling accident data for Gisborne over the past five years.
12. Ongoing engagement with local hapū and mana whenua, including representation on the Steering Group.
13. Assessment of rates impacts and long-term financial sustainability of ongoing maintenance.
14. Ongoing engagement with landowners and leaseholders where the pathway is proposed to pass through their property.
15. Targeted engagement with community groups, including CCS Disability and health professionals.
16. Consultation with an arborist on ecological and tree-related risks.
17. Independent economic evaluation of benefits to the community over the lifetime of the pathway.

Risk Category	Risk Description	Likelihood	Impact	Mitigation Measures
Environmental	Adverse impacts on river ecology, including disturbance to habitats, discovery of land contamination, water quality, or riparian vegetation	Medium	High	Early ecological assessments; pathway alignment to avoid sensitive areas; construction management plans; engagement with environmental experts and mana whenua
Regulatory & Consents	Delays or conditions arising from resource consent or statutory approvals	Medium	High	Early engagement with regulators; clear consent strategy; allowance for consent timeframes in project programme
Cultural & Community	Insufficient engagement with mana whenua or community leading to opposition or reputational risk, damage to archaeological sites	Low–Medium	High	Early and ongoing engagement with mana whenua; incorporation of cultural values and narratives; community consultation and transparent communication
Flooding & Natural Hazards	Damage to pathway from flooding, erosion, or climate-related events	Medium	High	Design to flood-resilient standards; appropriate setbacks; durable materials; integration with flood management plans
Financial	Cost escalation due to inflation, unforeseen ground conditions, or scope changes	Medium	Medium–High	Robust cost estimates; contingency allowances; staged delivery; value engineering during design
Construction	Disruption to adjacent landowners, traffic, or public access during construction	Medium	Medium	Construction traffic management plans; staged works; clear communication with affected stakeholders
Health & Safety	Injury to workers or the public during construction or operation	Low–Medium	High	Contractor health and safety plans; compliance with legislation; safe design principles; regular audits
Perceived safety	Perceived social safety of users affects the use of the trail	Medium	Low-medium	CPTED consideration through design, community engagement around safe use, initiatives to ensure that all communities can access and enjoy the trail
Operational & Maintenance	Ongoing maintenance costs exceed forecasts or asset condition deteriorates faster than expected	Medium	Medium	Lifecycle costing; durable materials; clear maintenance responsibilities; integration into existing asset management plans
Demand & Usage	Lower-than-anticipated usage reducing social or economic benefits	Low–Medium	Medium	Alignment with existing networks; good wayfinding and accessibility; promotion of recreational and commuting use

8.8.2 Residual Risk and Governance

Following the implementation of mitigation measures, residual risks are considered manageable and consistent with the Council's risk appetite for strategic infrastructure and community wellbeing projects. Governance oversight will ensure that emerging risks are identified early and addressed promptly.

Risk identification and mitigation will continue and intensify as the project progresses into detailed design, consenting, delivery, and operational phases. The work completed to date represents a significant level of de-risking and provides increased confidence that costs, benefits, and delivery risks have been appropriately identified and assessed.

8.8.3 Summary of strategic risk

While the Taruheru River Pathway faces a range of environmental, delivery, and operational risks, these are typical of linear river-edge infrastructure projects and can be effectively managed through careful planning, stakeholder engagement, and resilient design. A structured risk management approach will support successful delivery and long-term community benefit.

8.5 Stakeholder Engagement and Communication

8.5.1 Purpose of Engagement

To ensure the Taruheru River Pathway reflects community aspirations, cultural values, safety needs, and environmental sensitivities, engagement will:

- Build shared understanding of the project vision and benefits.
- Gather input to refine the design solutions.
- Strengthen local ownership and stewardship of the pathway.
- Identify and manage potential impacts on landowners, businesses, and those who use the pathway..

8.5.2 Engagement Objectives

Objective	Description
Inform	Provide clear, accessible information on the project purpose, options, and timeline.
Consult	Seek community feedback on pathway route options, design elements, access points, safety features, and environmental considerations.
Collaborate	Work closely with adjoining landowners, schools, and recreational groups to co-design local solutions.
Empower	Build enduring partnerships with mana whenua, Tapuwae Tairāwhiti Trails and other community groups to lead activation, maintenance, and promotion of the pathway.

8.5.3 Key Stakeholders & Audiences

Group	Engagement Focus	Engagement Style
Mana whenua	Cultural values, placemaking, storytelling along the awa, design, environmental management	Hui, wānanga, co-design workshops
Adjacent landowners and residents	Access, privacy, boundary, fencing, construction impacts	One-on-one meetings, letter drops, drop-in sessions
Recreation and trail users (Tapuwae Tairāwhiti, GDC Journeys, cycle clubs)	Connectivity, route usability, signage, surface materials	Workshops, online maps, surveys
Schools and community organisations	Safe routes to school, educational opportunities	School visits, youth design sessions
Business and tourism operators	Economic activation, wayfinding, event potential	Focus groups, business chamber briefings
General public	Awareness, feedback on options, broad support	Public open days, online "Participate" page, social media updates
Regulatory / funding partners (Waka Kotahi, MBIE, DOC)	Funding alignment, standards, policy compliance	Technical meetings, formal review

8.5.4 Summary of historic consultation

The Taruheru walkway/cycleway has been featured in several of Gisborne District Council's strategic planning documents:

- **2009-2019 Long Term Plan:** The project was included as a major project, with funding to complete the pathway from Bright Street to Botanical Gardens in year 2-3 and from Botanical Gardens in year 4-5.
- **2012-2022 Long Term Plan:** Completion of the cycleway from Bright Street to Campion Road was planned for years 1-6 of the plan.
- **2015-2025 Long Term Plan:** The plan included no budget for the project but noted that planning would continue for the extension of the current cycleway from Bright Street to Derby Street.
- **2018–2028 Long Term Plan**: The project was included as a key infrastructure initiative, reflecting community support for improved walking and cycling facilities.
- **2021–2031 Long Term Plan**: While specific details are limited in the available summary, the plan continued to support the development of active transport infrastructure, including the Taruheru River Pathway.
- **2024–2027 Three Year Plan**: The plan allocates $3.3 million to extend the shared path from Mitre 10 to the Botanical Gardens. The Council applied for $750,000 in co-funding from Waka Kotahi NZ Transport Agency, this funding was not awarded.

8.5.5 Communication risks and Mitigation

Risk	Mitigation
Stakeholder fatigue from previous consultation rounds	Targeted engagement with clear purpose and visible feedback loops.
Misalignment with mana whenua expectations	Early and continuous partnership, joint cultural impact assessment.
Public opposition over land use or costs	Transparent information, highlight co-benefits (safety, recreation, health and wellbeing and connectivity).

8.5.6 Expected Outcomes

- A pathway design reflecting community priorities and cultural values.
- Strengthened local partnerships supporting long-term care of the pathway.
- Improved project legitimacy and reduced implementation risk.
- Documented evidence supporting NLTP / Waka Kotahi funding applications.

8.11 Quality Management approach

The Quality Management approach outlines the systems, processes, and responsibilities that will ensure the Taruheru River Pathway is planned, designed, constructed, and operated to an appropriate standard, delivering a safe, durable, and high-quality asset that meets community, environmental, and regulatory expectations.

Standards and Compliance

The project will comply with all applicable legislation, codes of practice, and standards, including but not limited to:

- Resource consent conditions and statutory approvals
- Council design guidelines and asset standards
- Relevant New Zealand Standards for pathways, structures, drainage, and materials
- Health and safety, environmental, and accessibility requirements

Where appropriate, best-practice guidance for shared pathways, river-edge infrastructure, and climate-resilient design will be adopted.

Roles and Responsibilities

Role	Quality Responsibilities
Project Sponsor	Oversight of quality objectives and acceptance of final outcomes
Project Manager	Implementation of the Quality Management Plan; coordination of reviews and audits
Design Consultants	Delivery of designs that meet technical, environmental, and cultural requirements
Contractors	Preparation and implementation of Quality Assurance and Quality Control (QA/QC) plans
Council Asset Team	Review of maintainability, durability, and asset handover documentation
Independent Reviewers	Peer review of design and construction where required

Design Quality Management

Design quality will be assured through:

- Clear design briefs and scope definitions
- Concept, developed, and detailed design reviews
- Technical peer review of key elements (e.g. structures, flood resilience, materials)
- Engagement with mana whenua and stakeholders to ensure cultural and community outcomes are reflected

Design outputs will be formally approved prior to progressing to procurement or construction.

Construction Quality Management

Construction quality will be managed through:

- Contractor-prepared QA/QC plans aligned with this QMP
- Inspection and test plans for key construction activities
- Regular site inspections and progress meetings
- Non-conformance reporting and corrective actions where required
- Documentation of as-built information and certifications

Environmental and Cultural Quality

Quality management will incorporate environmental and cultural considerations, including:

- Compliance with environmental management plans and consent conditions
- Protection of riparian margins and waterways during construction
- Ongoing engagement with mana whenua to ensure cultural outcomes are achieved

Handover and Operational Quality

Quality assurance will continue through asset handover and into operation:

- Verification that all works meet contract and design requirements
- Completion of defects and snag lists
- Provision of as-built drawings, warranties, and maintenance manuals
- Integration into Council's asset management systems
- Post-construction review to identify lessons learned

Continuous Improvement

Continuous improvement will be supported by:

- Regular quality reporting to governance groups
- Review of quality outcomes at project milestones
- Incorporation of lessons learned into future stages or similar projects

9. RECOMMENDATIONS AND NEXT STEPS

It is recommended that the investment proceed

The pathway is a positive investment that would improve access along the Taruheru River, provide a safe alternative transport choice to support walking, cycling and wheeling, and create a safer and more enjoyable space for the community. It also offers opportunities to strengthen connections with nature, reflect local culture and heritage, and link with other paths and open spaces.

It is recommended that the project:

- Continues to the next stage of development, including further design work and required approvals
- Proceeds in a flexible and staged way, so it can respond to funding availability and consent requirements
- Actively seeks external funding to help deliver the project and reduce pressure on local budgets

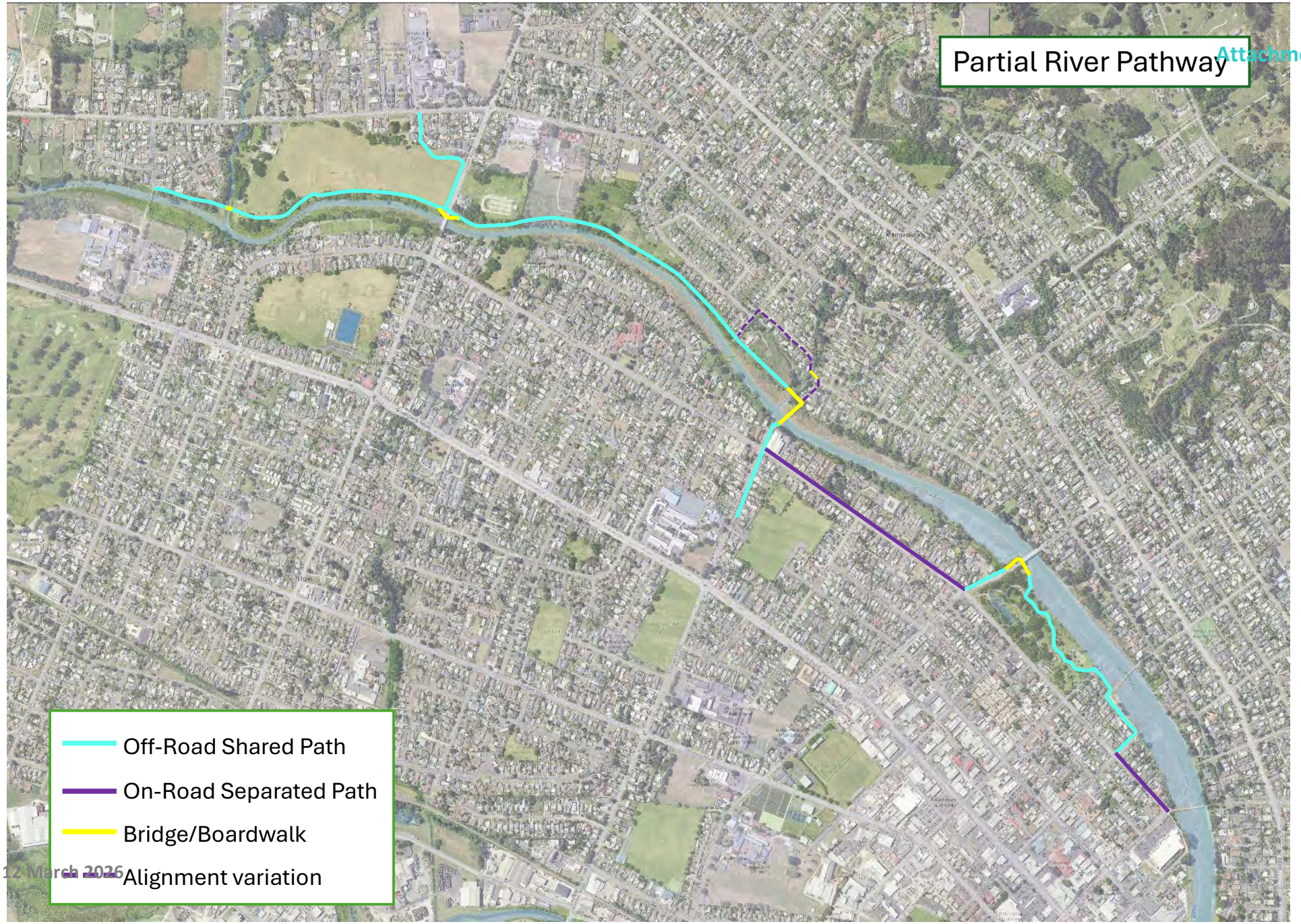
The project timeline will remain flexible until funding and approvals are confirmed. A detailed project schedule will be kept up to date by the project manager, with progress and any changes reviewed by the project governance group.

Ongoing engagement with mana whenua, landowners, stakeholders, and the wider community should continue to ensure the pathway reflects local values, protects the river environment, encourages and enables the choice for increased active travel and meets the needs of future users.

Overall, progressing the Taruheru River Pathway is considered a practical and worthwhile step that can deliver long-term benefits for the community, while allowing time and flexibility to manage costs, risks, and approvals.

10. APPENDICES

1. Te Ara o Taruheru – Taruheru River Pathway Investigations and Cost Estimates Memo (May 2025), Stantec
2. Te Ara o Taruheru – Taruheru River Pathway Benefit Cost Assessment Report (December 2025), Kōtātā Insight
3. Taruheru River Pathway Business Case Lite (Draft) (February 2024), Stantec
4. MOU – Gisborne District Council and Tapuwae Tairāwhiti Trails Trust (June 2024)


Partial River Pathway
Off-Road Shared Path
On-Road Separated Path
Bridge/Boardwalk
Alignment variation

Title:	26-63 Waste Management and Minimisation Plan (WMMP) DRAFT
Section:	Solid Waste
Prepared by:	Charlotte Phelps - Waste Minimisation Lead
Meeting Date:	Thursday 12 March 2026

Legal: No	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 to release the Draft Waste Management and Minimisation Plan (WMMP) 2025–2031 for public consultation under the Special Consultative Procedure (SCP), in accordance with the Waste Minimisation Act 2008 and the Local Government Act 2002.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Under the Waste Minimisation Act 2008, Council is required to review its Waste Management and Minimisation Plan (WMMP) every six years. A comprehensive waste assessment was completed in 2024, and a draft WMMP 2025–2031 has now been prepared.

The draft reflects extensive engagement undertaken since late 2024 through a two-stage process.

Stage one engagement generated 966 community responses across urban and rural events, online platforms and targeted surveys, supported by workshops delivered with Para Kore and Tairāwhiti Environment Centre. Council also undertook cross-Council workshops and engaged waste industry stakeholders, the waste network, iwi and hapū. Insights from this engagement informed development of the early engagement draft WMMP, which was used as the basis for stage two engagement.

Stage two involved a structured programme of engagement, including targeted engagement with industry, community groups and iwi and hapū, internal workshops across Council, and procurement of expertise to strengthen the mātauranga Māori lens. Feedback throughout this process was valuable and has informed an updated draft document. In response, the draft has been simplified and restructured to clarify objectives, refine actions and improve overall readability while ensuring that communities and tāngata whenua can see themselves reflected in the WMMP and maintaining the strategic intent of the plan.

In accordance with legislative requirements, the draft WMMP must now be released for public consultation under the Special Consultative Procedure for a minimum period of one month, with submitters provided the opportunity to be heard.

Consultation must be supported by a Statement of Proposal and a Summary of Information.

Under Schedule 7 of the Local Government Act 2002, the Chief Executive holds a standing delegation for matters that are not expressly non-delegable. Under this delegation, the Chief Executive may complete these consultation documents.

The Chief Executive will finalise the documents prior to the commencement of consultation. They will not introduce any new information or proposals beyond those presented to Council through this report and the draft WMMP 2025 – 2031.

The purpose of the Statement of Proposal and Summary of Information is to support public consultation by presenting the proposal in a clear and accessible format. In particular:

- The Statement of Proposal outlines the proposed WMMP, the reasons for the proposal, and the information to support public submissions.
- The Summary of Information provides a concise and accessible overview of the proposal and key matters being consulted on, enabling the community to quickly understand the proposed direction.

Following consultation and the opportunity for submitters to be heard, the final WMMP will be presented to Council for adoption.

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. Approves the Draft Waste Management and Minimisation Plan 2025–2031 for public consultation.
2. Approves consultation to be undertaken using the Special Consultative Procedure in accordance with Section 83 of the Local Government Act 2002.
3. Notes that public consultation will be open for a minimum period of one month and that submitters will be provided the opportunity to be heard.

Authorised by:

Michele Frey - Director Liveable Communities

Keywords: Draft Waste Management and Minimisation Plan. WMMP 2025-2031, consultation

BACKGROUND - HE **WHAKAMĀRAMA**

1. The Waste Minimisation Act 2008 requires territorial authorities to adopt a Waste Management and Minimisation Plan (WMMP) and to review that plan every six years.
2. Following completion of the Gisborne District Council Waste Assessment 2024, Council resolved to proceed with reviewing and amending the existing WMMP 2018 – 2024.
3. The WMMP review process has considered guidance from the Ministry for the Environment, along with the New Zealand Waste and Resource Efficiency Strategy released in March 2025.
4. Versity Limited was engaged to ensure robust analytics and technical oversight throughout our WMMP review process.
5. Engagement was undertaken in two stages. Stage one formed the initial pre-engagement phase of the WMMP review and resulted in 969 community-sourced responses. Early conversations began with local waste networks and community, including
   - Pa Wars 2025
   - The Kaiti Hub
   - WM New Zealand on Innes Street
   - HB Williams Memorial Library
   - Tairawhiti Environment Centre
   - Community caretakers and rural transfer stations
   - Findings from stage one informed preparation of the early engagement draft WMMP.
6. The early engagement draft WMMP was presented to Councillors at a workshop on 26 August 2025. 25-170, Together towards a waste free **Tairāwhiti** draft WMMP 2025-2031.
7. Feedback from the Councillor workshop emphasised the importance of ensuring communities could see themselves in the WMMP and further engagement prior to progressing to public consultation.
8. Since that time, stage two has been completed. Council undertook a structured programme of early engagement and refinement, including:
   - Targeted workshops with waste industry stakeholder and waste network representatives.
   - Targeted engagement/workshops with community groups.
   - Presentation and discussion at Green Drinks.
   - Written correspondence to iwi, with hui held where requested.
   - Ongoing engagement with iwi and hapū.
   - Procurement of expertise to provide a mātauranga Māori lens.
   - Internal workshops with the Solid Waste team and wider Council staff.
   - Continued refinement of actions and document structure.

9. Through our engagement we received a large number of improvement ideas and feedback to consider into the final draft document.
    - These were focused on the need to improve clarity and accessibility
    - Reduce visual clutter in the document
    - Use clearer easy- to-follow wording
    - Ensure a logical and consistent path for readability
    - Provide a clear line of sight between objectives, delivery and the role of communities, businesses and partners.
10. This feedback was considered throughout the WMMP draft review process.
11. The updated Draft WMMP 2025 – 2031 has been prepared incorporating this feedback and aligning with legislative requirements, the waste hierarchy and regional strategic objectives.
12. Targeted engagement with iwi, hapū, waste industry and key stakeholders will continue throughout the public consultation phase.

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

13. Council must now determine whether the Draft Waste Management and Minimisation Plan 2025 - 2031 should proceed to public consultation under the Special Consultative Procedure. The draft has been developed following completion of the 2024 Waste Assessment, engagement with community, waste industry and iwi and hapū, and further engagement and refinement in response to Council feedback at the August 2025 workshop. Consultation under the Special Consultative Procedure is a statutory step that enables the wider community to review the draft, provide feedback and be heard prior to final adoption. While substantial engagement has occurred to date, targeted engagement with iwi, hapū, industry and community stakeholders is ongoing. Consultation provides a structured and transparent mechanism for that engagement to continue alongside broader community input.
14. The Local Government Act 2002 requires consultation under the Special Consultative Procedure to be undertaken for a minimum period of one month. This period can be extended if considered appropriate.

Option 1: Approve for Public Consultation (preferred).

15. Under this option, Council approves release of the Draft WMMP 2025 – 2031 under the Special Consultative Procedure while continuing targeted engagement during the consultation period.
16. This option:
    - Meets statutory requirements under the Waste Minimisation Act 2008.
    - Enables wider community input and the opportunity to be heard.
    - Provides a minimum one month consultation period.
    - Allows ongoing targeted engagement to continue alongside consultation.
    - Provides greater certainty to stakeholders regarding Council direction.
    - Supports alignment with Long Term Plan planning and sequencing.

17. Any remaining engagement gaps can be addressed during the consultation period and through the required hearing prior to final adoption.

18. This option is considered efficient, effective and appropriate.

Option 2: Delay Public Consultation.

19. Under this option, Council would defer release of the draft to allow further pre-consultation engagement prior to formal consultation.

20. While this may allow additional workshops prior to release, this option:

- Delays statutory progression of the Draft WMMP.
- Creates uncertainty for stakeholders regarding Council direction regarding waste.
- Potentially impacts alignment with Long Term Plan planning and funding sequencing.
- Defers wider community input.

21. Given the level of engagement undertaken to date and the ability to continue engagement during the consultation period, this option is not recommended.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o **NGĀ** HIRANGA

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

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

22. 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**

23. This report reaffirms Council's commitment to fostering meaningful and enduring partnerships that empower tāngata whenua to actively participate in regional waste planning, decision-making and implementation. By recognising tāngata whenua as key stakeholders in this process, Council supports equitable access to influence and engagement opportunities. This inclusive approach creates pathways for shared leadership, co-design, and collaborative management of regional waste-related initiatives.

Rangatiratanga

24. The process to amend the WMMP affirms and advances the integration of te ao Māori-led perspectives on waste within the broader regional framework, shaping the long-term waste minimisation direction for Te Tairāwhiti. Central to this approach is the active inclusion of Mana Whenua voices at both iwi and hapū levels, ensuring that local perspectives, values, and priorities meaningfully inform decision-making.

    Drawing inspiration from progress in other regions such as Waikato and Waipā, where mātauranga Māori-driven initiatives have successfully influenced waste reduction strategies, the report underscores the importance of collaborative partnerships with local authorities and specialist providers such as, but not limited to, Para Kore Marae Incorporated alongside Mana Whenua Partners. By embedding iwi and hapū leadership at the heart of planning and delivery, this culturally grounded, community-led model of waste minimisation is positioned to be both responsive and enduring for, and in, Te Tairāwhiti settings.

Oritetanga

25. The WMMP process affords an opportunity for localised mātauranga perspectives (hapū and iwi) on waste to be equitably considered and implemented within a comprehensive environmental framework, alongside other principal strategies within Te Tairāwhiti.

Whakapono

26. Advancing the Draft WMMP to public consultation reinforces Council's commitment to meaningful and transparent engagement with Mana Whenua. This next phase provides further opportunity for localised mātauranga Māori perspectives on waste, at hapū and iwi level, to inform refinement of the Plan prior to adoption. Embedding these perspectives within a holistic environmental framework strengthens the foundation for enduring cultural and ecological resilience within Te Tairāwhiti.

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

27. Written correspondence was provided to iwi, with follow-up hui where requested. Engagement is ongoing, with further opportunities for input during the public consultation phase.

28. Expertise has been procured to strengthen the mātauranga Māori lens of the WMMP. This input is scheduled to occur during the consultation period and will inform refinement of the final plan prior to adoption, supporting stronger partnership alignment and ensuring cultural perspectives are appropriately reflected.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

29. Community engagement has informed the development of the Draft WMMP through a combination of public and targeted engagement activities.

30. A broad community engagement campaign was undertaken to develop the draft that was presented in August 2025. This campaign included pop-up sessions, surveys, workshops delivered in partnership with community organisations and online engagement opportunities. This generated substantial feedback, which was analysed and incorporated into the draft.

31. Since the August 2025 hui, additional targeted engagement has occurred with waste industry stakeholders, waste network representatives and community organisations active in waste minimisation and resource recovery initiatives.

32. Feedback from these processes emphasised clearer measurable actions, improved accessibility of the document and ensuring that communities could see themselves in the WMMP. In response, the plan format has been simplified and streamlined to improve clarity, reduce visual and provide a clearer line of sight between objectives, delivery and the role of communities, businesses and partners.

33. Public consultation under the Special Consultative Procedure represents the next formal stage of engagement, providing the wider community the opportunity to make submissions prior to final adoption.

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

34. Council's Climate Change Response team supported and contributed to the WMMP review process.

35. As waste management systems can both influence and be impacted by climate change, Council is working on a Regional Climate Action Plan (RCAP), which comprises two sections: mitigation (emission reduction) and adaptation (response to impacts of climate change).

36. The RCAP aims to reduce carbon emissions from waste and address the effects of climate change, such as increased extreme weather events and flood risk.

37. As part of the plan, emissions generated by waste facilities and transport will be reduced, and the impacts of climate-related events on waste management operations mitigated.

38. Climate change events such as flooding, cyclones, and coastal erosion etc. have a direct impact on landfills and waste management operations, including waste collection and material recovery facilities.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

39. Sources of investment for implementing the six-year solid waste strategy of Te Tairāwhiti are outlined in the 28 key actions outlined in the draft WMMP document (attached). However, fixed costings are not included as specific project details will be determined over the six-year timeframe in partnership with key stakeholders and the wider community, with relevance to changing price structures and waste demand. This approach enables meaningful input from both the community and businesses in shaping the design and implementation of the wider work programme.

Legal

40. This report does not give rise to any known or foreseeable legal implications.

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

41. The significance of community and regional outcomes are central to the draft WMMP document (attached), as clearly reflected in its core objectives and strategic components. This foundation will provide a platform for advancing best practice waste minimisation and management across current, emerging, and future work programmes, including Council's Long-Term and Annual Plans, regional responses, and sector-specific frameworks.

RISKS - **NGĀ TŪRARU**

42. At this stage there are no significant risks associated with seeking approval to proceed to public consultation. The primary risk relates to limited formal engagement with Mana Whenua partners to date. This has been mitigated by extending the timeframe for seeking approval to consult from December 2025 to March 2026, allowing for more meaningful engagement before and during the consultation period. In addition, expertise has been procured to strengthen the mātauranga Māori lens within the WMMP. This input will occur during consultation and will inform refinement of the final Plan prior to adoption, supporting stronger partnership alignment and ensuring cultural perspectives are appropriately reflected.

43. There is also a reputational and process risk if stakeholders perceive that key elements of the draft WMMP are predetermined or if the document is not sufficiently clear and accessible to enable informed feedback. This has been mitigated through refinement of the document structure to improve clarity, alignment of actions to objectives, and a focus on plain language presentation.

44. Looking ahead to implementation (subject to adoption), delivery of the WMMP over the six-year period may be influenced by funding availability, infrastructure readiness, market volatility for recovered materials, regional capacity constraints, and the potential for climate or extreme weather events to disrupt services. These risks will be managed through phased implementation, diversified funding approaches, strong partnerships, and ongoing monitoring and review throughout the WMMP period.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

45. The following steps outline the process to complete public consultation on the Draft WMMP, undertake hearings and refinements as required, and present the final plan to Council for adoption.

Date	Action/Milestone	Comments
March – April 2026	Public consultation (minimum one month)	Continued targeted stakeholder engagement and matauranga lens spans this period
April / May 2026	Hearings and adjustments as required	
May/June 2026	Final WMMP adopted by Council	

ATTACHMENTS - **NGĀ TĀPIRITANGA**

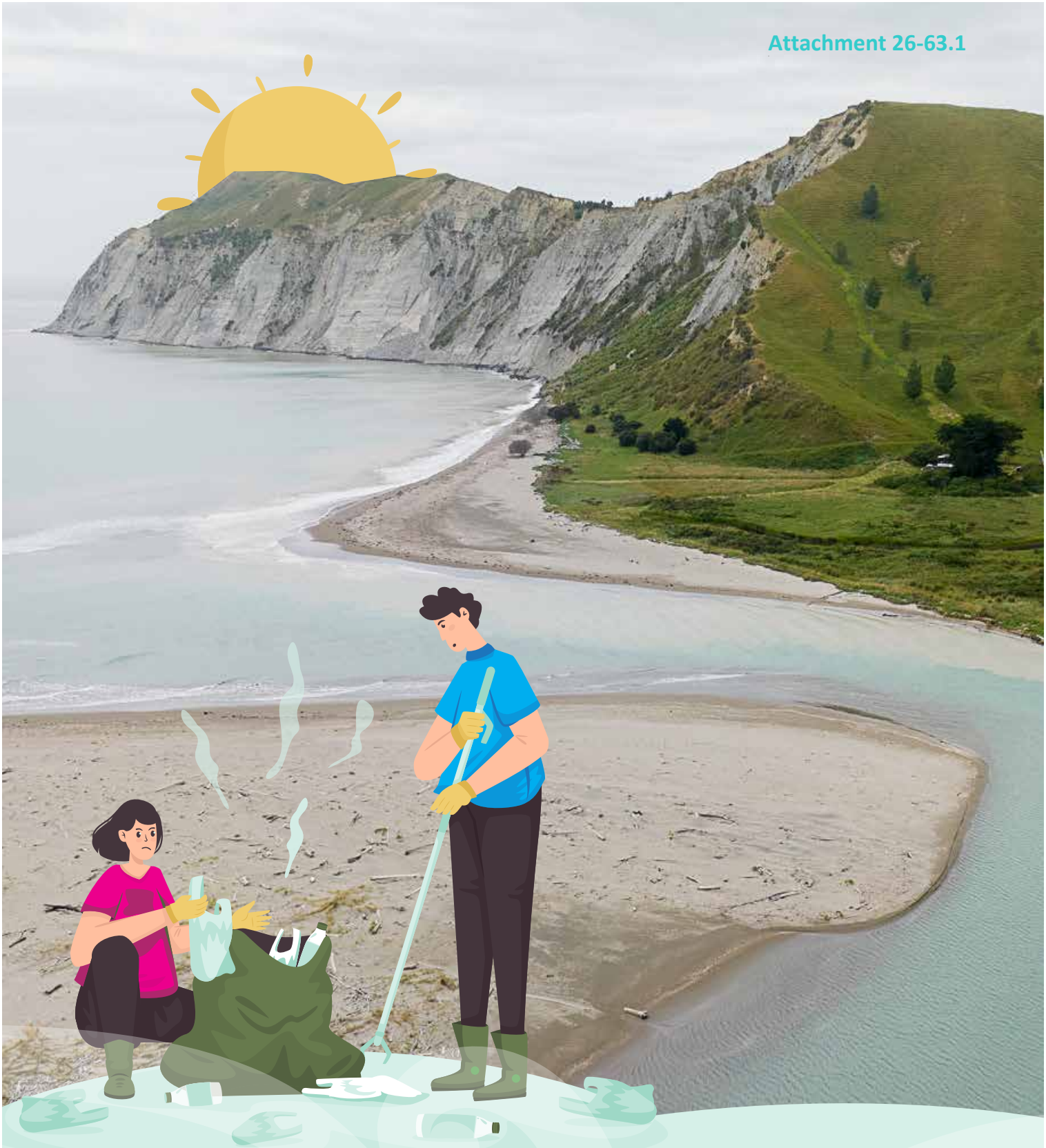
1. Attachment 1 - Tairāwhiti Regional Waste Management and Minimisation Plan 2025-31 [26-63.1 - 32 pages]

Waste free TAIRĀWHITI

DRAFT

Tairāwhiti Waste Management and Minimisation Plan 2025 - 2031

Te Kaunihera o Te Tairāwhiti
GISBORNE DISTRICT COUNCIL



Mihi
Acknowledgements

Ki ngā ringa manaaki maha kua tākoha mai ō rātau māramatanga, hei āwhina, hei tohutohu, hei tautoko i tēnei mahere. E kore e mutu ngā mihi ki a koutou katoa.

To the many generous hands who have offered their understanding to help, advise and support this plan. We cannot thank you enough.

Contents

Executive summary

Tairāwhiti is a region where people and place are woven together. How we deal with waste shapes that connection – the health of our whenua, awa and moana, the wellbeing of our whānau and the legacy we hand to those who come after us.

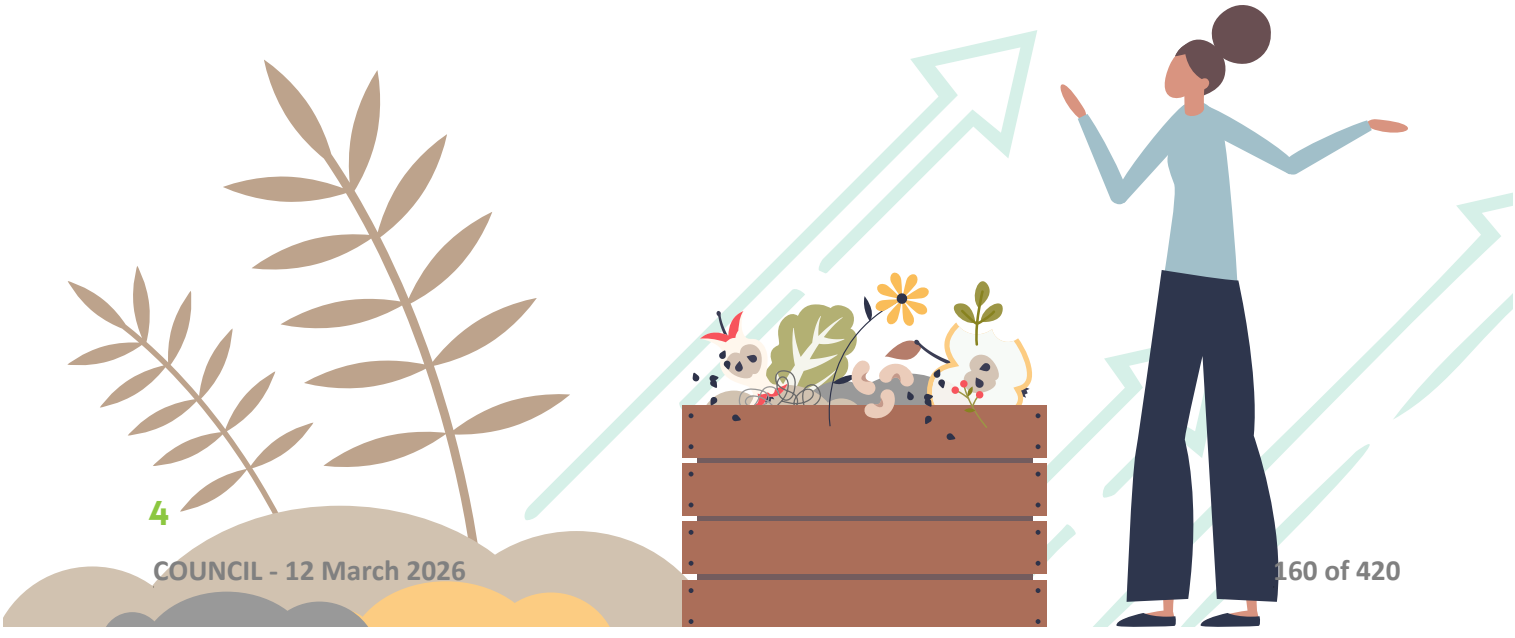
Right now, our waste system isn't keeping pace with what our region needs. Waste to landfill has increased while recovery has declined and illegal dumping has risen sharply over recent years. Most of our rubbish and recycling still travels out of the region to be sorted or disposed of, which adds cost and emissions, and makes us vulnerable when transport routes are disrupted. Legacy landfills continue to need monitoring and remediation, with priority decisions ahead for sites such as Waiapu and Tokomaru Bay. Rural communities face extra barriers – distance, fewer options and the real cost of doing the right thing.

Across Tairāwhiti, people are already showing what a waste-free future can look like. Marae, kura, community groups and local businesses are running composting workshops, repair and reuse initiatives and local salvage efforts. Our job is to support and join up this mahi, making the right thing the easy thing – at the kerbside, at the gate and at every transfer station across the region.

What this plan sets out

This plan brings together what we know, what our communities have told us and what our whenua is showing us. It sets a clear direction for the next six years – guided by kaitiakitanga and by the need to protect the health of our whenua, waterways and communities.

A Waste Management and Minimisation Plan (WMMP) is required under the Waste Minimisation Act 2008, but in our region it also represents a collective shift – from managing waste at the end of the line to preventing it in the first place, recovering what still has value, reusing where possible and reducing the long term impacts on people and place.



This plan explains where we are now, where we want to be by 2031 and the actions we will take to get there. It outlines how Council, mana whenua, communities, local businesses and waste operators will work together to make practical, lasting change across the rohe.

This plan also sits within the national direction, with our focus areas and actions aligning with the Government's waste and resource efficiency strategy and its five national outcomes.

What will change over the next six years

Over the next six years, this plan will help reshape how we deal with waste in Tairāwhiti – in practical ways that reflect care for people, place and future generations.

The first changes will be about clarity and confidence. Information about waste and recycling will become simpler, more consistent and accessible, helping people trust they're doing the right thing. Waste services will become easier to use, easier to understand and more aligned across the region.

Emphasis will shift to reuse, recycling and recovery, and less to disposal. Materials that still hold value will be better supported to stay in circulation, reducing what goes to landfill and strengthening local resource recovery over time.

There will be a stronger, more coordinated response to illegal dumping. Alongside cleaning up affected sites, the approach will focus on preventing dumping in the first place – improving access to services, providing clear pathways and responding earlier where issues emerge. Education, enforcement and community action will work together to protect whenua, waterways and shared spaces.

Across the region, new ways of reducing waste will be explored and tested. This will build on the leadership already shown by marae, kura, community groups and businesses, recognising that many of the solutions already exist here. What works best for Tairāwhiti will guide what grows.

Rural communities will be better supported, acknowledging the extra challenges distance, access and transport create. Longer term planning will also look to reduce reliance on out-of-region disposal and strengthen the resilience of the waste system, especially during major weather events and disruptions.

Progress will be tracked and shared as the plan moves forward. By 2031, our region will be diverting more, wasting less and protecting the health and mauri of our whenua and waterways. Together, these changes will add up to a waste system that is easier to use, fairer across rural and urban areas, and aligned with the values of Tairāwhiti.

How we'll work together

Reducing waste in Tairāwhiti is a shared responsibility and lasting change will only happen if we work together – across communities and generations.

This plan is guided by values that are deeply rooted in Tairāwhiti:

Kaitiakitanga – protecting the mauri of our whenua, awa and moana

Manaakitanga – designing respectful, safe and accessible services

Whanaungatanga – building strong relationships and shared responsibility

Kotahitanga – aligning effort across Tairāwhiti

Pono – acting transparently and reporting honestly

These values shape not only what we do, but how we do it. They remind us that caring for our whenua, awa and moana is inseparable from caring for our people, and the choices we make today shape the legacy we leave behind.

Council will continue to provide core services, invest waste levy funding, support education and compliance and plan for the future. Mana whenua will help guide the design and delivery of solutions, bringing mātauranga Māori and place-based knowledge into how waste is managed across the rohe.

Communities, marae, kura and local organisations will continue to lead action on the ground – reducing waste, recovering resources and supporting behaviour change in ways that reflect local realities. Businesses and waste operators will work alongside Council and communities to reduce waste at source, support reuse, improve recovery and deliver services that are efficient, safe and environmentally responsible.

We'll work in the open, sharing progress and learning as we go. Some changes will happen quickly, while others will take time to design and deliver well. Throughout, we'll pilot, adapt and build on what works, keeping our community informed and involved.

By working together in this way, we can move steadily toward a waste-free system that reflects the values of Tairāwhiti – one that strengthens community, protects the environment and supports a more resilient future for those who call this place home.
Together towards a waste-free Tairāwhiti.

1. Introduction

To the many hands and hearts who care for Tairāwhiti, who uphold the wellbeing of our people and whenua, this plan is written with you and for you.

Our region stretches far and feels the distance. We are shaped by our coastlines, rivers and mountains, and by the people whose lives are woven into them. This plan acknowledges the responsibility we carry together – to care for Tairāwhiti, to reduce harm and to protect the mauri of our whenua for those who will come after us.

Who this plan is for

This plan is for everyone. It's for households and whānau, for marae, schools and kura, for community groups and local organisations, for businesses and industry, for waste operators and service providers, and for Council staff whose choices and actions shape our system every day. It's written in plain language so everyone can see themselves in the path forward – knowing where they fit, what they can expect and how they can contribute.

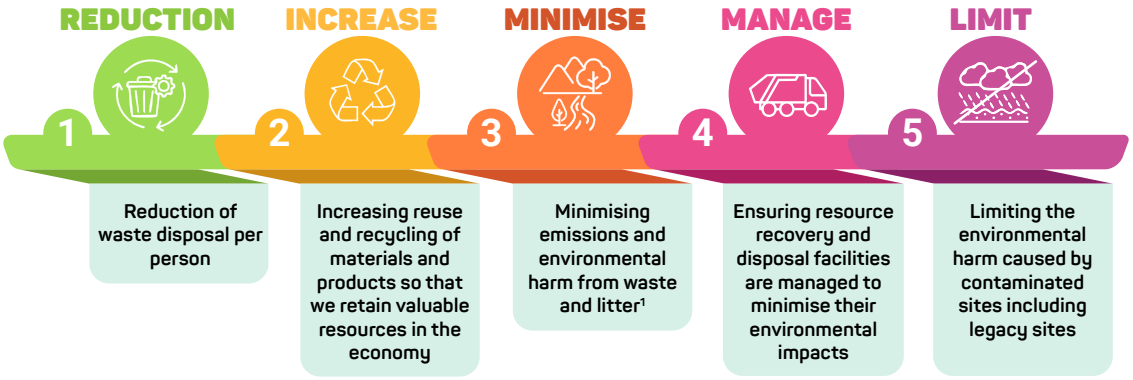
2. What is a WMMP and why it matters

A Waste Management and Minimisation Plan is required under the Waste Minimisation Act 2008, which asks every council to reduce the harm caused by waste and to use resources more efficiently.

In Tairāwhiti, this plan is also a commitment to kaitiakitanga – caring for the mauri of our whenua, awa and moana – and to the relationships that connect people and place. A clear plan helps us send fewer useful materials to landfill, keep costs steadier over time, lower the risks when natural disasters or road closures hit, and better protect our environment and communities.

The Government's waste and resource efficiency strategy

The Government's waste and resource efficiency strategy sets the national direction for how Aotearoa reduces waste, keeps resources in use and minimises harm to people and the environment. It outlines five outcomes for the motu:



These outcomes shape the system we work within. Our WMMP aligns with this strategy by focusing on practical changes that reduce waste, lift recovery, return organics to the whenua, improve site management and reduce the harm caused by illegal dumping and legacy landfills. Our action plan shows how our local priorities contribute to these national goals.

The waste hierarchy

The waste hierarchy is a nationally recognised framework that guides how waste should be managed. It asks us to avoid waste where we can, extend the life of what we already have, return materials to circulation and only as a last resort dispose of what cannot be recovered or reused.

Who is part of the plan

This plan belongs to all of us. Mana whenua and hapū guide how it's shaped and delivered, bringing mātauranga Māori and tikanga into the decisions that affect our whenua, awa and moana. Across the rohe, communities, marae and kura are already leading para kore initiatives, composting, repair and reuse programmes, and local education – showing what a waste-free future can look like in practice.

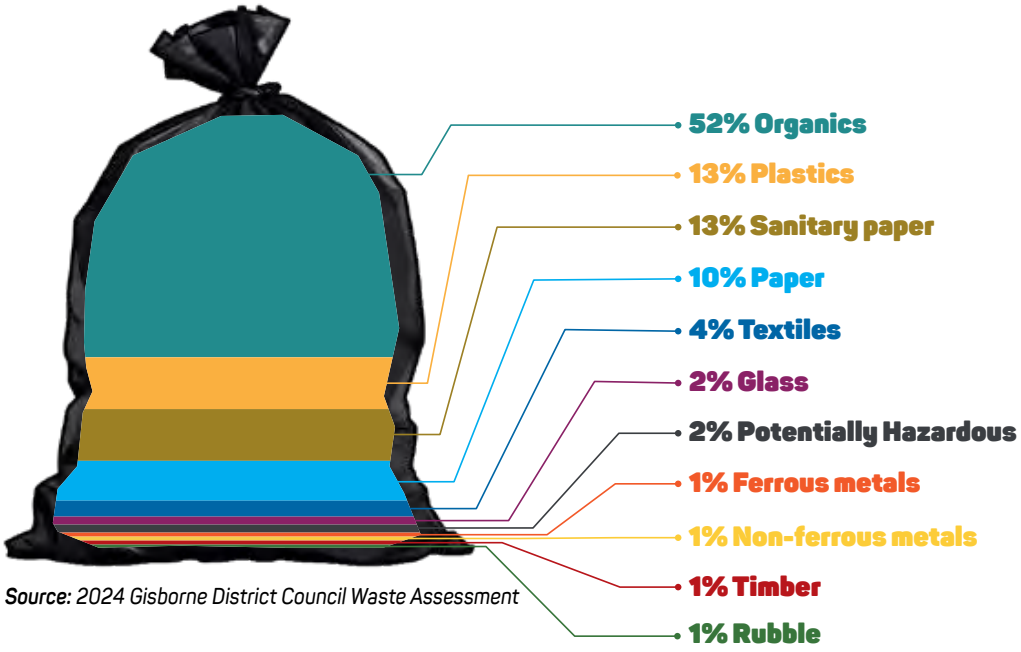
Businesses and industry, including the high volume construction and demolition sector, play an essential role in reducing waste at its source and keeping valuable materials in circulation. Waste operators provide the everyday services our region relies on and work alongside Council to reduce contamination and improve recovery.

As Council, we bring these threads together – providing core services such as kerbside recycling and refuse collection for households in Gisborne and Ruatorea, overseeing nine rural transfer stations, monitoring and maintaining legacy landfills, and supporting the safe disposal of wastewater treatment sludge. We invest waste levy funding, set clear standards through contracts and bylaws, and plan for the future so the whole system moves in the same direction. Central government agencies, including the Ministry for the Environment (MfE) and the Environmental Protection Authority (EPA), set the national direction and regulatory settings we work within and offer funding opportunities to support innovation.

How evidence shapes this plan

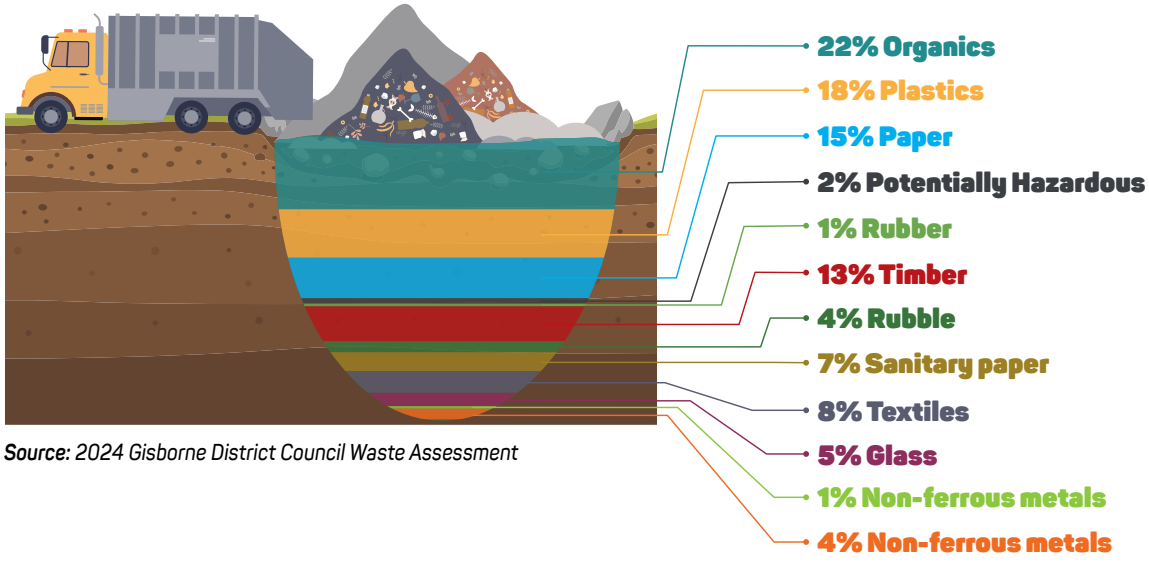
This WMMP is grounded in our Waste Assessment – prepared in accordance with sections 50 and 51 of the Waste Minimisation Act 2008 – which analysed our region's waste system and highlighted the trends and challenges we need to address. Increased volume of waste to landfill, declining recovery, a sharp increase in illegal dumping and clear opportunities for processing and disposal of organics and construction materials all point to where our effort is most needed and guide the mahi ahead.

What's in our kerbside rubbish?



Source: 2024 Gisborne District Council Waste Assessment

What are we sending to landfill?



Source: 2024 Gisborne District Council Waste Assessment

What the whole assessment told us...

356km to landfil

Our waste travels about 356 km to reach Tirohia Landfill

20,000 tonnes

Tairāwhiti sends around 20,000 tonnes of waste to Class 1 landfill each year

60%
divertible

About 60% of a typical rubbish bag could be kept out of landfill

383kg
per person

Our landfill waste per person is lower than the national average of 685 kg

22.5%
organics

Nearly a quarter of landfill waste is food and garden material

1175 tonnes dumped

Illegal dumping has jumped from 44 tonnes in 2018 to 1175 tonnes in 2025

56% **business waste**

Businesses generate over half of the general waste in our region

17.9%
plastics

Plastics make up 17.9% of waste going to landfill

38%
recycling

Recycling makes up 38% of what's collected at kerbside

9 rural
transfer stations

Council manages nine rural transfer stations and 26 legacy landfills

3. Where we are today

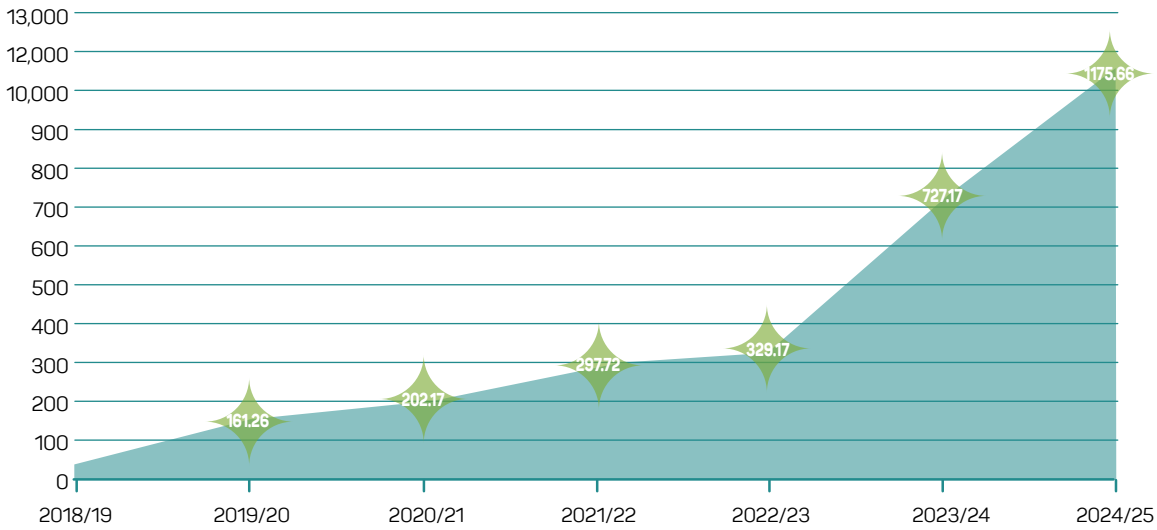
What our whenua and our people are showing us

The system we rely on has not kept pace with what our region needs.

Most kerbside and transfer station materials are consolidated locally, then transported out of Tairāwhiti for sorting or disposal. Those long journeys add cost and emissions and make us dependent on open roads. When severe weather closes routes, the whole system is placed under pressure. Recent severe weather events have shown how important it is to have clear, agreed pathways for managing disaster and emergency waste, so recovery can happen quickly and with less harm to people, whenua and waterways.

Over recent years, waste to landfill has increased, recovery has declined and illegal dumping has risen sharply – from 44 tonnes in 2018 to 1175 tonnes in 2025. These trends tell us we must change course. A large amount of what we send to landfill still holds value – in our kerbside rubbish, nearly 40% is organics by weight.

Tonnes of illegal dumping sent to landfill



We also carry responsibilities from our past. Confirmed and suspected legacy landfills and historic waste sites across the rohe require ongoing monitoring, maintenance and in some cases, remediation. Decisions lie ahead for priority sites like Paokahu and Waiapu, and there is planned remediation work at Tokomaru Bay for the legacy landfill beneath the transfer station. This mahi is about preventing further harm.

Even with these challenges, the direction ahead is already being modelled in our own communities. Across the rohe, marae, kura, community groups and local operators are running composting programmes, repair and reuse initiatives, salvage efforts and other practical ways of keeping resources in circulation. Local businesses are also trialling new approaches that reduce waste and lower costs. Our role now is to connect and strengthen this mahi – making the right choice the easy choice at the kerbside, at the gate and at every transfer station across Tairāwhiti.

4. Our vision and our values

How we move together towards a waste-free Tairāwhiti

We are working together towards a waste-free Tairāwhiti – a circular way of living where we prevent waste at the start, keep resources in use and return organics to the whenua.

This is not an overnight shift, but a direction we commit to, a set of everyday choices and a standard we hold ourselves to as kaitiaki of this place.

Our values guide how we move toward that future:

Kaitiakitanga asks us to protect the mauri of our whenua, awa and moana – so every major decision and contract considers environmental and cultural impacts, not just cost.

Manaakitanga calls us to design services that are safe, respectful and fit for how people actually live – in town and across our rural communities.

Whanaungatanga reminds us to engage early and well, co designing with mana whenua, marae, kura and local leaders so solutions are built together.

Kotahitanga is aligning effort across Council, communities, operators and industry so we pull in the same direction.

Pono is our commitment to openness – reporting progress each year and adjusting when something isn't working.

5. Our focus

To turn intent into action, we will focus on seven clear objectives. They reflect the values beside and provide the organising spine of this plan. Every action we take sits within these objectives.

OBJECTIVE 1 – Build local solutions that keep valuable resources circulating and reduce harm

We will develop practical options that stop useful materials becoming waste. Early focus areas are organics (food scraps and garden waste) and construction and demolition materials – both large contributors to what we send to landfill and both suited to local recovery. A regional transfer station and resource recovery facility, designed and delivered with partners, will act as a hub that strengthens local networks, encourages reuse, diversion and reduces reliance on long haul disposal.

OBJECTIVE 2 – Make reuse and recovery the easiest choice at every site and service

People should not have to second guess the system. Transfer stations will be designed so reuse and recovery come first, disposal last. Kerbside and drop off services will be managed for reliability and low contamination, with clear expectations and audits embedded in contracts. Product stewardship programmes will be supported to lift recovery of key materials across the rohe.

OBJECTIVE 3 – Heal and protect our whenua through responsible care of past and present sites

We will monitor, maintain and, where needed, remediate legacy landfills and other historic waste sites to prevent harm – making clear decisions on priority sites and reporting progress to the community. Sites will be managed in ways that protect environmental and cultural values.

OBJECTIVE 4 – Know our numbers and tell our story openly

Good decisions need good information. We will improve data collection and reporting on volumes, material types and contamination. We will measure what matters and publish snapshots that people can follow. Cultural and technical indicators will be co developed with mana whenua so the picture we report matches what people value.

OBJECTIVE 5 – Back our people to lead change

Change happens when people can see themselves in it. We will support marae, kura, businesses and community groups with education, small grants and practical help to reduce waste at source and champion local solutions. We will make space for co-design and co-delivery and share stories of what works so good ideas spread.

OBJECTIVE 6 – Be ready when disruption hits

When Tairāwhiti is hit, it's hit hard. We will define clear pathways for emergency response and disruption waste, including stockpiling contingencies during transport outages. This reduces harm during events and speeds up recovery.

OBJECTIVE 7 – Educate well and enforce fairly

We will invest in plain language education that people can trust and act on, and we will support it with fair, visible enforcement where needed. The focus is on preventing problems, not just responding to them.

6. What will change over the next six years

Change will happen in stages over the life of this plan – starting with getting the basics right and strengthening the information and partnerships people rely on, then progressing to rural service upgrades and local recovery options as readiness and investment allow.

As this plan is delivered, people will notice simple, consistent information about what goes where – and why it matters. Transfer stations will be laid out so recovery is the easy, obvious choice. Rural communities will see upgrades and new recovery initiatives designed together with local leaders. The approach to illegal dumping will become more coordinated and preventive, backed by early intervention where harm is occurring. Local options for organics and construction and demolition will be piloted and scaled, building confidence and capability across the rohe. Each year we will publish a clear, plain language update showing progress and where we will adjust – including cultural indicators developed with mana whenua alongside technical measures.

7. What this plan means for you

A waste-free future depends on all of us and this plan sets out what you can expect – in your home, your community and your mahi – as we move together towards a waste-free Tairāwhiti.

Households and whānau

Clearer kerbside information and easier access to do the right thing. As organics options develop, more can return to the whenua instead of going to landfill.

Marae, kura and community groups

Support to run para kore, composting and repair programmes – with practical help and access to small grants so local solutions can grow.

Rural communities

Upgrades to transfer stations and new recovery initiatives co-designed with local leaders so doing the right thing is practical and fair across the rohe.

Businesses and industry

Targeted support to reduce waste at source, lower costs and keep valuable materials in circulation through recovery networks and product stewardship.

Waste operators

Clear service expectations, contamination auditing, and implementing a licensing framework to recognise good practice and lift consistency.

8. How we will deliver and fund this plan

Funding approach

Delivery will be supported by a mix of waste levy funding, rates and user charges, and external grants for larger projects. We will continue an annual contestable community fund that supports local projects to prevent, reduce or divert waste, with simple reporting that shows results. Investment will be phased so early wins happen while larger pieces – such as infrastructure and licensing – are designed, tested and assessed.

Contracts, performance and licensing

Contracts will reflect recovery first design and clear performance expectations, with audits and contamination tracking built in. Licensing of operators and collectors through developing a solid waste bylaw will lift visibility and encourage consistent, safe practice across the system. We will publish service reliability, diversion and contamination trends each year so people can see how the system is performing.

Capability and governance

Inside Council, we will build capability and align this plan with the organisation's climate response, reviewing resourcing each year so delivery keeps pace with the plan. Cross council collaboration will support emissions reduction from waste handling and disposal.

9. How we'll track progress, learn and adapt

Each year we will publish a plain-language, community-focused update – a simple dashboard and short narrative showing what has changed, where improvements are being felt and what we need to adjust.

We will report on:

- Tonnes to landfill and tonnes recovered
- Kerbside contamination rates
- Illegal dumping trends and hotspot interventions
- Access and participation across rural and urban communities
- Progress on legacy landfill and contaminated site management
- Cultural indicators developed with mana whenua alongside technical measures

We will complete a mid cycle check in Years 3–4 to refine sequencing and investment based on what is working. In accordance with the Waste Minimisation Act 2008, this WMMP will be reviewed using updated evidence and community input before the end of the cycle.

10. The action plan

This action plan sets out the specific steps we will take, who is involved, how progress will be measured and when each action will happen.

It includes work that is already underway, work that will start early in the plan and work that will follow once pilots prove effective.

Our action plan also aligns with the Government's waste and resource efficiency strategy, and we will track our progress against its five national outcomes as part of our annual reporting.

How to read the action plan

The action plan sets out the practical mahi we'll carry out over the next six years. Each row describes a piece of work, and the columns show how it connects to the direction of this plan and how it will be delivered.

Action – what we'll do and what success looks like.

Objective – which of our seven focus areas the action supports. These numbers refer to Objectives 1–7, which set the direction for how we will reduce waste, recover more, protect our whenua and support community led change.

Government outcome – how the action aligns with the national waste and resource efficiency strategy. These reflect the five national outcomes: reduce, increase, minimise, manage and limit.

Council role – the part we'll play in delivering the work.

Funding option – how the work may be funded.

Years – when the work will begin and whether it continues across the life of the plan.

Together, these columns show how each action supports our direction and plays its part in working together towards a waste-free Tairāwhiti.

Action plan...

Action plan...

Action 1

Establish and maintain collaborative partnerships with mana whenua, community groups, social enterprises, businesses, industry and local providers to deliver locally led waste minimisation, recovery and education initiatives that move material up the waste hierachy.

Measure: number of education sessions delivered annually, annual diversion tonnes, number of active partnerships and number of marae/hapū engaged annually.

Objective	Government outcome	Council role	Funding option	Timeline
5		Co-ordinate and support	Levy Co-funding External funding	Years 1-6

Action 2

Engage with and educate high non-household waste-generating sectors (e.g., industry, construction and demolition, retail and service sectors) to reduce waste at source and increase diversion from landfill.

Measure: annual tonnes diverted.

Objective	Government outcome	Council role	Funding option	Timeline
1, 5		Co-ordinate and support	Rates Levy Co-funding External funding	Introduce Years 1-3 Ongoing

Action 3

Plan, deliver and evaluate targeted education and engagement initiatives in partnership with key community stakeholders to increase participation in waste reduction and recycling best practice.

Measure: participation rates and diversion outcomes.

Objective	Government outcome	Council role	Funding option	Timeline
5, 7		Lead in partnership with key community stakeholders	Levy	Introduce Years 1-4 Ongoing

Action 4

Continue to support waste reduction education and initiatives in schools (e.g., via Enviroschools and other community and Council-led initiatives).

Measure: Number of schools participating in Enviroschools and annual diversion projects completed.

Objective	Government outcome	Council role	Funding option	Timeline
5, 7		Lead and support in conjunction with other waste reduction educators	Levy Co-funding External funding	Years 1-6

Action 5

Monitor, evaluate and publicly report on the progress towards the seven objectives.

Measure: annual report released.

Objective	Government outcome	Council role	Funding option	Timeline
4		Annually assess and report on WMMP objectives	Rates Levy	Years 1-6

Action 6

Co-plan and develop a regional resource recovery facility in partnership with relevant stakeholders to support improved resource recovery outcomes and act as a central hub for Council's rural waste network.

Measure: new facility operating, number of rural sites integrated.

Objective	Government outcome	Council role	Funding option	Timeline
1		Collectively lead, design and manage in partnership with key stakeholders and wider community.	Rates Levy Co-funding External funding	Years 1-3 complete plan. Development ongoing

Action 7

Continue to provide Council recycling services at kerbside and drop-off locations.

Measure: service reliability, tonnes collected, contamination and diversion rates.

Objective	Government outcome	Council role	Funding option	Timeline
2		Deliver via contracts	Rates Levy	Years 1-6

Action 8

Continue to provide Council service for refuse at kerbside and/or via transfer stations as part of Council's core refuse disposal services.

Measure: service reliability and total refuse tonnes.

Objective	Government outcome	Council role	Funding option	Timeline
2		Deliver via contractor	Rates	Ongoing

Action 9

Audit kerbside recycling contamination and bulking loss with contractors and report results six-monthly in Years 1-2, then annually.

Measure: contamination percentage, bulking loss percentage and corrective actions.

Objective	Government outcome	Council role	Funding option	Timeline
2, 4		Lead audits and work with kerbside recycling contractors	Rates Levy	Ongoing annually

Action 10

Increase recovery of key materials via established product stewardship programmes that provide design-to-disposal support and education.

Measure: programme enrolments and tonnes recovered.

Objective	Government outcome	Council role	Funding option	Timeline
1, 2		Co-ordinate and support	Levy Co-funding External funding	Years 1-6

Action 11

Provide annual contestable grants to promote or achieve waste diversion, minimisation and/or elimination.

Measure: number of projects funded annually, total funds distributed annually, estimated tonnes of waste prevented, reduced or diverted as reported by funded projects.

Objective	Government outcome	Council role	Funding option	Timeline
5		Administer and oversee funding allocations and outcomes. Report outcomes to wider community.	Levy	Years 1-6

Action 12

Deliver targeted enagegmgent, monitoring and enforcement to prevent and reduce illegal dumping.

Measure: number of enforcement actions, number of hotspot interventions and tonnes of illegally dumped waste collected.

Objective	Government outcome	Council role	Funding option	Timeline
3, 7		Engagement and monitoring	Rates	Years 1-6

Action 13

Investigate, manage and take action to remediate priority legacy landfills, contaminated sites and closed landfills. This includes landfill closure activities in accordance with Council records for identified and priority locations – ensuring active monitoring and management plans are in place.

Measure: number of sites assessed and compliance with consents/management plans.

Objective	Government outcome	Council role	Funding option	Timeline
3		Lead with ongoing community engagement and input from key stakeholders.	Rates Levy Co-funding External funding	Years 1-6

Action 14

Implement a kerbside collection service incorporating wheelie bins, with provision to introduce an organic collection service where feasible.

Measure: kerbside wheelie bin service implemented.

Objective	Government outcome	Council role	Funding option	Timeline
1, 2		Review options leading to service establishment.	Rates Levy	Initiate Years 4-6

Action 15

Increase monitoring and surveying of regional waste streams (e.g., quantities, material types and diversion rates).

Measure: annual survey delivered to 2031 and published KPIs.

Objective	Government outcome	Council role	Funding option	Timeline
4		Council to work with waste operators, local community and contractors.	Rates Levy	Annually

Action 16

Work with internal and external partners to integrate sustainability goals, waste minimisation practices and efficient waste services into the planning and design of new multi-unit/ inner city and commercial developments.

Measure: guidelines developed.

Objective	Government outcome	Council role	Funding option	Timeline
1		Council to lead cross-team collaboration and engagement with key stakeholders and relevant sectors.	Rates Levy Co-funding External funding	Years 1-6

Action 17

Provide recovery/disposal pathways for wastewater treatment plant solids via contractor.

Measure: annual tonnes recovered/disposed and compliance with standards.

Objective	Government outcome	Council role	Funding option	Timeline
3		Deliver via contractor	Rates	Years 1-6

Action 18

Establish collaborative relationships with rural communities to deliver upgrades to rural waste services/facilities and implement a minimum of two rural reource recovery initiatives that increase waste diversion.

Measure: number of initiatives delivered, number of rural service or facilitiy upgrades completed, rural diversion tonnes.

Objective	Government outcome	Council role	Funding option	Timeline
1, 2, 5		Guide and support in partnership	Rates Levy Co-funding External funding	Years 1-6

Action 19

Monitor and analyse rural waste streams on a regular basis to track trends, inform service planning and measure progress towards diversion and minimisation objectives.

Measure: Biennial monitoring and reports, KPI trend analysis through 2031.

Objective	Government outcome	Council role	Funding option	Timeline
4		Lead with support from waste operators, local community and contractors	Rates Levy	Track and report on two yearly rotation

Action 20

Audit Council offices/sites every two years and implement interventions to eliminate, reduce and divert waste.

Measure: actions completed and diversion tonnes.

Objective	Government outcome	Council role	Funding option	Timeline
1, 4		Cross-Council collaboration, engagement, monitoring and reporting.	Levy	Site audits on two-yearly rotation

Action 21

Investigate and develop options and protocols for problematic materials and emergency wastes (disaster debris, woody, hazardous, spills, water-based recovery).

Measure: protocols approved and incidents managed per protocol.

Objective	Government outcome	Council role	Funding option	Timeline
6		Lead with support from key stakeholders (including Civil Defence and Emergency Management) and community engagement	Rates Levy Co-funding External funding	Years 1-3

Action 22

Ensure Council waste management and minimisation service contracts are effectively managed, monitored, audited and reviewed to meet performance and compliance requirements.

Measure: number of audits completed and KPI compliance.

Objective	Government outcome	Council role	Funding option	Timeline
2, 4		Lead and maintain via ongoing scheduling and reporting	Rates	Years 1-6

Action 23

Collaborate with cross-council stakeholders to reduce emissions from waste handling/disposal per Council's Emissions Reduction Plan.

Measure: emissions KPI trend and actions delivered.

Objective	Government outcome	Council role	Funding option	Timeline
1, 3		Cross-Council collaboration	Rates Levy	Ongoing

Action 24

Build and strengthen inter-regional relationships to align waste reduction initiatives and pursue collaborative opportunities with other councils.

Measure: number of joint initiatives implemented and shared standards adopted.

Objective	Government outcome	Council role	Funding option	Timeline
1, 5		Seek multi-council collaboration and ongoing comittment	Rates Levy	Start Year 2 Ongoing

Action 25

Investigate and assess short, medium and long-term regional waste disposal and minimisation options as part of a whole-of-system approach to waste management and minimisation – incorporating emerging technologies and innovative practices.

Measure: strategy completed and milestones set by Year 6.

Objective	Government outcome	Council role	Funding option	Timeline
1, 6		Lead in partnership with key stakeholders and wider community	Rates	Years 4-6

Action 26

Implement waste licensing for operators and collectors as part of bylaw implemenation.

Measure: Waste licensing framework implemented through solid waste bylaw, number of waste operators and collectors licensed annually.

Objective	Government outcome	Council role	Funding option	Timeline
2, 7		Lead	Rates Licensing fees	Years 1-3

Action 27

Regularly review Council's capability and capacity for waste minimisation and management functions to align with sector and regional changes. This includes providing professional development, ongoing subscriptions, sector memberships, participation in national policy and legislative processes and participation in relevent conferences.

Measure: annual capacity review.

Objective	Government outcome	Council role	Funding option	Timeline
4, 5		Undertake reviews of waste team capability	Rates Levy	Ongoing

Action 28

Develop and implement a long term residual waste disposal and resilience strategy that secures appropriate in-region and out-of-region landfill access, manages transport and cost risk, and evaluates future regional disposal options.

Measure:

Objective	Government outcome	Council role	Funding option	Timeline
1, 6		Lead	Rates Levy	Years 1-3 develop strategy Ongoing review

Ngā mihi
Thank you

Whatungarongaro te tangata, toitū te whenua
People come and go but land remains.

Waste Free Tairāwhiti

Tairāwhiti Regional Waste Management and Minimisation Plan

PRE CONSULTATION DOCUMENT

Te Kaunihera o Te Tairāwhiti
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Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

26-44

Title:	26-44 Regional Transfer Station and Resource Recovery Centre
Section:	Solid Waste
Prepared by:	Michael Ayton - Solid Waste Project Manager Regional Infrastructure
Meeting Date:	Thursday 12 March 2026

Legal: No	Financial: No	Significance: Medium

Report to COUNCIL/TE KAUNIHERA for decision

PURPOSE - TE TAKE

The purpose of this report is to:

1. Inform Gisborne District Council (Council) of the progress of master planning, due diligence and engagement undertaken in relation to 275 Lytton Road as the proposed location for a regional Refuse Transfer Station (RTS) and Resource Recovery Centre (RRC).
2. Confirm 275 Lytton Road as the preferred site for development of the regional RTS and RRC, having considered alternative site pathways and the outcomes of the Multi Criteria Assessment (MCA); and
3. Seek Council approval to progress to the next stage of detailed concept design, cost refinement, and Business Case development to enable implementation planning and delivery.

This report follows on from Public Excluded Council Report 25-41 – Resource Recovery Centre and Waste Transfer Station and Public Excluded presentation – Council Presentation 270325 on the day, considered by Council on 27 March 2025.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

In March 2025, Council approved the purchase of 275 Lytton Road and the progression of master planning and due diligence to assess its suitability as a regional Solid Waste Transfer Station and Resource Recovery Centre.

Council also agreed to continue engagement with tangata whenua and to review progress toward a partnered governance and design approach by December 2025. While engagement has continued in good faith, a formal partnership framework has not been established.

Alternative site options have continued to be assessed; however, 275 Lytton Road remains the only site in Council ownership that can be progressed without significant delays, rework, or additional land acquisition.

Technical and financial assessments continue to support Lytton Road as the strongest option. Previous analysis identified an estimated $8.7 million capital cost advantage compared with a new Greenfield facility, with further modelling confirming ongoing system-wide benefits from Council ownership.

Delaying the project would result in foregone savings estimated at $1.5 million to $3.2 million per year, increasing over time.

On balance, due diligence confirms that 275 Lytton Road remains the most feasible site. This report seeks Council confirmation to continue with the Lytton Road pathway and progress to detailed concept design, cost refinement, and Business Case development, while maintaining ongoing engagement commitments.

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. Endorses 275 Lytton Road as the preferred site for development of the regional Refuse Transfer Station and Resource Recovery Centre (RTS and RRC).
2. Approves progression to detailed concept design, cost refinement, and Business Case development to enable implementation planning and procurement readiness.
3. Notes that reasonable and sustained efforts have been made to engage with mana whenua in relation to the Lytton Road project and that enduring partnership arrangements have not been established to date
4. Agrees that, if the project proceed to development, Council will continue to actively invite mana whenua engagement, including opportunities to participate in design refinement, environmental enhancement, monitoring and ongoing dialogue.
5. Notes that previous financial analysis identified an estimated capital cost advantage of approximately $8.7 million in favour of refurbishing 275 Lytton Road compared with delivering a new greenfield facility.
6. Notes that independent financial modelling demonstrates positive net annual system-wide savings relative to the status quo, with indefinite delay representing an ongoing opportunity cost estimated in the order of $1.5 million to $3.2 million per annum, increasing over time.
7. Notes the findings of the master planning, due diligence and Multi Criteria Assessment undertaken in relation to 275 Lytton Road and alternative site options.
8. Notes that no fatal compliance, engineering, planning or financial constraints have been identified that would preclude development of a Refuse Transfer Station and Resource Recovery Centre at 275 Lytton Road.

Authorised by:

Michele Frey - Director Liveable Communities

Keywords: Regional Transfer Station and Resource Recovery Centre, pathway

BACKGROUND - HE **WHAKAMĀRAMA**

Strategic Direction for Resource Recovery

1. In March 2023, Council considered Report 23-69 – Resource Recovery Centre Study Outcomes, which recommended that Council approve proceeding with the staged development of a region-wide Resource Recovery Centre. This included applying to the Ministry for the Environment for funding and revisiting potential locations in accordance with the Civil Assist study and its three-stage approach.

2. The development of a Council-owned Refuse Transfer Station (RTS) and Resource Recovery Centre (RRC) aligns with the objectives of the Waste Management and Minimisation Plan (WMMP), supporting waste reduction, diversion from landfill, and the adoption of best-practice and innovative resource recovery methodologies.

Approval to Purchase 275 Lytton Road

3. 275 Lytton Road is a 5.3ha site with 3.3ha zoned industrial and 2ha zoned rural residential. There are nearly 7,000sq.m of buildings on the site, mostly of very large portal frame construction. During initial investigations the buildings looked ideal for repurposing as a reuse/recycling centre, transfer station and MRF.

4. At the public excluded meeting on the 27 March 2025 (25 – 41) Council approved the purchase of 275 Lytton Road for the Regional Transfer Station and Resource Recovery Centre. This was based on due diligence, with a project group to be established to progress detailed design.

5. The due diligence process included the following assessments, externally commissioned:
   - Title and LIM Report Due Diligence report
   - Environmental due diligence
   - Planning due diligence
   - Detailed Seismic Assessment
   - Retrofit and rebuild comparative costing
   - Financial analysis

6. Council Staff entered into good faith discussions with trustees from Te Kuri a Tuatai Marae and Rongowhakaata Iwi Trust. Discussions were initiated prior to a meeting held 09 September 2024 with the intent and requirement for a site to enable council to build a RTS and RRC and to enable Iwi and Marae to be a part of this process.

Further Investigations

7. Please refer to the Public Excluded Section for the Technical Options Report.

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

8. Since March 2025 and the decision to purchase 275 Lytton Road, several workstreams have been undertaken to validate the preferred site, as well as engagement with mana whenua, these workstreams included:
    I. Engagement Pathway with mana whenua.
    II. Technical Site Assessment of Lytton Road.
    III. Further Financial Analysis.
    IV. Consideration of Alternative Sites.

Engagement Pathway with Mana Whenua

9. Council initiated early engagement with Te Kuri a Tuatai Marae and Rongowhakaata iwi prior to commissioning the master planning and Multi Criteria Assessment work. The intent was to explore a partnered approach to governance and design refinement, recognising the proximity of 275 Lytton Road to Te Kuri a Tuatai Marae and the Waikanae Awa.

10. Engagement included hui at the marae, site visits involving senior leadership, written exchanges, workshops, and the development of a proposed resourcing arrangement to support equitable participation. Council also paused elements of the technical work to allow space for agreement on governance settings.

11. Despite extensive efforts, a formal partnership framework was not achieved. Te Kuri a Tuatai Marae has communicated a clear position opposing development of a Resource Recovery Centre at 275 Lytton Road. That position has been acknowledged and respected.

12. Consistent with earlier commitments, Council advised that should a partnered framework not be formalised by December 2025, alternative site pathways would be evaluated to ensure governance retained informed choice. In keeping with that commitment, independent site assessment work was undertaken across three locations, including a potential Greenfield site in the vicinity of Gisborne City.

13. Acting in good faith, alternative sites were explored. However, all the sites explored either could not support future growth, recycling and recovery initiatives, posed significantly higher operational costs, or were not suitable for Regional Resource Centre. An inherent risk in pursuing alternative sites is the likelihood of resistance from neighbouring landowners at any location. As such, Council's preferred approach is adopting a "best neighbour" operational model.

14. With 275 Lytton Road identified as the preferred site, it is essential that any progression to detailed design and consenting is undertaken in a manner that demonstrates both technical rigour and relational responsibility.

15. This includes a clear and explicit commitment to being the best possible neighbour to Te Kuri a Tuatai Marae, adjoining landowners, and the wider community. While confirmation of a preferred site does not resolve all relational considerations, it provides the necessary clarity to enable mitigation, refinement, and accountability measures to be embedded into the design and delivery pathway.

16. As part of the next phase of work, Council will prioritise a governance-led "best neighbour" approach, including:

Design-embedded mitigation

17. Enhanced boundary treatments, landscaping, and site layout controls along sensitive interfaces, informed by visual, noise, and operational effects analysis.

Environmental protection and enhancement beyond minimum compliance

18. Riparian planting and ecological enhancement adjacent to the Waikanae Awa, supported by stormwater management and water-quality protection measures that exceed regulatory minimum standards.

Operational effects management

19. Design and operational controls to minimise noise, odour, litter, traffic, and visual effects, including clear separation of heavy vehicle movements and contingency capacity to manage disruption events.

Mātauranga Māori and cultural landscape considerations

20. Integration of Mātauranga Māori design principles and cultural expression where appropriate and supported, alongside continued provision for mana whenua involvement in environmental monitoring and enhancement initiatives should they elect to participate.

Structured neighbour engagement and accountability

21. Establishment of clear engagement, communication, and issue-resolution pathways during design, construction, and operation, ensuring concerns can be raised, responded to, and transparently managed.

Technical Site Assessment of Lytton Road

22. While technical due diligence confirms that no fatal constraints prevent development at Lytton Road, Council acknowledges that relational and cultural considerations require sustained attention. Confirmation of the site does not conclude engagement; rather, it establishes the certainty required to progress meaningful mitigation, monitoring, and accountability measures in a structured and transparent manner.

23. The independent master planning, fatal flaw testing and Multi Criteria Assessment confirm that 275 Lytton Road is technically capable of accommodating a compliant, staged and future-proofed regional RTS and RRC. No fatal compliance, engineering, planning, or financial constraints have been identified that would preclude development, subject to detailed concept/design and consenting.

Financial Analysis of Lytton Road

24. From a financial perspective, previous comparative analysis identified a material capital cost advantage in progressing the Lytton Road option, with estimates at the time indicating an approximate $8.7 million differential in favour of refurbishment relative to a Greenfield development pathway. In addition, independent financial modelling demonstrates that Council ownership of aggregation infrastructure generates positive net annual system savings of $1.5 million to $3 million relative to the status quo. Indefinite delay would therefore represent a material opportunity cost to Council and ratepayers, while deferring the benefits associated with improved system control, resilience, and cost transparency. Council has previously considered other potential urban and peri-urban sites during earlier stages of the project; however, none demonstrated a financially compelling or deliverable business case when assessed against 275 Lytton Road

Consideration of Alternative Sites

25. Alternative site options were considered concurrent to further analysis of Lytton Road. They were assessed on a multi criteria basis at three different locations; 75 Innes Street (status quo), 275 Lytton Road, and a Greenfields site within the vicinity of Gisborne City.

26. This section presents the findings of the independent master planning due diligence and site assessment undertaken by an independent consultant and outlines the implications for Council decision-making.

27. The assessment has been structured to provide an objective comparison of site options through:

    - Fatal flaw testing to determine site viability.
    - Preliminary layout configuration testing.
    - Evaluation against Council's Investment Objectives and Design Requirements.
    - A Multi Criteria Assessment (MCA) framework incorporating economic, social, operational, regulatory and Te Tiriti o Waitangi considerations

28. The purpose of this analysis is not to predetermine an outcome, but to clarify the relative strengths, risks, and trade-offs of each option so that governance judgement can be exercised with an unambiguous evidence base.

29. The Multi Criteria Assessment (MCA) comparative evaluation focuses on the relative performance of the viable options.

Criteria	75 Innes Street (status quo)	275 Lytton Road	Greenfields Site
Affordability	3	4	4
Ease of use	1	4	3
Community acceptance / stakeholder support	3	2	3
Scalability	1	5	3
Resilience	2	4	4
Achievability	2	4	2
Permitting	5	4	3
Kaitiakitanga	2	3	4

Table 1: Site options MCA evaluation comparison

30. The assessment confirms that:

- The existing Innes Street site cannot viably meet Council's future Investment Objectives within its current footprint and operational constraints.
- Both 275 Lytton Road and a Greenfields site are technically viable for development of a compliant SWTS/RRC, subject to detailed design and consenting processes.
- No fatal compliance, engineering, planning, or financial constraints have been identified for Lytton Road that would preclude development.

Conclusions and Governance Considerations

31. The assessment indicates that both Lytton Road and a Greenfields site can accommodate the required infrastructure and deliver improved waste system outcomes, however at significantly greater cost. The decision before Council is therefore one of comparative advantage rather than technical feasibility.

Comparative Observations

Scalability and long-term adaptability

32. Lytton Road offers greater flexibility within its overall landholding to accommodate staged development, emergency storage, and future growth without additional land acquisition. A Greenfields site can meet current requirements but has more limited expansion capacity within its readily usable footprint.

Achievability and timing

33. Lytton Road is already under Council ownership and includes existing infrastructure that can be reconfigured or staged. This provides a more direct pathway to detailed design and implementation. A Greenfields site would require land arrangements, new infrastructure establishment, and full greenfield development sequencing, introducing additional programme risk and extended times.

Ease of use and system integration

34. Lytton Road's location within the existing urban industrial area supports continuity of access patterns for most users and integration with the wider waste network. A Greenfields site is more distant from the current operational centre of activity, which may influence user behaviour and operational efficiency.

Regulatory and environmental considerations

35. Both sites would require careful management of flood overlays and consenting requirements. While neither presents a fatal constraint, Lytton Road benefits from existing zoning permissibility for transfer station activities within the industrial zone.

Te Tiriti and relational considerations

36. Te Kuri a Tuatai Marae has expressed reservations regarding development at Lytton Road, primarily relating to proximity, potential effects on the Waikanae Awa and cultural landscape impacts. These concerns are acknowledged and form a vital component of the decision-making context. The assessment includes a specific Kaitiakitanga criterion to ensure these matters are considered alongside operational and financial factors.

Governance Decision Context

37. The MCA evaluation suggests that, on balance, Lytton Road performs more strongly across scalability, achievability, permitting, and integration with Council's existing waste system. A Greenfields site presents potential advantages in separation from sensitive neighbouring activities but carries greater delivery complexity and programme uncertainty.

38. Council therefore faces a decision that balances:
    - Delivery certainty and system reform momentum
    - Long-term infrastructure flexibility
    - Financial exposure and implementation risk

39. Confirming a preferred site will enable progression to detailed design, cost refinement, and business case development. Redirecting to an alternative site would reset elements of planning, engagement, and financial modelling, with associated delay and uncertainty.

Concluding Statement

40. The independent assessment provides Council with a structured comparison of viable site options. It confirms that a deliverable pathway exists and that the principal differences between options relate to timing, scalability, delivery risk, and relational context rather than technical feasibility.

41. On balance, the analysis supports progression of 275 Lytton Road as the preferred site for further development, while recognising the importance of continued engagement with Te Kuri a Tuatai Marae and mana whenua as design refinement proceeds.

42. Council direction is now sought to provide clarity on the preferred pathway and to enable the next stage of implementation planning.

OPTIONS

43. Accordingly, the decision before Council is one of comparative advantage, delivery certainty, and risk management, rather than technical feasibility.

44. At this point council has two options.

Option 1 – Retain and Develop 275 Lytton Road (Original Recommendation)

45. Proceed to confirm 275 Lytton Road as the preferred site and progress to detailed concept design, cost refinement, and Business Case development

Pros:

- Site already in Council ownership – highest delivery certainty.
- No fatal technical or regulatory constraints identified.
- Material capital cost advantage relative to Greenfield development (based on prior estimates).
- Faster speed to market and reduced programme reset risk.
- Maintains urban proximity and mitigates commercial competition risk.
- Enables earlier realisation of system savings and resilience benefits.

Cons:

- Known opposition from Te Kuri a Tuatai Marae.
- Reputational risk if engagement is not managed carefully.

Option 2 – Dispose of 275 Lytton Road and Seek an Alternative Site

46. Direct staff to divest the Lytton Road property and initiate a renewed site identification and acquisition process.

Pros:

- Removes immediate proximity concerns in relation to Te Kuri a Tuatai Marae.
- Allows exploration of sites with greater physical separation from sensitive neighbours.

Cons:

- Loss of an already secured urban industrial site.
- Reset of planning, engagement, design, and financial modelling work.
- Increased programme uncertainty and extended delivery times.
- Potential capital cost escalation relative to the Lytton Road option.
- Continued exposure to opportunity cost associated with delay in system reform.

ASSESSMENT of SIGNIFICANCE - AROTAKENGA o **NGĀ** HIRANGA

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

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

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

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

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

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

47. The decisions or matters in this report are of Medium significance in accordance with Council's Significance and Engagement Policy.

TREATY COMPASS ANALYSIS

Kāwanatanga

48. Council initiated engagement with Te Kuri a Tuatai Marae and Rongowhakaata iwi in October 2024, prior to commissioning the Master Planning and MCA assessment work and the purchase of 275 Lytton Road. Council transparently advising that the site may be secured to prevent loss to private acquisition while partnership discussions and technical assessment were undertaken. The site is currently leased and financially neutral while these processes continue.

49. Engagement Included:
    - Hui held at the marae.
    - Virtually attended Marae Trustee Meetings.
    - Site visits attended by the Chief Executive and senior leadership.
    - Multiple written exchanges.
    - Two workshop sessions.
    - Ongoing discussions led by the Chief Advisor Māori Partnerships and Project Leads.

50. Council explicitly sought to establish a partnered approach to both decision-making and master planning. The process was deliberately paused for a significant period to create space to agree governance and partnership settings before progressing technical work.

51. A draft resourcing/retainer arrangement was developed to provide equitable participation capability for marae/iwi involvement in decision-making and design refinement. This offer was declined.

52. The Multi Criteria Assessment framework was developed to provide structured, transparent governance comparison across options. While the MCA was not co-designed, marae and iwi feedback received during earlier engagement influenced the evaluation approach, including the inclusion and framing of the Kaitiakitanga criterion.

53. Staged decision-making pathways were considered, including opportunities for shared governance input at both governance and operational levels. The decision architecture remains open to further partnership should mana whenua elect to re-engage.

Rangatiratanga

54. Te Kuri a Tuatai Marae expressed clear reservations regarding development of a SWTS/RRC at 275 Lytton Road. Concerns included:
    - Proximity impacts (visual, noise, odour, and traffic)
    - Potential effects on the Waikanae Awa
    - Historical associations within the broader Lytton Road area
    - Broader concern regarding Council's historical waste practices, including ongoing legacy issues associated with Paokahu landfill.

55. A key message from marae representatives was: "Why address new waste infrastructure when historic waste impacts remain unresolved?" This concern has been acknowledged and is recognised as influencing trust and perception.

56. Council has recognised that, given proximity, Te Kuri a Tuatai Marae would bear a greater direct relational impact than other communities. While technical mitigation may reduce environmental risk, the cultural and landscape effects are matters of mana whenua authority.

57. Co-design opportunities and examples of good practice from other regions were tabled. Ecological enhancement opportunities, including riparian planting, wetland restoration, improved stormwater treatment, and cultural expression within site design were discussed positively by both parties. Council signalled willingness to resource mana whenua leadership in these areas. There has been no opportunity to explore this further.

58. Council also made clear that ongoing involvement in detailed design, environmental monitoring and enhancement initiatives remains available should mana whenua wish to participate.

59. The MCA's Kaitiakitanga criterion was applied as a structured way to assess site impacts on:
    - Te Kuri a Tuatai Marae
    - Waikanae Awa
    - Broader waste stewardship responsibilities.

60. The evaluation acknowledged that the marae may weight impacts differently than the technical scoring outcome, and this has been transparently noted within the assessment.

Oritetanga

61. Council has considered whether development at Lytton Road would place a disproportionate burden on Te Kuri a Tuatai Marae and neighbouring communities. Proximity impacts, cumulative legacy waste effects, and water quality issues within the Waikanae Awa are recognised as contextual factors influencing both environmental and relational equity.

62. A Greenfields site could still sit within Rongowhakaata area of interest but would not sit adjacent to a marae or residential community in the same way. The equity question is therefore not whether impacts exist, but how those impacts are distributed and experienced.

63. Council also recognises that historical waste decisions across Tairāwhiti have often disproportionately affected waterways and Māori communities. This history shapes current perceptions and heightens sensitivity to new infrastructure proposals.

64. Ōritetanga extends beyond physical impact to include equitable opportunity to participate in decision-making. Council sought to provide resourcing mechanisms to enable meaningful involvement by Te Kuri a Tuatai Marae and Rongowhakaata iwi in governance discussions, master planning, and design refinement. This included development of a draft retainer arrangement intended to ensure participation capacity was not constrained by resource limitations. While that offer was not taken up, the principle of equitable participation remains embedded in the project approach.

65. The development of a Council-owned facility is intended to improve system performance, increase diversion, strengthen compliance, and reduce environmental risk. These outcomes are designed to benefit communities equitably across the district, including rural iwi communities who have historically raised concerns regarding waste infrastructure and waterway protection.

Whakapono

66. The provision of whakapono requires more than consultation; it requires integrity of conduct and respect for tikanga and intergenerational responsibility. Council engaged kanohi ki te kanohi at the marae as well as onsite and was transparent regarding land purchase timing and rationale. It acknowledged that pre-purchase could influence trust and explained that securing the site was intended to preserve options rather than predetermine outcomes.

67. Council sought partnership rather than transactional engagement. It explored shared governance settings, staged decision-making, equitable resourcing, and environmental enhancement led by mana whenua. Care was taken to avoid any perception of inducement.

68. The provision was made for the worldview, tikanga and kawa of mana whenua to influence the approach and scope toward this work. When Te Kuri a Tuatai Marae communicated a clear position opposing development at Lytton Road, that position was respected. Engagement slowed not through withdrawal, but through acknowledgement of that stance. The pathway for renewed engagement remains open.

69. Whakapono in this context requires Council to:
    - Continue addressing legacy waste issues alongside new infrastructure
    - Maintain transparent communication
    - Avoid minimising expressed concerns
    - Ensure environmental enhancement commitments reflect kaitiakitanga principles rather than regulatory minimums.

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

Regional Context

70. The need for improved resource recovery and transfer infrastructure has been acknowledged at a regional level. Engagement associated with the earlier 2022/23 Resource Recovery Centre Study Outcomes report included formal and informal discussions with iwi authorities and representatives across Tairāwhiti, including Te Rūnanganui o Ngāti Porou (TRONP) and Te Rūnanga o Tūranganui a Kiwa (TROTAK).

71. These discussions recognised both the environmental imperative to improve waste system performance and the importance of ensuring future infrastructure aligns with kaitiakitanga principles and long-term environmental stewardship.

72. At a regional level, there is general acknowledgement that current waste practices require improvement and greater resilience. The focus of engagement has therefore centred not on whether reform is needed, but how and where infrastructure should be delivered.

Engagement with Rongowhakaata Iwi Trust

73. Given that both 275 Lytton Road and a potential Greenfields site fall within Rongowhakaata area of interest, engagement has occurred with Rongowhakaata Iwi Trust (RIT) alongside site-specific discussions with Te Kuri a Tuatai Marae.

74. RIT has been kept informed of project progression, technical assessment milestones, and governance decision points. Council has sought to establish a partnered approach to site evaluation and master planning, including exploring shared governance and resourcing arrangements to enable meaningful participation.

75. While a formal partnership framework has not been established to date, communication channels remain open at governance and executive levels, including engagement led by the Mayor, Chief Executive and Chief Advisor Māori Partnerships.

Engagement with Te Kuri a Tuatai Marae

76. Recognising the proximity of 275 Lytton Road to Te Kuri a Tuatai Marae, Council initiated early engagement prior to commissioning the master planning and MCA assessment work.

77. Engagement included hui at the marae, site visits involving senior Council leadership, written correspondence, and workshop sessions. Council sought to agree on a partnered approach to assessment and design refinement, including offering resourcing to support participation.

78. Te Kuri a Tuatai Marae representatives visited the Lytton Road site and expressed concerns regarding its suitability, particularly in relation to proximity to the marae, the Waikanae Awa, and the wider historical context of waste management in the area. Ongoing legacy matters, including environmental remediation concerns such as Paokahu, have influenced perspectives.

79. While there is acknowledgement of the need for improved regional waste infrastructure, Te Kuri a Tuatai Marae has communicated a clear position opposing development at 275 Lytton Road. Following this position being expressed, engagement specific to that site has not progressed further.

80. Council remains willing to continue dialogue and has maintained communication pathways through executive and governance channels. Engagement in relation to alternative site options has not yet been undertaken directly with Te Kuri a Tuatai Marae.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

81. No formal community engagement to date. Mana Whenua communication is direct through our Chief Maori Advisor, CEO and Mayor via the Rongowhakaata Iwi Trust board level.

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

82. There are several positive initiatives and outcomes that would be well within the area of achievability for either site and have immense potential to enhance and protect the following:
    - Riparian planting on the Waikanae awa.
    - Rodent & pest control.
    - Stormwater capture and awa flushing.
    - Building or enhancing marine life habitat in the awa.
    - Providing for walkway initiatives (connecting to the airports pathway plan – Lytton Rd option).
    - Reinvigorating wetland space alongside riparian planting and weed control that will enhance flood mitigation and upstream and downstream effects.
    - Native planting in green spaces that is based on specialist advice in consideration of worst-case weather events (flooding).
    - Mātauranga Māori design and beautification initiatives.
    - Upgrading of existing infrastructure that enhances flood protection, erosion control and eliminates commercial leaching of any type into stormwater or the awa direct.
    - First stage of establishing an overall regional waste solution avoids transporting waste extreme distances.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

83. The financial analysis builds on the independent strategic and financial assessment previously completed by PwC.

84. PwC was commissioned to independently assess the commercial viability, strategic alignment, and delivery model options for establishing a municipal transfer station and resource recovery centre in Gisborne. Their analysis concluded that Gisborne's current waste system provides limited Council control over pricing, service delivery, and environmental outcomes, and is expected to create increasing cost pressure on ratepayers over time.

85. PwC identified ownership of waste aggregation infrastructure as the most effective entry point for Council to regain influence over the waste value chain, introduce competition into service delivery, improve resilience, and support long-term waste diversion and environmental objectives.

86. Across the delivery models assessed, PwC found that all transfer station ownership scenarios generated positive long-term net cashflow outcomes relative to maintaining the current contracted service model. The analysis indicated that Council ownership combined with contracted operations provides the strongest balance of financial benefit, strategic control, and delivery risk management.

87. PwC also noted that transfer station ownership supports wider regional benefits including improved disaster resilience, reduced transport emissions, enhanced recycling and diversion capability, and increased opportunities for local providers and community participation in the waste value chain.

88. Overall, the PwC assessment concluded that development of a municipal transfer station represents a strategically aligned and financially viable investment for Gisborne and effectively addresses the question of whether Council should participate directly in waste aggregation infrastructure.

89. We have re-evaluated the key assumptions of PwC's work and can assess the conclusion of the report as still accurate. In terms of changes, there is upside support for a council RRC given the increase in illegal dumping. However, the current funding environment indicates a risk to the assumption of 50% external funding.

90. In addition to the long-term viability identified by PwC, the March 2025 report confirmed a clear capital cost advantage in progressing the Lytton Road option. Development cost comparisons at that time indicated an estimated differential of approximately $8.7 million in favour of refurbishing 275 Lytton Road, compared with delivering a new Greenfield facility on Council-owned land.

91. PwC's modelling further indicates that Council ownership of aggregation infrastructure generates positive annual net system savings relative to the status quo, ranging from $1.5 million to $3.2 million per annum once operational, depending on delivery model. On this basis, indefinite delay in progressing the SWTS/RRC represents a material ongoing opportunity cost to Council and ratepayers, in addition to continued exposure to waste cost escalation under the current fully contracted model.

Legal

92. There are no legal implications from this report.

93. The site is zoned General Industrial under the Tairāwhiti Resource Management Plan, within which a refuse transfer station and associated ancillary activities are a Permitted Activity (SLR Consulting – Due Dilligence Report 20250226), and the proposal is therefore consistent with the intent and provisions of the zoning framework.

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

94. Waste Management as per the Tairawhiti Regional Policy statement remains as a significant resource management issue for the region. Section B5.2 (Waste Management and Hazardous Substances) notes: "The community wish to see more efficient use of resources, reduction in the cost of handling waste and the need for disposal sites, minimal contamination of the district's natural resources from the disposal of waste and culturally inoffensive methods of waste disposal to be adopted."

95. Under the list of Green Infrastructure in the Infrastructure Strategy of the Gisborne District Council 2021 – 2031 Long Term Plan, a region-wide resource recovery network is listed to have several positive effects. These include, reducing waste sent to landfill, reducing the cost of waste disposal, contributing to local economic development, and providing much needed employment and training opportunities for youth and those that are currently unemployed.

RISKS - **NGĀ TŪRARU**

96. The site is not without considerations. These include:
    - structural strengthening requirements
    - the presence of Asbestos Containing Material (ACM)
    - unknown fill at the western end
    - coastal storm inundation exposure.

97. However, these matters are capable of mitigation and do not represent barriers to development.

98. Comparative analysis indicates a significant timing and cost differential between an infrastructure-ready Brownfield site, such as Lytton Road, and a Greenfield alternative. Securing an alternative Brownfield site within the urban boundary is likely to be difficult, and redirecting to a new site would reset key elements of planning, consenting, design, and engagement, materially delaying regional waste system reform.

99. There is a commercial risk that, following the establishment of a Council-owned RTS and RRC, private sector operators may continue to actively compete for non-kerbside residential waste and commercial waste streams. These waste streams are typically higher-margin and represent a significant component of transfer station revenue.

100. If Council's facility were located outside the core urban area, this competitive dynamic could materially affect utilisation rates and revenue assumptions, as convenience and proximity are key drivers of customer behaviour in the non-kerbside and commercial segments.

101. Locating the facility within the urban boundary mitigates this risk by maintaining convenience parity with existing operators, reducing customer diversion risk, and strengthening the Council facility's competitive position.

102. In the event of aggressive price competition, short-term financial returns may be impacted. However, such competition would result in improved pricing outcomes for residents and businesses. From a system perspective, this would align with Council's broader objective of influencing total waste system costs and delivering better value for the community.

103. The updated financial modelling includes sensitivity testing around throughput and pricing assumptions to reflect this competitive risk. While financial performance varies under more aggressive competitive scenarios, the project remains viable under tested ranges.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
12 March 2026	Council decision	Move to next stage of concept and design phase or other as directed.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

26-42

Title:	26-42 Chief Executive Activity Report - 1 November 2025 – 28 February 2026
Section:	Chief Executive's Office
Prepared by:	Torepe Taumaunu - Funding and Contracts Advisor - Recovery
Meeting Date:	Thursday 12 March 2026

Legal: No	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for information

PURPOSE - TE TAKE

The purpose of this report is to provide elected members with an update on Gisborne District Council activities from 1 November 2025 – 28 February 2026 (attachment 1), including an update on the Tairāwhiti Recovery Programme (attachment 2) and the recent weather event from 21 January 2026 (attachment 3).

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Notes the contents of this report.

Authorised by:

Nedine Thatcher Swann - Chief Executive

Keywords: Tairāwhiti Recovery Programme, Activity Report, Chief Executive

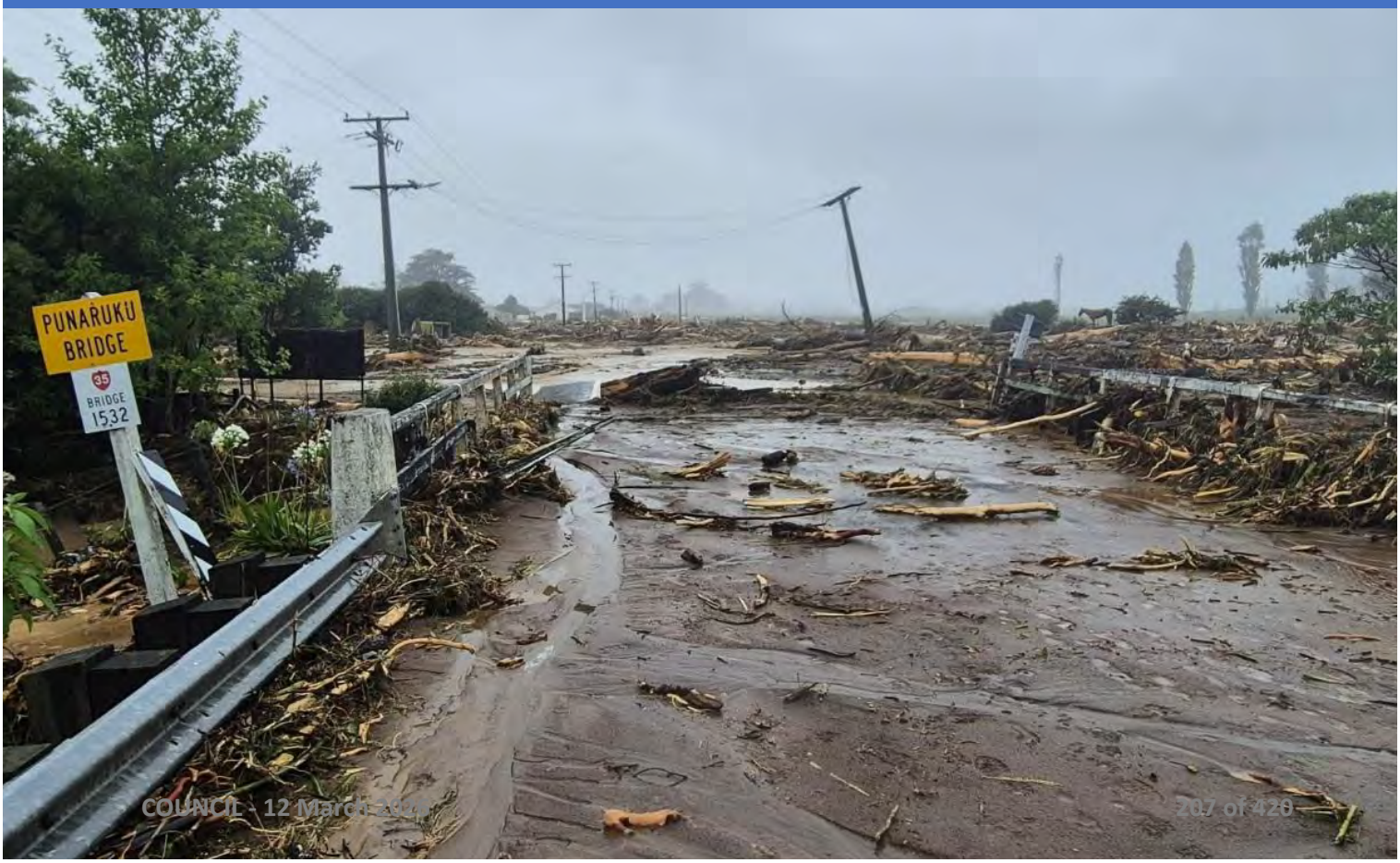
ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Chief Executive Activity Report, 1 November - 28 February 2026 [26-42.1 - 39 pages]
2. Attachment 2 - Six Month Gabrielle, Tairāwhiti Recovery Report [26-42.2 - 28 pages]
3. Attachment 3 - 21 January 2026 Weather Event - Summary to Minister [26-42.3 - 17 pages]

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Te Rīpoata a te Tumu Whakarae
Chief Executive's Report

12 March 2026



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He Kupu Whakataki nā te Tumu Whakarae

Introduction from the Chief Executive

Tēnā koutou katoa,

This Chief Executive's Report covers the period 1 November 2025 to 28 February 2026. The quarter has been defined by ongoing recovery efforts, further severe weather events and recurring pressure on infrastructure across Te Tairāwhiti. Despite these challenges, Council has continued to progress its work programme, respond to emerging issues, and maintain essential services.

Recent rainfall has further compounded the challenges faced by whānau still recovering from Cyclone Gabrielle. Slips, flooding, and constrained access along SH35 and key local routes disrupted connectivity and, in some areas, required evacuations to marae and welfare centres. Recovery is therefore not a separate phase of work; it continues to be embedded across our operations.

Our focus remains on restoring and strengthening critical lifeline infrastructure to support safety and connectivity. Investment is being prioritised towards bridge repairs and replacements, alongside flood protection works across the region. In parallel, Council is progressing a roading network review to reset how we plan, maintain, and invest in our local road network.

The Waipaoa River Flood Resilience Project is on track for completion in 2026/27. Further design and consenting for improved stopbanks at Tikitiki and Te Karaka are progressing, alongside region-wide flood hazard modelling to inform future land use and investment decisions.

Engagement with tangata whenua continues across both governance and operational levels. This includes participation in governance forums and statutory processes, with a focus on strengthening alignment and shared priorities. Iwi and hapū perspectives inform freshwater planning, environmental management, and policy development across Council programmes.

At the same time, Council is navigating national policy and regulatory change, including water services reform and resource management reform. Recovery obligations, cost escalation, and funding considerations continue to shape financial decision-making. Council remains committed to maintaining affordability while essential services are delivered and investment in critical infrastructure is sustained.

As we move towards the 2027–2037 Long Term Plan, recovery commitments, cost escalation, and changes in the national funding environment will influence our financial direction. Council is committed to targeted investment and to working in partnership with iwi and the Government to support Te Tairāwhiti into the upcoming Long Term Plan period.

I want to acknowledge the coordinated efforts of our Council teams and partner agencies in responding to recent weather events. Staff, contractors, emergency services, iwi partners, and community organisations have worked together to support affected communities and restore access and essential services as quickly as possible.

While the challenges facing our region remain significant, this period has also demonstrated the value of collaboration and sustained commitment to our communities. Council remains focused on supporting recovery, strengthening resilience, and continuing to deliver for Te Tairāwhiti.

Ngā mihi nui,
Nedine Thatcher Swann

Ngā Rangitaki Kāwanatanga ā Rohe
Central Government Updates

LOCAL WATER DONE WELL PROGRAMME (LWDW)

Local Water Done Well (LWDW) replaced the Three Waters reforms, returning ownership of water services to councils while establishing ongoing regulatory and economic oversight led by Taumata Arowai and the Commerce Commission. Councils were required to submit a Water Services Delivery Plan (WSDP) by 3 September 2025, outlining their preferred service delivery model, infrastructure condition, investment needs, and regulatory compliance. The programme also set a requirement to separate water service revenue and costs from other council activities by 1 July 2027. Its overall aim was to ensure water services, including drinking water, stormwater, and wastewater, are safe, sustainable, and meet government standards. The LWDW programme involved three key bills reforming water services across New Zealand:

Water Services Acts Repeal Act (14 February 2024)

This Act reinstated earlier legislation related to the provision of water services (including local government legislation). This restored continued council ownership and control of water services and responsibility for service delivery.

Local Government (Water Services Preliminary Arrangements) Act (September 2024)

This Act sets out the framework for the new three waters management system and includes a requirement for councils to prepare a Water Services Delivery Plan (WSDP) by September 2025, that outlines their future service delivery arrangements. It enables borrowing through the New Zealand Local Government Funding Agency (LGFA).

The Local Government (Water Services) Bill

This Bill establishes the enduring settings for the new water services system and ensures water services are safe, reliable, environmentally resilient, customer-responsive and delivered at the least cost to consumers and businesses.

✦ Updates:

- The Local Government (Waters Services) Bill received Royal assent on 26 August 2025.
- Council submitted its Water Services Delivery Plan (WSDP) on 3 September 2025, and it was formally accepted by the Secretary for Local Government.
- Council is establishing a dedicated cross-functional project to oversee and coordinate the structured implementation of the Water Services Delivery Plan, including financial ring-fencing of the internal business unit, organisational alignment, regulatory compliance, and the development of a 30-year Water Services Strategy (WSS) to ensure resilient, affordable, and legislatively compliant delivery of drinking water, wastewater and stormwater services for Tairāwhiti. The WSS development process will align with the 2027-37 Long Term Plan.
- An Interim Water Services Committee has been established to provide strategic governance oversight and direction for Council's drinking water, wastewater and stormwater services, including operational performance, regulatory compliance, asset management and implementation of the Water Services Delivery Plan transition programme.

The WSDP 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.

EMERGENCY MANAGEMENT IMPROVEMENT PROGRAMME

The Government is progressing an update of Aotearoa's emergency management system. This work aims to strengthen how we prepare for, respond to and recover from disasters, incorporating lessons from recent severe weather events and inquiries such as the North Island Severe Weather Events (NISWE) Inquiry. This programme sits under the Government's five-year strategy, Strengthening Disaster Resilience and Emergency Management, released in October 2024. The strategy outlines five key priorities:

1. Empowering a whole-of-society approach.
2. Supporting consistent and effective local delivery.
3. Professionalising the emergency management workforce.
4. Enhancing national coordination.
5. Driving strategic investment and long-term system improvement.

Emergency Management Bill

As part of this national improvement programme, the Government is introducing a new Emergency Management Bill, which will replace the Civil Defence Emergency Management Act 2002. It proposes a more modern, integrated approach to emergency management, with a stronger focus on local leadership, iwi partnerships and community resilience. Key proposed changes include:

- clearer roles and responsibilities across agencies
- consistent minimum national standards
- enhanced powers to support essential services in emergencies.

RESOURCE MANAGEMENT REFORM

Phase One - of resource management reform has been completed with the repeal of the Natural and Built Environment Act (NBEA) and Spatial Planning Act (SPA).

Phase Two - Targeted RMA amendments and RMA national direction instruments

Phase two includes fast-track approvals and targeted RMA amendments to make it easier to approve new infrastructure and renewable energy projects, build more houses and reduce the regulatory burden on key sectors including farming, mining and other primary industries. The first set of RMA amendments, the Resource Management (Freshwater and Other Matters) Amendment Act took effect on 25 October 2024.

Phase Three - Developing legislation to replace the current RMA

Phase three of the work programme is to introduce new resource management legislation to replace the current RMA. Key principles being considered include:

- How resource management laws can more clearly separate urban and spatial planning from environmental protection (this may result in separate spatial/urban planning and environment legislation).
- How the enjoyment of property rights can be reflected as a guiding principle of the system.
- The role of a legislative framework for spatial planning to enable longer term, integrated planning.
- The plan-making and consenting system to speed up processes and reduce the need for consents.

The new resource management system will be rules-based and embed respect for property rights and the rule of law. The new system will have three core tasks:

1. Unlocking development capacity for housing and business growth.
2. Enabling delivery of high-quality infrastructure for the future, including doubling renewable energy.
3. Enabling primary sector growth and development (including aquaculture, forestry, pastoral, horticulture and mining).

The new system must achieve these objectives while also:

- safeguarding the environment and human health
- adapting to the effects of climate change and reducing risks from natural hazards
- improving regulatory quality in the resource management system
- upholding Treaty of Waitangi settlements and other related arrangements.

✦ Update:

The Planning Bill and the Natural Environment Bill had their first reading on 16 December 2025. The submission period closed on 13 February 2026. Select committee report is due at the end of June 2026. Council lodged a submission on these Bills.

Fast-track Approvals Act 2024

This is a stand-alone Act with its own purpose. It prioritises locally, regionally and nationally significant infrastructure and development projects. The Act sets out a 'one-stop shop' process for approvals under a range of legislation, including the RMA.

Resource Management Act Amendment #2

This Bill focuses on changes that contribute to the Coalition Government's priority programmes: Electrify NZ, Infrastructure for the Future, Going for Housing Growth and the Primary Sector Growth Plan. Key changes proposed include:

- extending the duration of port occupation permits
- requiring renewable energy generation and wood-processing facility consents to be decided within one year of application
- enabling Councils to recover costs for review consent conditions when the review is a result of a national direction

- a default 35-year consent durations for renewable energy and long-lived infrastructure
- allowing the minister to approve industry body organisations to deliver farm plan certification and audit services
- allowing the decline of land-use consents or attachment conditions, where there are significant risks of natural hazards
- increasing penalties for non-compliance to deter offences.

REVIEW OF NATIONAL DIRECTION

Ten new or amended national direction instruments under the Resource Management Act 1991 came into effect on 15 January 2026. These changes have the aim of making it easier for councils to plan and deliver infrastructure, and to support growth in the primary sector.

The instruments are:

- National Policy Statement for Infrastructure 2025
- National Policy Statement for Natural Hazards 2025
- National Environmental Standards for Detached Minor Residential Units 2025
- Amendment to the National Policy Statement for Highly Productive Land
- Amendment to the National Policy Statement for Indigenous Biodiversity
- Amendment to the National Policy Statement for Freshwater Management
- Amendment to the National Environmental Standards for Freshwater
- Amendment to the New Zealand Coastal Policy Statement
- Amendment to the NPS for Renewable Electricity Generation
- Amendment to the National Policy Statements for Electricity Networks

There are several other instruments that remain in proposals/consultation phase or awaiting further decision. They are outlined in the table below.

NATIONAL DIRECTION INSTRUMENT	CHANGES SIGNALLED
Freshwater National Direction (Further Amendments / Reforms)	Government is considering further changes to freshwater national direction beyond the 2025 amendments that came into force. Ministers have signalled further work to refine freshwater policy under existing RMA or transition into new planning system.
National Environmental Standards for Electricity Transmission Activities	Proposed amendments to extend coverage and enable operation and maintenance works, including EV charging infrastructure. This was included in consultation packages, but the final instrument and timing of gazettal remain pending.
NES for Telecommunications Facilities	Proposed amendments to align national direction with urban growth outcomes and network resilience. Still in progress.

NATIONAL DIRECTION INSTRUMENT	CHANGES SIGNALLED
NES for Commercial Forestry	Government signalled a review of slash settings and other regulatory criteria, and further changes remain under development. These were not finalised in the January 2026 package.
NES for Marine Aquaculture	Proposed amendment to enable greater flexibility and innovation. Government consultation on changes complete, but final instrument and gazettal timing await a later tranche.
Stock Exclusion Regulations	Changes proposed but not yet finalised; not included in the January 2026 instruments.

Ngā Mahere Kaunihera me ngā Kaupapa Rangitaki
Council Plans and Policy Updates

CLIMATE CHANGE

Greenhouse gas (GHG) emissions from human activities continue to cause warmer temperatures and change weather patterns globally. Tairāwhiti has experienced adverse natural events, including floods and landslides, which may now occur more frequently due to climate change. Our response team is working on a holistic workplan covering all aspects of climate change and its impacts.

Since the establishment of the Climate Change Response team in December 2024, significant progress has been made across Council's mitigation and adaptation priorities.

✦ **Updates:**

- A Climate Scenario Selection Analysis is underway to inform Council's policy position on the scenarios to be applied consistently across all climate impact modelling and decision-making.
- We have completed the 2023/24 Corporate Greenhouse Gas Inventory, and a draft GDC Emissions Reduction Plan has been prepared to guide organisational emissions reduction actions.
- In collaboration with other councils, we are signed up to a Regional Emissions platform delivered by Kinesis. The Platform is updated annually and has the capacity to model how mitigation strategies could influence future regional emissions.
- The team is working on strategic direction for a low emissions and resilient future, including alignment with the land use transition business case. This strategic document will lay the groundwork for all our stakeholders to co-design a regional emissions resilience plan. This will not be a typical emissions reduction plan, but a plan to suit our unique needs and position.
- The team is progressing the Wainui Climate Adaptation Plan, with Poipoia engaged to help Ngāti Oneone articulate their cultural values.
- Work has commenced with Urban Intelligence on a Community Climate Risk and Vulnerability Assessment to inform future adaptation planning.

- The team have begun early engagement with iwi/hapū partners and communities across Tairāwhiti to support the development of a Tairāwhiti Climate Action Plan and localised climate adaptation plans. We are also working to establish a climate change advisory group.
- Internally we are progressing guides to help embed climate change considerations across all Council functions and operations, starting with procurement and project management frameworks. An internal climate change working group has been established to help facilitate collaboration and build cross-council climate change response.
- Looking ahead, the team intends to develop a GDC Resilience Plan focused on understanding how climate change risks may affect Council's core functions and identifying practical adaptation measures to maintain service delivery and organisational resilience over time.

Ngā Pūrongo Whakamaru Tūmatanui
Emergency Management Updates

Tairāwhiti Civil Defence Emergency Management (CDEM) Group Plan Review

Development of the Civil Defence Emergency Management (CDEM) Group Plan is progressing, with a hazard and risk workshop having been completed in September 2025 to review and assess regional hazards and risks. A draft Group Plan is expected to be ready for review by the CDEM Group later in the second quarter, after which public consultation will be sought in 2026. Pending changes to the Emergency Management Bill, currently under review with the Select Committee, will be incorporated into the regional Group Plan as appropriate.

Emergency Management Bill

The Emergency Management Bill (No 2) has been introduced to Parliament to replace the Civil Defence Emergency Management Act 2002, implementing key recommendations from the Government Inquiry into the North Island Severe Weather Events. The Bill is part of the Government's programme to modernise emergency management legislation, strengthen community and iwi roles, clarify responsibilities, and raise the minimum standard for emergency management across all levels. The Bill is currently before the Governance and Administration Select Committee, which has opened the public submission process. Submissions opened on 28 January 2026, and the closing date for submissions is Sunday 15 February 2026. These submissions will be publicly released on the Parliament website.

Whakawhānaungatanga
Relationships

CO-GOVERNANCE WITH TANGATA WHENUA

In line with Council's commitment to fostering tangata whenua participation in decision-making processes, this section provides updates on current co-governance arrangements we're working through with tāngata whenua, including Post Settlement Governance Entities (PSGE). The current government has shifted the focal point of relationships with iwi, placing a stronger focus on regional relationships and mechanisms to continue advancing partnership priorities.

The Local Leadership Body (LLB)

No further preparatory workshops have been held since September. The anticipated inaugural hui remains indicative for 2026.

There has been a significant change in Ngāi Tāmanuhiri representation, with Kōka Pauline Hill stepping down from her role as Chair. Pauline was a key contributor to the establishment phase of the LLB, and Council acknowledges her leadership and wishes her and her whānau well.

Member engagement remains exploratory. Over March and April, bilateral conversations will be initiated with iwi representatives to clarify readiness, identify support requirements, and determine the pathway toward convening the inaugural meeting. No movement has occurred this quarter regarding secretariat structure or resourcing.

Rongowhakaata Iwi Trust (RIT)

Operational engagement with Rongowhakaata Iwi Trust remains paused. There has been no movement at CE level to reset shared priorities or resourcing alignment.

The Mayor and Chair have not reconvened since the previous update. Council will be reissuing communication to reaffirm that the door remains open to re-engage; however, where necessary, Council will continue to progress statutory and operational responsibilities to ensure delivery of key projects.

Workstreams across spatial planning, consenting, and TRMP-related matters remain on hold, pending direction from the RIT Board regarding the prioritisation of the relationship at a governance level.

Te Rūnanganui o Ngāti Porou (TRoNP)

Recent severe weather events have shifted focus toward emergency response and recovery. In early January, TRoNP signalled increased organisational capacity to re-engage more strategically with Council. This includes renewed interest in reinstating Joint Management Agreement (JMA) and Joint Governance Group (JGG) functions.

The Interim Chief Executive is confirmed in role and is meeting regularly with Council's CE. Work is underway to coordinate a meeting of governors to re-establish oversight and direction. Operational collaboration remains strong. Catchment planning across Waiapu and the Northern areas continues alongside hapū, and iwi roading projects (including Waipiro Road, Beach Road Tokomaru, and Tapuaeroa Road) are progressing. A rescoping exercise may be required following recent weather impacts, to be undertaken in partnership.

Governance-level oversight of the Waiapu Kōkā Hūhua JMA remains an area requiring renewed alignment.

Ngā Rohe Moana o Ngā Hapū o Ngāti Porou (NRMoNHNP)

Council continues to recognise Ngā Rohe Moana's distinct statutory authority under its Deed of Settlement, while also acknowledging its connectedness to the wider Ngāti Porou landscape.

This quarter, Ngā Rohe Moana has been provided resourcing support to enable meaningful participation in the Tairāwhiti Resource Management Plan (TRMP) review, consistent with Council's partner commitments.

Progress on the draft Memorandum of Understanding has paused while Ngā Rohe Moana advances work on its environmental covenant, which will inform aspects of the Council relationship and future work programs. The relationship remains strong, connected, and constructive.

Takutai Moana / Marine and Coastal Area (Te Takutai Moana) Act 2011

The Takutai Moana framework recognises the customary interests of iwi, hapū, and whānau in Aotearoa's common marine and coastal area. It provides legal recognition for mana whenua through Customary Marine Title and Protected Customary Rights. This enables enduring participation in managing and protecting coastal resources.

In Te Tairāwhiti, the process for Ngāti Porou hapū is distinct and is led by Ngā Rohe Moana o Ngā Hapū o Ngāti Porou, an arrangement formalised through the unique Ngā Rohe Moana o Ngā Hapū o Ngāti Porou Act 2019. This Act gives effect to a specific Deed of Agreement between Ngā Hapū o Ngāti Porou and the Crown, which was signed in 2010 and later amended (it is separate from the general Ngāti Porou historical Treaty settlement legislation passed in 2012). Council works in partnership with the representative hapū entities to give practical effect to these rights in regional planning and policy, including the Tairāwhiti Resource Management Plan (TRMP) review and coastal planning initiatives.

Te Aitanga-ā-Māhaki (TaM)

The overarching relationship agreement is nearing completion and may be signed by the time of this Council meeting. Legal review processes are concluding. Mana Whakahono ā Rohe discussions remain linked to the finalisation of the broader agreement.

Operational partnerships across freshwater and flood resilience work continue positively. Once the relationship agreement is executed, the scope of collaborative work is expected to expand significantly. The relationship continues to build steadily and will be strengthened through consistent delivery across agreed priorities.

Ngāi Tāmanuhiri (NT)

Ngāi Tāmanuhiri has recently completed board elections. A Chair is yet to be confirmed. Governance-level engagement has therefore been limited.

At an operational level, engagement continues with the recently appointed Chief Executive to reset the broader relationship, including discussions on a potential relationship agreement, planning contributions, Mana Whakahono ā Rohe, and the future of the Local Leadership Body.
Delivery under the existing working agreement remains a focus area. A reset discussion is scheduled to clarify expectations and strengthen outcomes.

Under Local Water Done Well, iwi appointments to the Interim Water Services Committee are progressing. The inaugural meeting will have occurred by the time this report is presented, and Ngāi Tāmanuhiri will receive formal communication regarding their invitation and appointment.

Te Awapuni Moana Trust (TAMT)

Following completion of the tourism feasibility study, it is understood that Te Awapuni Moana Trust intends to progress toward a business case stage.

The previously negotiated relationship agreement and research bore access arrangement remain on hold while broader opportunities are clarified. The Trust is exploring expansion of its landholding portfolio, which may present partnership opportunities with regional benefit, including potential stormwater and wastewater treatment solutions. Council remains engaged and responsive as priorities are refined.

Paokahu Trust (PT)

Engagement with Paokahu Trust remains limited. While updates regarding the aftercare plan have been provided, confirmation of next steps has not yet been received.

The aftercare plan and 50-year roadmap remain the core focus. Paokahu Trust has indicated that it will lead any engagement with Rongowhakaata Iwi Trust. Council has reiterated the expectation that potential implications for statutory acknowledgements will need to be kept transparent as matters progress.

Council will continue to maintain open communication and remains ready to progress the work programme when the Trust is prepared to do so.

Maraetaha Joint Steering Group (JSG)

The relationship with Maraetaha continues to strengthen and remains a positive example of collaborative progress grounded in addressing historical matters. Council welcomes Councillor Sam Gibson as the new appointed governance representative alongside the Deputy Mayor.

Progress on the Patemaru Station access agreement has been slower than anticipated, largely due to capacity and scheduling constraints across parties. The establishment of a part-time implementation role remains a priority; feedback on the draft job description and placement of the role is awaited.

Alongside Ngāi Tāmanuhiri council will be looking to test with Maraetaha how representation for the Interim Water Services Committee is best arranged.

Mr Elmers has requested amendments to the historical land report prepared by Jane Luiten to better reflect his perspective and representation of his father. The JSG has met to agree on a respectful and appropriate pathway forward to address these concerns.

WAIAPU JOINT MANAGEMENT AGREEMENT \ WAIAPU KŌKĀ HŪHUA/RESTORING THE WAIAPU CATCHMENT

The Waiapu Kōkā Hūhua is a 100-year restoration programme, established via a Memorandum of Understanding between Te Rūnanganui o Ngāti Porou (TRONPnui), Gisborne District Council and the Crown (Ministry for Primary Industries).

- This long-term partnership was born from the Waiapu Accord in 2014 and aims to address impacts of erosion and restore the health of the Waiapu Catchment. It recognises a deep connection between healthy land, healthy rivers and healthy people: Ko te mana ko te hauora o te whenua; ko te hauora o ngā awa; ko te hauora o te iwi.
- The Waiapu Joint Management Agreement (JMA) sits alongside this to support shared resource management decision-making within the catchment. While the Waiapu Kōkā Hūhua programme provides overarching restoration vision and intent, the JMA guides how work will be implemented - particularly in relation to development and delivery of the Waiapu Catchment Plan.
- This Catchment Plan will provide a long-term vision for managing freshwater and natural resources in the Waiapu, integrating both mātauranga-a-Porou and western science to support holistic and effective resource management.

✦ Update:

Despite the ongoing uncertainty with national legislative reform, good progress was made throughout 2025 on both technical work and engagement to inform the Waiapu Catchment Plan. An Advisory Group comprising local expertise from across the Waiapu provided strategic input through a series of four full day wānanga throughout the year, and an Ecological and Natural Character Assessment of the catchment area was completed.

◉ Next Steps:

- Drafting a Waiapu Catchment Action Plan to inform non-regulatory Council and community mahi.
- Documenting Waiapu-specific policy issues and options in preparation for the new planning system.
- Completing technical inputs to inform a Waiapu Gravel Management Plan, including assessment of cultural values and improved understanding of the gravel resource.

Ngā Whakahaere Mahi
General Management

PEOPLE AND CAPABILITY

Our ongoing focus remains on strengthening recruitment and retention, prioritising staff wellbeing and continuously refining our strategies and processes to support a high performing, future ready workforce.

✦ **Updates:**

- Organisational Development Strategy: The new engagement tool has now been implemented, supporting improved staff engagement and feedback across Council.
- Cadetship Programme: Preparations are underway for our third collaborative cadetship programme with MSD, continuing our commitment to creating pathways for local people into local jobs.
- Emerging Leaders: The cohort successfully completed the simulated management challenge, providing participants with practical experience in decision-making and leadership within a safe, supportive environment.
- Summer Student Programme: The programme has been successfully delivered, offering students practical work experience, exposure to Council operations, and opportunities to contribute to projects, fostering the next generation of local talent.

◉ **Next Steps:**

- Continue the rollout and support of organisational development and engagement tools
- Launch the third Cadetship Programme, offering further opportunities for local people into local roles.
- Deliver a 2026 Manager Capability Workshop series to further develop leadership and management skills.
- Continue initiatives to engage rangatahi, including planning for future 'Day in the Life' experiences across Council departments.

HEALTH, SAFETY & WELLBEING

Our Health and Safety team has set strong best practice standards to ensure compliance with the Health and Safety at Work Act 2015. However, our focus goes beyond meeting legal requirements. It is about building a culture where everyone goes home safe and well every day. You can view our current Health and Safety Policy on Council's website. We continue to support our staff across several important health and safety matters, including:

- Acting on the findings of the SafePlus Assessment. A three year strategic Health, Safety and Wellbeing Plan has been developed and presented to TRW.
- Proposed changes to the Health and Safety at Work Act, including a greater focus on managing critical risks, which are incorporated into the three year strategic Health, Safety and Wellbeing Plan, and lower compliance requirements for smaller businesses with fewer than 20 workers.

FOCUS AREAS

Recovery Workstreams - Recent significant weather events have affected progress across all recovery workstreams, including Large Woody Debris removal, Future of Severely Affected Land activities such as demolitions, and roading and culvert repairs.

Large Woody Debris works were reassessed, with only limited activity undertaken in January as a result. Demolitions have progressed well overall, following earlier delays associated with the safe removal of asbestos containing materials.

Council continues to provide active oversight and support to Logic Forest Solutions through ongoing health and safety audits, assurance processes, and verification activities to ensure risks are appropriately identified and effectively managed.

Staff Wellbeing - Staff wellbeing remains a continued focus, particularly in the aftermath of recent weather events and the sustained support provided to CDEM. Attention has been given to hours worked, fatigue management, and the emotional impact of engaging with heavily affected communities. Wellbeing initiatives are being delivered regularly to ensure ongoing support for our people.

Health, Safety, and Security - Incidents of abuse and inappropriate behaviour are continuing across several workstreams.

There has been an improvement in January, with a noticeable reduction in poor behaviour at Tareheru following the introduction of additional controls, including the installation of CCTV.

Injury Summary - In December, a contractor's employee was involved in a serious harm incident while operating lawnmowing equipment, resulting in a broken leg. The incident was notified to WorkSafe. An investigation has since been completed, and the resulting recommendations have been implemented. Separately, a member of the public experienced a medical event at Kiwa Pool.

INCIDENT TYPE	INCIDENT DESCRIPTION	DECEMBER EVENTS*	ROLLING 12 MONTHS
Near miss	An event or incident that someone has been exposed to that could have caused injury.	3 x near miss	71
Injury	Someone has been physically hurt and reported.	1 x minor	93
Incident	An event or incident that has caused damage to equipment, property, or environment and includes threats and abuse to staff members.	15 x moderate 15 x minor	288

INCIDENT TYPE	INCIDENT DESCRIPTION	DECEMBER EVENTS*	ROLLING 12 MONTHS
Notifiable event	Any of the following events that arise from work: death, notifiable illness or injury, or notifiable incident that triggers requirements to preserve the site and notify WorkSafe NZ.	1	1
Illness	Someone has seen or been involved in an event or exposed to a situation that has resulted in individual becoming ill or unwell, e.g. lung disease, asbestosis, legionnaires disease. This is from workplace exposure and does not include common illness such as personal illness, cold and flu.	1x major 1x minor	4

FINANCIAL REPORTING

The report covers Council's financial performance for the seven months ended 31 January 2026.

Council has a net surplus of $46.8 million, slightly ahead of the YTD Annual Plan forecast. In financial reporting, the net surplus represents the positive difference between Council's total revenue and its total expenses recorded for the period.

A summary of the key financial indicators for January year to date:

- **Revenue:** Total revenue of $153.6 million, $2.8 million above the Annual Plan, primarily due to an increase in the fair value movement of the concessionary loan. This is an accounting adjustment which will be reviewed at the end of the financial year and may change due to fluctuations in interest rates. The concessionary loan is a $30 million loan from Central Government at zero rate interest for ten years. The loan was granted as part of Cyclone Gabrielle "recovery package", going towards our share of the FOSAL category 3 and Category 2 programme.
- **Expenditure:** Total expenditure of $106.8 million is $1.2 million above budget, mostly due to timing of operational expenditure category 2 house lifting costs which are 100% external funded and category 3 relocation costs which are 50% external funded. These projects were approved after the adoption of the 2025/26 Annual Plan.
- **Capital Expenditure:** Spending has reached 82% of the planned amount, with $56.7 million spent against a budgeted $68.9 million. Most expenditure relates to recovery works, particularly roading reinstatement and flood resilience projects.

Draft Statement of Comprehensive Revenue and Expenses
For the Period Ended 31January 2026

	Jan-26 Actual $000s	Year to date Budget $000s	Variance $000s	Full Year Budget $000s
REVENUE FROM NON-EXCHANGE TRANSACTIONS				
Grants and Subsidies - Operational	25,812	23,800	2,012	33,115
Grants, Donations, Subsidies and Contributions - Capital	43,076	44,775	(1,700)	115,341
Other Non Exchange Revenue	1,124	1,171	(47)	1,983
General Rates And Uniform Annual General Charge	25,946	25,450	496	35,596
Targeted Rates	43,343	43,343	0	57,791
REVENUE FROM EXCHANGE TRANSACTIONS				
Development and Financial Contributions	856	1,096	(239)	1,878
Other Revenue	9,329	8,828	501	14,935
Targeted Water Rates	1,868	1,852	16	3,565
Dividends	7	0	7	0
Interest Received	280	0	280	0
Other Gains/(Losses)	2,024	496	1,528	850
Total Revenue	**153,665**	**150,810**	**2,854**	**265,054**
EXPENSES				
Employee Benefit Expenses	21,764	22,264	500	38,370
Expenditure on Operating Activities	61,606	59,419	(2,188)	90,873
Depreciation and Amortisation	18,888	19,166	279	32,857
Financing Costs	4,550	4,712	162	8,078
Total Expenses	**106,808**	**105,561**	**(1,247)**	**170,178**
Net Surplus/(Deficit) Before Taxation	**46,857**	**45,249**	**1,608**	**94,876**
Subvention payment	0	0	0	350
Net Surplus/(Deficit)	**46,857**	**45,249**	**1,608**	**95,226**
Gains/(Losses) on Property Revaluation	0	0	0	68,751
TOTAL COMPREHENSIVE REVENUE AND EXPENSES	**46,857**	**45,249**	**1,608**	**163,977**
CAPITAL EXPENDITURE	**56,784**	**68,908**	**12,123**	**163,212**
			82%	

Ngā Mahi Arotahinga

Focus Projects

RESOURCE RECOVERY CENTRE

A feasibility study has been completed as part of Council's investigation into a potential Community Resource Recovery Centre for Te Tairāwhiti. These centres operate successfully in other parts of the country and offer a range of benefits, including:

- Extending the life of local landfills.
- Reducing the volume and cost of transporting waste out of the region.
- Creating opportunities for education, training and employment.

Findings of the study were presented to Council and a decision made to progress to the next phase - with a key focus on exploring potential funding options, which is essential to the viability of the project.

✦ **Update:**

The Regional transfer station and regional resource recovery centre project is in the master planning phase for a purpose-built facility. Report 26-44 on this agenda seeks Council decision on the next steps.

COMMUNITY FACILITIES

Indoor Multipurpose Centre (IMC)

Te Tairāwhiti has a recognised need for additional indoor court facilities to support recreation, sports, and community activities. The Community Facilities Strategy has identified a potential indoor multipurpose facility as a long-term opportunity to strengthen regional recreational infrastructure.

✦ **Updates:**

- The IMC remains a regional priority investment, with Tairāwhiti confirmed as having the lowest indoor court provision nationally, as confirmed by the Sport New Zealand National Facilities Strategy and a shortfall of 2.7 courts.
- To address this, the IMC Single Stage Business Case was developed and received unanimous endorsement from Council at an Extraordinary Meeting on 9 April 2025, enabling the project to progress to its next phase.
- Council has committed $2.5 million to the project and endorsed community consultation on a proposed additional $6 million contribution through the upcoming Long Term Plan (LTP). A significant level of work is required to raise capital funds needed to build the Indoor Multipurpose Centre.
- Since then, The Y Gisborne has indicated its Childers Road facility is nearing end of life and has approached Council with a partnership proposal, including:
    - potential participation as a co-design/co-delivery partner
    - consideration of an operator role for the IMC.
    - a capital contribution.
- This development may create a credible alternative site option at Childers Road/Victoria Domain, requiring a structured and transparent comparative assessment across both sites.
- Trust Tairāwhiti has confirmed interest in a collaborative partnership.
- A Heads of Agreement is being progressed by Council CE, Trust Tairawhiti's CE and the Y Gisborne's Chair.

◉ Next Steps:

- Finalise the three-way Heads of Agreement.
- Convene the first Steering Group meeting with representatives from Council, the Y Gisborne, and Trust Tairāwhiti.

City Centre Revitalisation Programme

The City Centre Revitalisation Programme is a key project in the 2024-2027 Three Year Plan, on the back of community-wide support to revitalise Gisborne's city centre. The programme includes a coordinated mix of early win initiatives and longer-term transformational planning to improve the way our city centre looks and feels.

✦ Updates:

- Art in the City programme including local artist's installations in 6 shop fronts.
- Downtown Lounge summer series delivering pop up music and 'lounge' experience on our city centre pavements outside 8 eateries.
- Launch of the Heritage building Facade Fund (2 applications received to date).
- CBD Custodian in the role for the last 4 months (part of 12-month trial to improve cleanliness of city centre).
- Local fabricator completed prototype for trial street furniture in city centre – includes planter pots, seating, and loungers.
- Launched preparation of the Action and Investment Plan – to drive urban design options, inform costings and funding applications, and provide a phased road map for consideration in the Long-Term Plan 2027-2037.

◉ Next Steps:

- Deliver a series of community engagement opportunities will be undertaken over the next three months to inform the Action and Investment Plan (AIP).
- Working with local kura to prepare further art installations for Art in the City.
- Monitor impact of CBD Custodian.
- Continue to process Facade Fund applications.
- Trial installation of new streetscape furniture at key locations in the City Centre.

RURAL TOWNSHIP UPGRADES

Rural Township Upgrade Schedule

RURAL TOWNSHIP	FUNDS AVAILABLE	FINANCIAL YEAR UPGRADE TO BE COMPLETED	FORECASTED COMPLETION DATE	REASON FOR VARIANCE IN COMPLETION
Matawai	$350,000	June 2025	December 2025	Completed
Te Karaka	$350,000	June 2025	December 2026	Delayed due to the need to remove unsafe equipment.

RURAL TOWNSHIP	FUNDS AVAILABLE	FINANCIAL YEAR UPGRADE TO BE COMPLETED	FORECASTED COMPLETION DATE	REASON FOR VARIANCE IN COMPLETION
				Working with Liveable Communities to plan removal of items.
Tolaga Bay	$350,000	June 2025	March 2026	Additional funding required to pay for new basketball hoops, line marking and contractor costs for the new full basketball court to complete the project.
Manutuke	$350,000	June 2026	Delay likely	Every effort is being made by the team to engage with the community but limited uptake.
Patutahi	$350,000	June 2025	December 2026 - Delayed	Additional funding is needed to complete the Te Ao Māori equipment and basketball court upgrades, with applications underway to Trust Tairāwhiti and the Eastern & Central Community Trust. This staged approach supports responsible, community-led planning and acknowledges that installation must pause over winter.
Tokomaru Bay	$350,000	June 2026	TBC	Prioritisation of aspirations with community to occur 21/2/2026
Muriwai	$350,000	June 2027	N/A	Engagement of community to commence July – Sept 2026, upgrade to be completed by June 2027.
Wharekahika	$350,000	June 2027	N/A	With the recent weather event/civil defence emergency, the community will be engaged in July 2026 to engage and plan. Considering prioritising this upgrade by

RURAL TOWNSHIP	FUNDS AVAILABLE	FINANCIAL YEAR UPGRADE TO BE COMPLETED	FORECASTED COMPLETION DATE	REASON FOR VARIANCE IN COMPLETION
				bringing it forward to support the recovery actions of the township given recent storm events.
Te Araroa	$350,000	June 2028	N/A	Engagement of community to commence January 2027 and be completed by April 2028.
Waerenga o Kuri / Tiniroto	$350,000	June 2029	N/A	Focus is Waerenga o Kuri, Tiniroto upgrades completed in 2022. Engagement of community to commence January 2028 and be completed by April 2028
Tikitiki/ Rangitukia	$350,000	June 2029	N/A	Engagement of community to commence February 2028 and be completed by April 2028.
Ruatōrea	$350,000	June 2030	N/A	Engagement of community to commence February 2029 and completed by April 2029.

CURRENT UPGRADES UPDATES

Matawai - Playground upgrade was completed and opened by Matawai School on the 18th of December 2025.Te Aitanga a Mahaki kaikarakia Morehu Pewhairangi was in attendance to officiate the blessing of the new waharoa, grounds and equipment.

Feedback from the community has been positive indicating that it is great to have a family friendly space for the community.

Te Karaka - Township upgrade is on hold post the safety review of current equipment. Removal of the current equipment will damage the matting area. Working with Liveable Communities to develop and implement a plan.

Tolaga Bay - The new playground equipment was installed in April 2025. The final works are underway thanks to additional funding of $28k being granted to Basketball NZ from Eastern and Central Community Trust.

The contractor and concrete base are funded by the remainder of the township budget. The additional funds secured by Basketball NZ is the purchase and install 2 x hoops, line marking and BBNZ's contractor costs.

Manutuke - Securing a venue for initial engagement for engagement remains a challenge. While an online survey has been shared on Manutuke Facebook pages the uptake has been low.

Patutahi - A safer crossing is being installed during the month of February 2026 as a priority for the community.

The other priority is to install a new playground. The Rural Liaison Manager is working with the Community Lead to apply for additional funding to achieve the aspirations of the community.

Tokomaru Bay - Engagement completed December 25 – Jan 26. A meeting is planned for the 21st of February to prioritise aspirations. Although the community is concerned about the outdated culverts and drains that cause flooding, items such as the upgrade of core infrastructure are outside of the scope of this programme. The programme is willing to co-fund with Journeys.

Ngā Whakaahua – Pictures (left to right)
Picture 1: Morehua Pewhairangi blessing the whenua and newly installed equipment.
Picture 2: Matawai School unveils the waharoa. This student inspired waharoa highlights Matawai's connection to the whenua, maunga, ngahere and Motu awa.
Picture 3: Matawai School students group photo.



Better Off Funding Projects (BOF) – Rural Township Upgrades
Where possible, the Rural Township Manager works with Council's Funding Advisors to apply for external funds to meet some community's medium- and long-term aspirations.

The opportunity arose late 2023 to submit a funding bid to secure funding for some township's medium-term aspirations with a focus on pedestrian safety. At that time funding contributions included Waka Kotahi Financial Assistance Funding (WK FAR) however the availability of that funding stream ended June 2025.

BOF Projects included:

- Wharekahika footpath and safer crossing.
- Te Araroa safer crossing.
- Tikitiki safer crossing, a Rangitukia footpath and safer crossing.
- Motu Road, Matawai footpath.
- Cliff Road, Te Karaka footpath.
- Waiomatatini South footpath into the Ruatoria township and safer crossing.
- Cliff Road, Te Karaka new footpath completed September 2025.

Designs are finalised for the Te Araroa, Tikitiki, Rangitukia safer crossings. These crossings and an additional section of footpath in Rangitukia be installed by 30th June 2026.

Due to the recent weather event and considerable damage to infrastructure it has been decided to remove Wharekahika safer crossing and footpath from the BOF scope of works. Between July – April 2027 the Waiomatatini Road South footpath and safer crossing will be installed. The BOF Manager has agreed for the Wharekahika funds to be utilised to complete this BOF project.
The Motu Road footpath remains an issue for the Journeys team as the footpath will direct pedestrians onto the narrow bridge into Matawai township.

TAIRĀWHITI RESOURCE MANAGEMENT PLAN (TRMP)

Since the previous CE update, Council staff have formally closed the TRMP Review programme in response to the Plan Stop legislation and wider reforms, to protect value and avoiding rework. Delivered outcomes have been transferred into two linked successor programmes:

1. Plan Stop Exemption Delivery and
2. Te Ara Hou - Planning for Readiness.

Under Plan Stop legislation, Council staff are progressing only time-critical, legally permitted planning work.

A Ministerial exemption has been granted to proceed with Urban Plan Change 6, enabling notification planned for March, followed by public consultation. A decision on the Sustainable Land Use Plan Change 7 exemption is pending at the time of writing this report. Te Ara Hou programme will preserve evidence, honour Treaty partnerships, and build internal capability to support a rapid restart under the new planning system.

Also refer to 26-5 Resource Management Planning Work Programme Update (Council meeting 29 January 2026) for further context.

ENVIRONMENTAL SCIENCE UPDATE

The Environmental Science and Monitoring team continue to progress the science programme, with a focus on freshwater and the coastal environment and providing evidence for the Tairāwhiti Resource Management Plan (TRMP) review. The team also monitors the environment as required by Government regulations and for Council and civil defence business needs.

Flood Intelligence: New flood forecasting models and system

This project was completed, as per the contract, on 31st December 2025. All project deliverables were completed on time and within budget (there was a small ~$5-7k underspend as at beginning of January) and a post-investment report submitted to the Crown. This project successfully delivered the following:

- six new catchment flood forecasting models
- a new flood forecasting system (integrating field data and flood forecasting models)
- communications resilience for field-based infrastructure (including telemetry systems)
- flood monitoring site resilience work (Waimata River and Waipaoa River)
- upgraded/new field equipment at critical sites
- five new urban groundwater monitoring bores
- upskilling and training of flood warning officers.

MONITORING UPDATE

- Annual biomonitoring surveys began in November and a total of 46 regional sites have been completed.
- One fish survey completed in the Te Arai catchment.
- Weekly recreational water quality sampling and fortnightly State of Environment monitoring completed since November.
- Three days of gravel grain size monitoring (surface and subsurface) in Waiapu River catchment.

TRMP RESEARCH

Freshwater management

The following projects have been completed to support freshwater management:

- Tairāwhiti Water Quality and Ecosystem Health Expert Panel report.
- Towards mapping Gisborne regions wetlands: an improved layer of wetlands for the Waimatā-Pakarae Catchment.

Five-yearly State of Environment Report

Good progress is being made on the five-yearly State of the Environment report (due in March). New data on regional land cover (Land Cover Database LCBD v.6, released in 2025) has been assessed including differences in land cover from LCDB v.5 and v.6 and a draft 'State of Coastal water quality in the Gisborne region.

Council new Flood Warning/Forecasting System

Council's new flood forecasting system, incorporating our field-based infrastructure (e.g. critical flood warning sites), data and flood forecasting models has been named Tangi Matatū. The system requires properly trained flood warning officers and relies on Council's flood warning manual. A new cross-hub (or joint) project is being devised to support ongoing education and improvements to Council's new flood warning system and requires involvement from Regional Rivers and Civil Defence (TEMO).

Ngā Mahi Kanorau Koiora me te Haumarutanga Koiora

Regional Biodiversity and Biosecurity

We are responsible for driving biodiversity improvement across Council's land portfolio and implementing Council's strategic direction for biodiversity and biosecurity.

Our biodiversity team provides specialist terrestrial and freshwater advice for Council and our diverse communities to facilitate best practice and improved outcomes for biodiversity across the region. We also deliver major projects in partnership with tangata whenua, including Waingake Transformation Programme and Haumanu Tū Ora Programme and the Titirangi Restoration Programme led by Ngāti Oneone.

The biosecurity team play a key role in delivering Council's statutory functions. We implement the Regional Pest Management Plan, provide education and advocacy to landowners and the community, and collaborate with national and regional partners on priority biosecurity issues including pathway management.

✦ Updates:

A recent report on activities undertaken during this period can be found in Report 26-37 Operations - Liveable Communities Update. Activities not previously reported on are highlighted below:

- Contributed to Council's submission on the Planning and Natural Environment Bills.
- Work with Journeys and Recovery Teams on assessments of natural values at potential spoil disposal sites following severe weather in January.
- Collaborating with the Tairāwhiti Environment Centre for delivery of the Future Whenua Summit in March 2026. Council teams will be supporting with communications and presentations, with a focus on land transition.
- Providing technical comment for vegetation clearance consents, and revegetation management plans.
- Progressing a certification process for Wetland Management Plans.

◉ Next Steps:

- Planning for Conservation Week 2026 is underway, with the event being brought forward from September to April this year.
- Preparation of an Asset Management Plan for the Biodiversity and Biosecurity activities.
- Complete review of Protection Management Area (PMA) monitoring programme and provide an update to Council on next steps.

WAINGAKE TRANSFORMATION PROGRAMME

The Waingake Transformation Programme is one of Council's major flagship projects. Working together with mana whenua Maraetaha Incorporation, we have an ambitious plan to transition 1600ha of plantation pine forestry in our water supply catchments back to a thriving indigenous ngahere. The programme aims to restore the cultural and environmental heritage of Waingake, restoring biodiversity and delivering natural infrastructure to ensure the protection and resilience of Tairāwhiti's water supply.

✦ Updates:

- The Waingake-Pamoa Joint Steering Group held the first meeting of 2026 in February. Work continues on implementing priority actions from the JSG work programme, including an access agreement for Patemaru Station and capacity building within Maraetaha Inc to support ongoing operational mahi.
- It is with great sadness that we acknowledge the passing of Cole Ritchie and Joe Keeley in a tragic helicopter crash in February. Cole and Joe have been an integral part of the Trap and Trigger team supporting our ungulate control programme at Waingake for the past four years. They worked closely with our team and the Tāmanuhiri Kaitieki Ropu Manatopu Inc members and their loss is felt deeply. Their skills and knowledge were highly valued and have helped to create a lasting and positive impact for te taiao, both here in Tairāwhiti and across the motu. Our condolences and deepest sympathy are with the Trap and Trigger team, and the whānau and friends of Cole and Joe.
- Contractors have been engaged to complete track and roading maintenance over the summer period. This ensures that culverts are clear and water controls are effective across the site in accordance with Resource Consent conditions as well as maintaining safe access for staff and contractors.
- Monitoring plots for the 2025 planting season are now complete. Trees appear to be growing well with minimal mortality, however some issues with stocking rates were identified (over/under-stocking).
- Contractors have been making steady progress with wilding pine control over the summer, completing 106 ha of priority work with a further 50-60 ha to be completed.

◉ Next Steps:

- Complete releasing of planted areas
- Evaluate Request for Proposal responses and engage new planting supplier
- Ongoing wilding pine control and monitoring
- Pest plant surveillance and control (pampas, buddleia, Old Man's Beard)

HAUMANU TŪ ORA (TŪRANGANUI ESTUARY RESTORATION PROJECT)

This is a four-year project aiming to restore the mauri and ora of the Tūranganui Estuary, including the Taruheru, Waikanae and Waimatā waterways. The programme is delivered in partnership with Rongowhakaata Iwi Trust, Ngāti Oneone and Te Whanau a Kai.

Part funded by the Ministry for the Environment through to June 2026, the programme delivers riparian and wetland restoration, fish passage remediation, pest animal and plant control (including a community trapping programme), education and community engagement, and ongoing monitoring.

✦ **Update:**

- See Report 26-37 Operations - Liveable Communities Update for a full report. No further updates at this time.

PROTECTION MANAGEMENT AREAS (PMAS)

Only 23% of original native vegetation remains in the Tairāwhiti region. Some of the best-preserved and most ecologically diverse examples of this indigenous vegetation are located on privately owned land and are mapped as Potentially Significant Natural Areas (PMA). PMAs are identified in the Tairāwhiti Resource Management Plan (TRMP) as areas of high priority for native vegetation protection.

These areas were originally identified through ecological surveys conducted by the Department of Conservation (DOC) in the 1980s and early 1990s as part of the Protected Natural Area (PNA) Programme. While the TRMP includes rules to help protect PMAs from vegetation clearance, it does not include regulatory requirements for pest control or fencing.

✦ **Update:**

See Report 26-37 Operations - Liveable Communities Update for a full report. No further updates at this time.

BIOSECURITY

Manahau te reo mihi, te reo poroaki hoki ki tō tātau nei rangatira a Phil Karaitiana mei kore ake ko ia! Tē taea e te kupu te whakahua i ngā whakaaro nui mōna, me ngā mahi kua kawea e ia i roto in ngā tau 56 mō Te Kaunihera a rohe o Te Tairāwhiti. He tangata humarie, he tangata piripono mō ngā mahi whakaora taiao, rerenga rauropi hoki.

E te manawa tītī e Phil, kua roa nei koe e noho tūmau ana mō tō tātau taiao te take. E kore rawa te reo mihi mōhau e mōnehu. Ka mihia te māreikura kei tō tuara ko Tina, me a kōrua tamariki hoki. Kua wātea koe kia whāia ngā kaupapa e hiahiatia ana. Ka tau ko te ora me te rangimārie ki runga ki a koe e hika. Whakatā atu ka tika rā.

With a mixture of sadness and immense admiration that we farewell Phil Karaitana, our Biosecurity team leader. As Phil takes the well-earned step into retirement, he brings an incredible 56 years of service to a close. Phil's departure marks the end of an era for our team, our organisation, and the many people and communities who have relied on his knowledge and leadership for decades. It's fair to say that Phil's departure will be felt deeply across our team.

Phil's contribution to biosecurity in Tairāwhiti has been nothing short of exceptional. His commitment to our work, his calm leadership, and his dedication to collaborative solutions has shaped biosecurity outcomes for the region, and the culture of how we operate. We thank Phil wholeheartedly for his extraordinary service and leadership and everything he has given to our organisation and region.

Ngā Mahinga Whakahaere Whenua

Land Management

The Land Management Team is the part of Council that sits between policy and landowners. We are responsible for the on the ground implementation of outcomes that are set through strategy and regulation in the Sustainable Land Management space.

Our team delivers a set of essential, statutory-linked services that underpin Council's ability to manage land and natural resources across the region. The team provides education and advocacy on all things 'sustainable land use', manages our soil conservation nursery, supports the current Farm Environment Plan (FEP) system, provides technical recommendations to resources consents (including afforestation and harvest consents) and supports community/catchment groups and landowners throughout the region.

Land Management Expansion

Council expanded the Land Management section two years ago to meet growing national demands, particularly the implementation of Freshwater Farm Plans (FWFPs) and other freshwater reform requirements. This was possible due to two funding streams; The Essential Freshwater Package by Ministry for the Environment (MfE) and the Hill Country Erosion Programme by Ministry for Primary Industries (MPI).

✦ **Update:**

Essential Freshwater Programme – This project has delivered strong value to both Council and the community. While initial funding was secured to support the implementation of the Freshwater Farm Plan regulations, the pause in regulation required a strategic pivot. In response, the project refocused efforts on enabling and supporting community catchment groups to establish and strengthen their planning and on-ground coordination. This shift proved highly successful, building local capability, fostering collaboration, and positioning groups to respond proactively when regulatory requirements resume. The project has not only maintained momentum during a period of uncertainty but has also strengthened the foundation for long-term freshwater management outcomes across the region. The projects final report is due March 2026.

Hill Country Erosion Programme (HCEP) – is into its third year and is due to be completed June 2027. This reporting period has seen us report on Milestone 7 that reported over 12 hectares of land treatment undertaken and over 13,000 hectares of land that has been assessed through 13 Erosion Control Plans setting out recommendations for sustainable land use for the landowner.

Work is currently underway to complete Milestones 8 & 9 which will see more hill country erosion sites with stock exclusion, native and exotic (poles). It will also see a significant amount of land assessed for erosion issues and recommendations provided to the landowner, which is a huge win for our region.

Applications are currently open for the next round of HCEP that will run from July 2027 to June 2031. The team is currently working through this process.

Transition Advisory Group (TAG) and Business Case and Implementation Plan

The Transition Guidelines, Business Case and Implementation Plan have been completed and delivered to Council, the Government and the community.

✦ **Update:**

- Work continues on advocacy for the Business Case, with close communication with MPI to find a funding pathway forward to uplift the programme.
- The Transition Advisory Group will be reconvened in the coming weeks to ensure all remain updated on progress.
- The Land Management Team will be supporting the transition work through our education and advocacy service to the community, providing comms and engagement where required.

Waiapu Catchment

The Whakaoratia Trust has continued to operate over recent years despite the challenges posed by cyclones, persistent wet weather, and limited site access. Ground and access conditions improved significantly over the recent summer.

✦ **Update:**

The team provides one FTE for two days a month to the project. This is spent checking sites, recording locations of newly built dams and providing advice where required. We are looking to be more involved in the site selection over the next year.

Kerry has had a great influence in ensuring the capability of the crews over the years. There has been more innovation in terms of materials and site selection over recent times, which seems to be working well.

Ngā Pūtea Tauawhi

Grant Funding

COUNCIL-ADMINISTERED GRANTS

We receive and distribute funds on behalf of the following funding schemes:

Creative Communities Fund

The Creative Communities Fund provides funding for local community projects that encourage arts participation. Under the scheme, 'arts' includes all forms of creative and interpretative expression. The annual distribution is received in two lots of $22,840.50 for each funding round and any unused funds or returned funding is carried over.

✦ **Updates:**

- Applications for the current round closed on 27 February.
- A meeting to allocate the funds will be held on 9 March 2026.
- Advertising of the fund has been done through our He Panui and Gizzy Local who have a good following of creatives in our district.

Sport NZ Rural Transport Fund

The Sports NZ Rural Transport Fund is designed to subsidise rural travel for junior teams (between five and 19-years-old), also helping school and club sports teams take part in local competitions. There are two funding rounds each year, one for winter and another for summer sports codes. The fund has been reduced to a four-year contract of $10,700 annually plus anything carried over from the previous round.

✦ **Updates:**

- The Summer funding round closed on 12 November 2025, five applications were received requesting $12,700. Available funding totalled $10,700.
- The applicants all received funding apportioned according to travel and distance for the school or club totalling $9500.
- $1200 will carry forward to the Winter round which receives more applications.
- The next round is for Winter sports and officially closes on 27 April at 5pm but I will accept any application which come in over that weekend.

Natural Heritage Fund (NHF)

The Natural Heritage Fund (NHF) is an annual contestable fund of $100,000 that helps private landowners protect or enhance indigenous biodiversity on their land. Many of the projects funded in the 2025 round are now completed. Projects funded in the 2026 round of the fund are now underway.

✦ **Updates:**

- 19 projects were approved to receive funding in 2026.
- 11 Projects from the 2025 funding round were completed by the deadline of 31 December 2025.
- Five extensions have been granted until June 2026 for uncompleted 2025 projects.

◉ Next Steps:

- New funding round for 2027 will open for applications on 1 July.
- Staff will make some amendments to the funding application form ahead of the next funding round as a result of feedback from previous applicants.
- A report on the outcome of the projects funded by the 2025 round of the fund will be presented to the Operations Committee at the August meeting.

Waste Minimisation Fund

The Waste Minimisation Fund supports local initiatives that reduce waste, prevent environmental harm, and improve resource efficiency. Up to $20,000 is available in the 2026 funding round to boost locally-led projects. Funding can be awarded to a single applicant or shared among multiple recipients.

✦ Update:

Applications opened on 1 December and will close on 28 February 2026. Two applications have been received to date. The funding round remains open for further applications.

EXTERNAL FUNDING FOR ACTIVITIES DELIVERED DURING 2024/25

Table 1 below provides an overview of funding applications awaiting a decision:

ACTIVITY/PROJECT	DECISION	FUNDER	TOTAL AMOUNT
It's a Gizzy Christmas Event and Christmas Parade	Declined – Fund oversubscribed	Clarus Community Partnership Fund	$25,000

Table 2 below provides an overview of income from external funds granted for activities that are in progress in the 2024/25 financial year:

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
Tairāwhiti Woody Debris Treatment Fund	August 2025	Ministry For Primary Industries	$26,750,000
➢ Tairāwhiti Community Emergency Resilience Programme Urban Emergency Water Filtration System ➢ Tsunami Evacuation Pou for Tairāwhiti kura and ECE ➢ Tairāwhiti Disaster App	April 2025	Lotteries Community Recovery Funding	$255,000

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
➢ Resourcing Urban Emergency Hubs			
Additional Capability to support Tairāwhiti Recovery Programme	August 2024	Cyclone Recovery Capability Grant Department of the Prime Minister and Cabinet (DPMC)	$485,840
Tairāwhiti Tourism Enhancement and Resilience Programme Tītīrangi Tracks Restoration Project	October 2024	Ministry for Business and Innovation (MBIE) – Tourism Infrastructure Fund	$66,498
Additional Capability to support Tairāwhiti Recovery Programme	August 2024	Cyclone Recovery Capability Grant Department of the Prime Minister and Cabinet (DPMC)	$4,755,200
Post Cyclone Resource Support – Ministerial Inquiry into Land Use (MILU)	August 2024	Ministry for te Environment (MfE)	$500,000
Tairāwhiti Tourism Enhancement and Resilience Programme Waihīrere Domain Redevelopment Project	August 2023	Ministry for Business and Innovation (MBIE) – Tourism Infrastructure Fund	$42,000
Tokomaru Bay Legacy Landfill Contaminated Site Remediation	February 2024	Ministry for the Environment (MfE) - Contaminated Site Remediation Fund	$4,985,891
Kopuawhakapata Awa Beautification and Restoration	February 2024	Trust Tairāwhiti	$28,000

ACTIVITY/PROJECT	GRANTED	FUNDER	TOTAL AMOUNT AWARDED
Cyclone Support Package Future of Severely Affected Land (FOSAL) Flood Risk Mitigation Category 3 Property Buyout Local Road and Bridge Repairs	November 2023	Crown Infrastructure Partners (CIP) Department of the Prime Minister and Cabinet (DPMC)	$64,000,000 $15,000,000 $125,000,000
Local Government Flood Resilience Fund Enhanced Flood Intelligence and Resilience Resilient Homes – Elevating Tairāwhiti	September 2023	Cyclone Recovery Unit (CRU) Department of the Prime Minister and Cabinet (DPMC)	$16,200,000
Local Water Done Well Support Package	September 2023	Department of Internal Affairs (DIA)	$183,000
Hill Country Erosion Project	July 2023	MPI Hill Country Erosion Fund (HCEF)	$903,283
Post Cyclone Resource Support – Ministerial Inquiry into Land Use (MILU)	June 2023	Ministry for te Environment (MfE)	$180,000
Nature Based Solutions – Feasibility Study Waimata Awa – Maunga to Motu	July 2023	Ministry for te Environment (MfE)	$350,000
Extreme Weather Event Recovery – Sediment and Debris	February 2024 May 2023	Department of Internal Affairs (DIA)	$23,600,000 $38,800,000

Table 3 below provides an overview of external funding that has been completed in the 2024/25 financial year.

ACTIVITY/PROJECT	DECISION	FUNDER	TOTAL AMOUNT
North Island Weather Event – Recovery Structure Support	June 2023	Department of the Prime Minister and Cabinet (DPMC)	$3,760,000
Tairāwhiti Fire in the Sky Event	December 2024	Trust Tairāwhiti	$15,000
It's a Gizzy Christmas Event and Christmas Parade	October 2025	Trust Tairāwhiti – Regional Event Fund	$15,000
New Years Fire in the Sky Event	September 2025	The Lion Foundation	$5,000
Tūranganui Estuary Pest Eradication Programme	May 2024	Lottery Environment Heritage Fund (LEHF)	$50,000

Ngā Mahinga Rori Ā-Rohe
Regional Roading Activities

LOCAL ROAD NETWORK RESILIENCE STRATEGY

A Local Road Network Resilience Strategy guides investment to deliver a more resilient transport network for Tairāwhiti. While recovery is the immediate investment priority for our roads, future resilience of our transport network requires collaborative work to understand and develop a strategy for effective options within the constraints of:

- Technical feasibility
- Environmental impact
- Cultural sensitivity
- Financial reality

We're developing this strategy to ensure a credible, financially sustainable long-term plan to improve the resilience of our roading network – and avoid repeating the challenges we currently face. This strategy involves deep engagement with all partners working together. Everyone has a part to play and challenging conversations with our communities are needed. Over the next 3 months staff are progressing through the technical details of the business case which includes:

Prioritising by importance

We are reconfirming every road link based on the destinations it connects, including:

- Emergency services and lifelines
- Marae and cultural sites
- Schools, hospitals, and communities
- Jobs, farms, forestry, and horticulture

Roads that serve many people or critical destinations are rated higher. Low-traffic, isolated roads are rated lower.

Prioritising by road type and function (Levels of Service) -LOS

Not every road needs to be maintained to the same standard; The business case details prescribe Levels of Service (Los A-F) which describe what people can expect.

LoS A–C (Higher)

Smooth, reliable, safer routes. These roads are typically wider, have better drainage, and are often sealed (though some C roads may be unsealed).

LoS D–E (Lower)

Narrow, unsealed, slower to travel. These roads have variable conditions, low traffic and require more skill to drive.

LoS F (Very low)

Access tracks or road ends with minimal maintenance, often suitable only for 4WD vehicles. Network managers are reviewing their existing networks against the new criteria.

Balanced Reach

The business case adopted the Balanced Reach programme. This was chosen because it:

- Makes our region more resilient.
- Focuses investment where most people live.
- Reduces risk on key routes.
- Balances cost with community needs.
- Prepares for climate change and future population shifts.

What this means for different parts of the region - Gisborne City/Turanga

- All roads will meet LoS C or higher.
- Focus on stormwater upgrades.
- Aim to reopen roads quickly after major storms.

Rural communities near Gisborne/(Waipaoa)

- Key routes upgraded to LoS C or higher.
- More reliable access for Te Karaka, Patutahi, Whatatutu, Tolaga Bay.
- Aim to reduce storm disruption to around three days.

East Coast and Western District (Hikurangi/Uawa and Waipaoa)

- Key routes upgraded to LoS C or higher.
- More reliable access for Hicks Bay, Te Araroa, Tikitiki, Ruatoria, Te Puia Springs and Matawai.
- Some low-use roads will move to lower LoS, seasonal access, managed retreat or retirement.

In the interim a concise version of the business case has been completed, and appropriate communications is still in development.

Photo credit: GDC - Murry Cave

Photo credit : NZDF

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

WHAKAPĀ MAI
CONTACT US

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The Mayor - mayor@gdc.govt.nz

The Chief Executive - ceo@gdc.govt.nz

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HB Williams Memorial Library - www.gpl.govt.nz

Te Tātau Huarahi Whakaraūora Recovery

GISBORNE

PROGRAMME DASHBOARD **TAIRĀWHITI RECOVERY PROGRAMME** **FINANCIALS TO 31 DECEMBER 2025**

Overall	Finance
●	●

Total Budget

$360.9m

Funding split

NIFF $217.5m

NZTA $119.4m

GDC $24.0m

Spend to date

$129.4m

% of budget

36%

GDC/NIFF/DIA Quarterly Governance Meeting Agenda - Monday, 16 February 2026 (11.00am - 12.30pm)

1. Opening
2. Reports Received
3. Items or actions from previous minutes
4. Discussion for response due end of February
5. Other Business
6. Next Date

●	Healthy
●	Improvement plan implemented
●	Critical - intervention required

Status	Project	Finance	Budget	Spend to Date	% of Budget	PHASE
●	Regional Transport	●	$241.4m	$67.8m	28%	Delivery
●	Flood Resilence	●	$71.1m	$20.6m	29%	Delivery
●	Enhanced Flood Intelligence & Resilience	●	$1.45m	$1.20m	82%	Completed
●	Category 3 Buyout	●	$32.7m	$30.7m	94%	Delivery
●	Category 2P Mitigation - Raising Tairāwhiti	●	$11.2m	$7.1m	63%	Delivery
●	Building Capacity & Capability	●	$3.0m	$2.1m	69%	Delivery

Regional Transport

REGIONAL TRANSPORT PROGRAMME

Status

Finance status

Total Budget
$241.4m

Spend last month
$3.6m

Spend to date
$67.8m

% of budget
28%

Funding split
$122m NIFF
$119.4m NZTA

Programme update

Focus has been firmly on the delivery of the remainder of the 25/26 construction season. The January weather event had some impact on the delivery of the programme in some areas, however the bulk of the programme has not impacted. The area impacted is the northern part of the region (Hikurangi). The Iwi led drainage programme that was programmed for Q1 completion has been delayed and a small number of slips and dropouts' sites have suffered some damage. Teams are still assessing the damage in this area however we are not expecting any significant issues on our known sites at this stage.

The bridge programme and the Tiniroto Bypass programmes were not impacted. Good progress has been made in procurement for Tiniroto, the Huiarua Bridge and Grays Bridge contractors being awarded and mobilisation has begun.

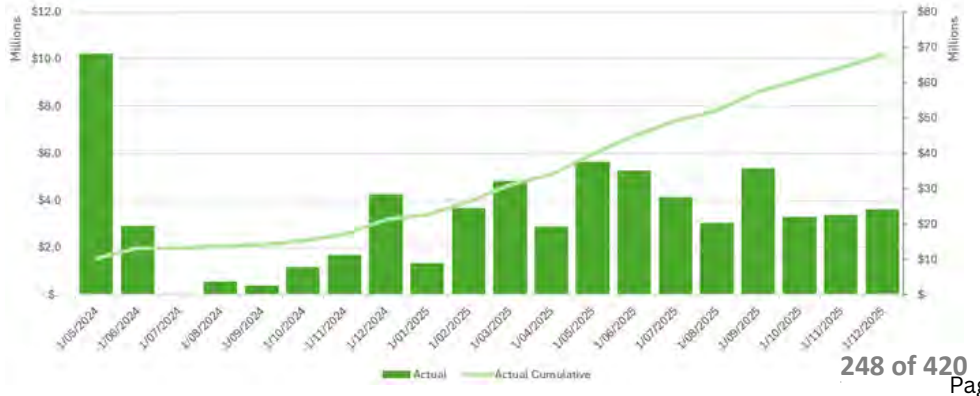
Following the recent weather events, Te Runanganui o Ngati Porou (TRoNPnui) have requested to move money towards fixing issues in affected areas. For example, Hiruharama and Anaura Bay project savings are likely to be redirected into projects for Rangitukia and East Cape Road. Updates will be provided once road inspections are complete.

STATUS	PROJECT	FINANCE	BUDGET	SPEND TO DATE	PHASE
	Slips and dropouts		$52,500,000	$19,618,009	Delivery
	Roadside Drainage Supporting Iwi Communities		$36,876,400	$9,056,801	Delivery
	Tiniroto Road		$45,000,000	$5,087,797	Delivery
	Bridge programme		$107,073,059	$34,069,964	Delivery

Financial update

Updated forecasts have been included with this report. The Bridges and Tiniroto forecasts now include actual costs to completion based on signed contracts.

Contingencies have been applied to the programme, however these now are based upon actual costs and workshops have been held to develop actual risks and opportunities across the major programmes.



RECOVERY INFRASTRUCTURE PROGRAMME SUMMARY

Programme	Project	Budget	Spend	Forecast	Variation	Design	Award	Build	Completion
BRIDGE PROGRAMME	Red Orange Bridges	$23,082,586	$17,803,725	$23,082,586	$0	100%	99%	77%	Q3 2026
	Green Bridges	$1,000,000	$760,797	$1,000,000	$0	100%	100%	75%	Q2 2026
	Resilience	$9,870,905	$272,978	$9,870,905	$0	30%			Q4 2027
	St Leger	$17,151,918	$5,857,144	$17,084,043	$67,875	100%	100%	21%	Q4 2026
	Mata	$16,692,104	$1,191,621	$16,697,510	-$5,406	100%	100%		Q1 2027
	Grays	$8,958,675	$1,188,663	$8,981,546	-$22,871	100%	100%		Q2 2027
	Pauariki	$14,753,659	$1,135,273	$14,775,197	-$21,538	50%			Q2 2027
	Burgess	$6,452,749	$663,449	$4,663,452	$1,789,297	50%			Q2 2027
	Mangatai Access	$6,348,675	$1,660,797	$1,670,797	$4,677,878	100%	100%	100%	Q4 2024
	Hangaroa	$178,368	$178,368	$178,367	$1	100%	100%	100%	Q4 2024
	Hollywood	$3,347,249	$3,347,249	$3,347,249	$0	100%	100%	100%	Q4 2024
DROPOUTS	Non-complex	$24,073,798	$13,865,803	$2,100,000	$21,973,798	100%	100%	100%	Q2 2025
	Complex	$27,742,117	$5,179,765	$2,800,000	$24,942,117	100%	10%		Q1 2026
TINIROTO	Dropouts 1, 2, 3	$4,035,881	$1,320,152	$4,035,881	$0	100%	100%	75%	Q1 2026
	Bypass	$45,000,000	$5,087,797	$44,585,475	$414,525	100%	100%		Q3 2027
ROADSIDE DRAINAGE SUPPORTING IWI COMMUNITIES	Tranche 1 non complex	$7,358,104	$6,449,364	$6,999,364	$358,740	100%	100%	100%	Q2 2025
	Tranche 2 non complex	$5,581,075	$792,835	$4,692,835	$888,240	100%	100%	40%	Q1 2026
	Coates Corner	$2,161,282	$124,150	$3,800,000	-$1,638,718	75%			Q3 2026
	Toko sea wall	$6,393,294	$249,270	$6,249,270	$144,024	75%			Q2 2027
	Tapuaearoa	$1,779,370	$84,640	$3,500,000	-$1,720,630	75%			Q3 2026
	Anaura Bay	$3,633,294	$77,755	$1,800,000	$1,833,294	50%			Q3 2026

Total funding **$241.4m**

Spend to date **$67.8m**

Sites complete **515**

RECOVERY INFRASTRUCTURE CONSTRUCTION TIMELINE

	Status	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26	Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27	Jul-27
Bridges																			
St Leger Bridge rebuild		Bridge sub structure			Bridge superstructure					Roading/close out									
Mata Bridge rebuild		Enablle works	Bridge sub structure			Bridge superstructure					Roading/close out								
Grays Bridge rebuild		Procure	Enabling works		Bridge sub structure			Bridge superstructure					Roading/close out						
Pauariki Bridge rebuild		Design		Procurement			Enabling works		Bridge sub structure			Bridge superstructure					Roading/close out		
Burgess Bridge rebuild		Procurement		Enabling works			Sub structure			Super structure			Roading	Close out					
Bridge repairs and resilience		Construction		nstruction			Construction			Construction			Construction			Construction			
Tiniroto Bypass		Enablle works	Bridge structures and earthworks				Road corridor works						Bridge superstructures						
Slips and dropouts																			
Packages 1-4 - Waimata Valley, Matokitoki Valley, Tiniroto, Mangatu, Tahora, Taumata		Construction																	
Packages 5-9 - Tauwhareparae, Whareponga, Pehiri, Riverside, Shelton, Waihuka Puketiti, Mata (upper)		Construction																	
Packages 10-14 - Mata, Swarbrick, Moanui, Tuparoa, Waikura, Poroporo, Ihungia, Kopuaroa, Glenroy, Mangamaia, Whakarau, Motu Falls		Procure	Construction																
Packages 15-19 - Rakauroa, Wharekopae, Parikanapa, Paritu, Paroa, Waiau, Armstrong, Te Weraroa, Fernside, Kiore, Hokoroa							Procurement		Construction										
Tranche 2 - Roadside drainage supporting iwi communities																			
Coates Corner Whatatutu		Resource consent		Earthworks and drainage						Construction									
Anaura Bay drainage solutions						Planting				Construction									
Tokomaru Bay sea wall rebuild					Resource consent					Construction									
Tapuaeroa Road complex drainage		Design		Resource consent						Construction									

PROJECT: TINIROTO ROAD

PROJECT STATUS UPDATE

Status

Financial

Total Budget

$45m

Funding source

NIFF

Spend last month

$123k

Spend to date

$5m

Project description

Assessment of various options to secure the route (SH2 alternative) and implement remedial measures

Project update

The project team have been working with legal to finalise the Tiniroto Bypass NZS3910 contract. The contract will in part incorporate NZS3916 to cover the design and build element of the bridge structures. The schedule of prices and basis of payment have also been amended accordingly. Pre-Let meetings with HEB have went very well, allowing drafting of the contract to progress seamlessly.

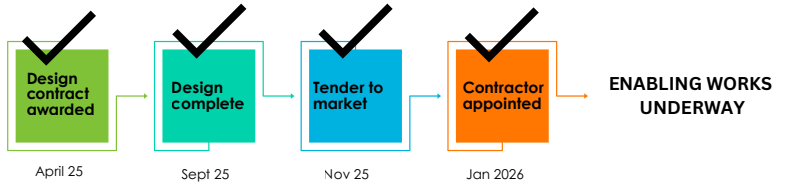
Iwi partners Tātau Tātau o Te Wairoa have reviewed the draft CIA and agree with the recommendations proposed. We agreed that we would progress with an MOU relating to the recommendations and commitment for GDC to work together collaboratively throughout this project. The MOU has been drafted and is with Tātau Tātau for comment and signature. The Resource Consent is currently on hold under S91D awaiting the MOU. This is the final document required by the processing planner.

To enable HEB to progress with preconstruction activities, they requested a letter on intent from GDC. On review our legal advisor recommend a conditional letter of award, which stipulates the pre-construction activities permitted. The letter is in the final approval process within GDC and permits HEB to progress with the following activities:

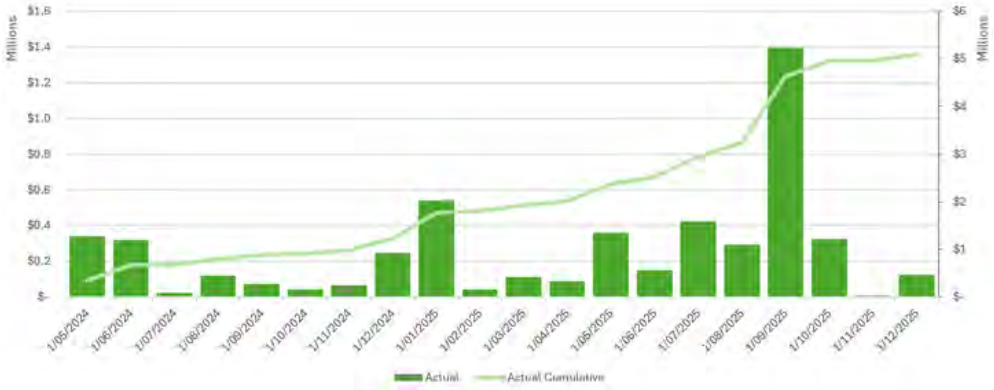
- Contractor's Bridge Design development;
- Culvert design development.
- Development of the following project plans:
- Contraction Programme and Methodology;
- Construction Environmental Management Plan;
- Construction Environmental Management Plan;
- Erosion and Sediment Control Plan;
- Health and Safety Plans;
- Quality Assurance Plan;
- Traffic Management Plan;
- Communications and Stakeholder Engagement Plan; and
- Network Utility Management Plan.
- Undertake engagement with the Principal and applicable stakeholders.

Both Bluff 3 and RP 37530 are substantially complete, with work to commence on the scour protection and a further high-risk dropout later in the upcoming weeks.

PROJECT TIMELINE AND PRE-CONSTRUCTION MILESTONES



ACTUAL AND CUMULATIVE FINANCIALS



Notes for table below:
Awaiting contractors forecast to confirm forecast construction spend
Awaiting Resource Consent to determine timing of spend.
Contingency allowance not included in quarterly estimate figures

	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sept-26	Oct-26	Nov-26	Dec-26	Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27	Jul-27	Aug-27	Sept-27	Oct-27	Nov-27	Dec-27	Jan-28	Feb-28
Alternative Bridge Design		$654,050.00																							
Establishment & Enabling Works		$3,170,417.90																							
Earthworks		$6,259,767.20																							
Drainage		$2,342,422.00																				$33,164.50			
Pavement & Surfacing													$3,068,500.80												
Bridge 1 NORTH Construction					$4,755,589.10																				
Bridge 2 SOUTH Construction														$5,147,575.50											
Landscaping																				$1,348,995.00					
P&Gs, Traffic Mgmt, Compliance	$5,709,111																								
Project Management	$670,400.00																								
Prof Services	$2,034,144.00																								
Contingency	$3,842,510.00																								
EST. TOTAL / QUARTER:	$2,719,250.00		$3,828,890.00			$3,943,890.00			$5,193,890.00			$6,943,890.00			$6,485,410.00			$4,093,890.00			$2,073,890.00			$373,693.00	

PROJECT: SLIPS AND DROPOUTS

STATUS UPDATE

Status

Total Budget

$52.5m

Funding split

$11.3m NIFF
$41.2m NZTA

Spend last month

$829k

Spend to date

$19.6m

Project description

Repairs to the region's most critical slip and dropout sites, of which 95 are complex and require engineering design.

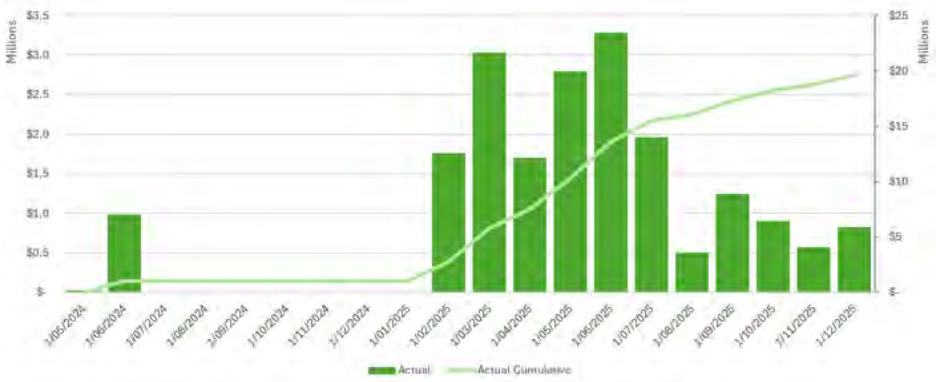
Project update

The completion of an intensive procurement focus through to December 2025 has resulted in four complex work packages having started early this year; package value totalling $7.5m. Long awaited works on Waimata Valley Road has started with the contractor establishing late-January. Works on other roads - Tiniroto, Mangatu, Tahora - continue despite recent weather events.

A total of approx $10.5m of work has been awarded (36 sites) with $9.5m currently out for tender (31 sites). Once these tenders are evaluated, procurement will pause and then recommence in late July, August 2026.

Recent region-wide weather events, including the one impacting Te Araroa and Wharekahika, have impacted programme and delayed the start of some work packages. Work is underway to assess the extent of damage and whether any sites have deteriorated further.

ACTUAL & CUMULATIVE FINANCIALS



COMPLEX PROGRAMME TIMELINE

	2026				2027	
	Q1	Q2	Q3	Q4	Q1	Q2
Designs	COMPLETE					
Procurement						
Construction						

TOTAL COMPLEX $25M	PROCURED $11.5M	IN MARKET $7.5M	REMAINING: $6M

COMPLEX PACKAGES PROCUREMENT PLAN 2025/26 CONSTRUCTION SEASON

Road Name	Design	Tender	Construction	Construction Start Date	Completion Date
BUSHY KNOLL ROAD	100%	100%	100%	1/10/2025	1/12/2025
BUSHY KNOLL ROAD	100%	100%	100%	1/10/2025	1/12/2025
BUSHY KNOLL ROAD	100%	100%	100%	1/10/2025	1/12/2025
MANGATU ROAD	100%	100%	90%	24/11/2025	12/02/2026
KANAKANAIA ROAD	100%	100%	0%	24/03/2026	15/04/2026
MANGATU ROAD	100%	100%	0%	9/02/2026	24/03/2026
RUAKAKA ROAD	100%	100%	5%	9/02/2026	13/03/2026
TINIROTO ROAD	100%	100%	5%	9/02/2026	14/04/2026
TINIROTO ROAD	100%	100%	25%	12/01/2026	26/02/2026
TINIROTO ROAD	100%	100%	0%	30/03/2026	8/05/2026
TINIROTO ROAD	100%	100%	25%	16/01/2026	27/03/2026
TINIROTO ROAD	100%	100%	0%	2/03/2026	15/05/2026
TINIROTO ROAD	100%	100%	0%	18/05/2026	30/06/2026
WAIMATA VALLEY ROAD	100%	100%	5%	27/01/2026	21/05/2026
WAIMATA VALLEY ROAD	100%	100%	0%	17/02/2026	3/06/2026
WAIMATA VALLEY ROAD	100%	100%	5%	27/01/2026	22/05/2026
MATOKITOKI VALLEY ROAD	100%	100%	0%	9/03/2026	21/05/2026
WAIMATA VALLEY ROAD	100%	100%	0%	17/02/2026	3/06/2026
TINIROTO ROAD	100%	100%	0%	2/03/2026	3/04/2026
TAHORA ROAD	100%	100%	0%	16/02/2026	16/04/2026
TAHORA ROAD	100%	100%	0%	16/02/2026	16/04/2026
TAUMATA ROAD	100%	100%	0%	1/03/2026	1/05/2026
TAHORA ROAD	100%	100%	0%	1/03/2026	1/05/2026
TAUWHAREPARAE ROAD	100%	100%	0%	15/03/2026	15/05/2026
TAUWHAREPARAE ROAD	100%	100%	0%	15/03/2026	15/05/2026
TAUWHAREPARAE ROAD	100%	100%	0%	15/03/2026	15/05/2026
TAUWHAREPARAE ROAD	100%	100%	0%	15/03/2026	15/05/2026
TAUWHAREPARAE ROAD	100%	100%	0%	23/02/2026	23/04/2026
TAUWHAREPARAE ROAD	100%	100%	0%	23/02/2026	23/04/2026
TAUWHAREPARAE ROAD	100%	100%	0%	15/03/2026	15/05/2026
WHAREPONGA ROAD	100%	75%	0%	1/03/2026	15/04/2026
WHAREPONGA ROAD	100%	75%	0%	15/03/2026	30/04/2026
PEHIRI ROAD	100%	100%	0%	Feb-26	Apr-26
PEHIRI ROAD	100%	100%	0%	Feb-26	Apr-26
WAIRERE ROAD (MANGATU)	100%	100%	0%	Feb-26	Apr-26
RIVERSIDE ROAD	100%	100%	0%	Feb-26	Apr-26
SHELTON ROAD	100%	100%	0%	Feb-26	Apr-26
WAIHUKA ROAD (TE PUIA)	100%	100%	0%	Feb-26	Apr-26
PUKETITI ROAD	100%	100%	0%	Feb-26	Apr-26
PUKETITI ROAD	100%	100%	0%	Feb-26	Apr-26
MATA ROAD (UPPER)	100%	75%	0%	Mar-26	May-26
MATA ROAD (UPPER)	100%	75%	0%	Mar-26	May-26
SWARBRICK ROAD	100%	75%	0%	Mar-26	May-26
MOANUI ROAD	100%	75%	0%	Mar-26	May-26
MOANUI ROAD	100%	75%	0%	Mar-26	May-26

PROJECT: ROADSIDE DRAINAGE SUPPORTING IWI COMMUNITIES

PROJECT STATUS UPDATE

Status

Total Budget

$36.88m

Funding split

NIFF

Spend last month

$315k

Spend to date

$9m

Project description

Drainage and resilience improvements on alternative emergency evacuation routes as identified by Iwi.

Project update

The designs for the complex projects of Coates Corner, Anaura, Tapuaeroa, Hiruharama, Whakarau and Whareponga were delivered in December 2025. These have been used to update the forecasts for the programme. A decision document for the next steps will require Iwi approval to then presented to NIFF for support to proceed. For completeness we have reported against these projects however, it is likely that a recommendation will be made by TRoNPnui to reprioritise the focus to support the roads affected by the January weather event.

Hiruharama

The site investigations for the Hiruharama have shown that the option suggested provides little value for money. This is a loop road with the marae, school and houses predominantly accessed from the opposite end. The original fix that was proposed created issues within the river and there were also unintended consequences of putting storm and flood water into private properties. This was discussed with the TRoNPnui Roading subcommittee and they have agreed that the project no longer makes sense. This is likely to release $900k for reallocation.

Anaura Bay

The Anaura Bay road raising project is developing a change request to the next steering group to approve a revised scope of works that includes a planting programme with some drainage upgrades as well as retiring some land above Anaura Bay to increase attenuation of water to solve the ongoing issues. Both projects have been agreed verbally by Ngāti Porou to seek a change request once the damage in the Hikurangi area is known. This is likely to release $1.8M for reallocation.

Waingake

The original project scoped raising a section to increase resilience. This has been reviewed and it is no longer recommended, as it would provide little increased benefit. This is likely to release $2M for reallocation into resilience works in other parts of the network.

These three projects are included within the complex work packages, so haven't made it to the stage gates for NIFF approval.

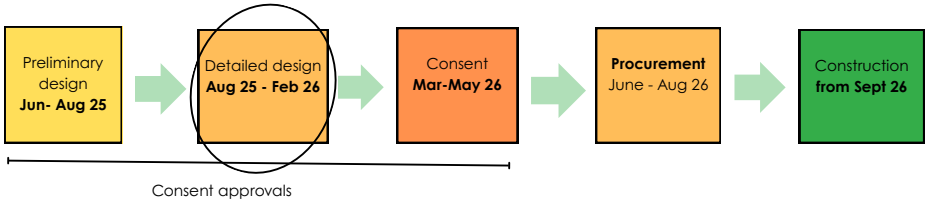
Tranche 2 non-complex drainage works are making good progress across the region, with only the East Cape and Rangitukia sites being impacted by the January weather events. We are in discussion with NZTA regarding which sites we are going to revert to the January weather events and which ones we are still to progress with or alter designs for, there is likely to be an increase in costs on those two routes but we will advise once full costs are known.

Further hui with hapū continues in preparation for resource consent for the major Tokomaru Bay seawall rebuild, due to start after winter next year. The emergency repair sites are due to start in Feb once a contractor has been appointed.

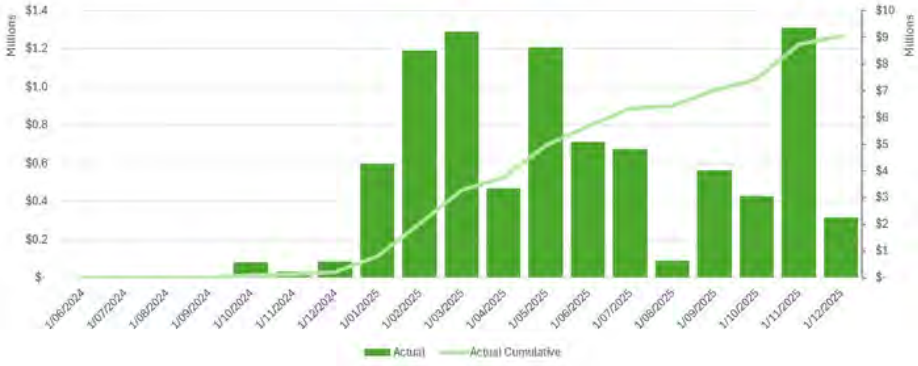
Designs are complete for Coates Corner near Whatatutu, these have been shared with Mahaki and the landowners, next steps will be consenting with some enabling works programmed for this year.

The Tapuaeroa designs are now complete, next steps will be consenting and procurement.

Complex sites - $27m



ACTUAL AND CUMULATIVE FINANCIALS



PROJECT: BLACK BRIDGE REBUILDS

Status

Project description

Rebuilding and repairing more than 100 damaged bridges.

Total Budget

$107m

Spend last month

$2.37m

Spend to date

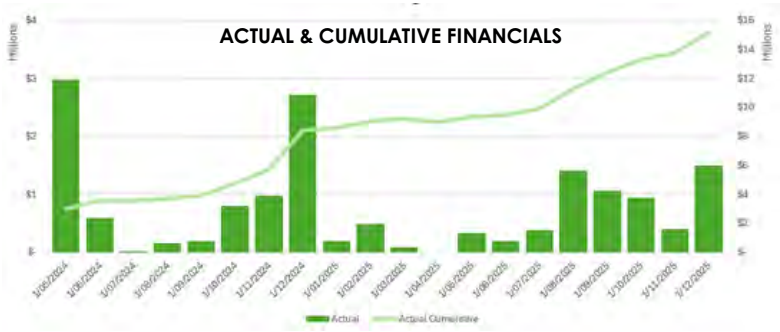
$34m

Progress update

Grays Bridge Tenders have been evaluated with Ritchie Civil being selected for the award. Resource Consent has been approved with works expected to commence on site in March.
Mata Bridge has been awarded to United Civil, with approved Resource Consent. Contractor is currently compiling the required pre-construction documentation to satisfy the consent conditions with a sod turning planned for 23 Feb. Contractor working towards a mobilisation date of 9 March.

St Leger bridge is progressing on site with temporary staging being installed across the river and large earthworks cut on the western side progressing at pace. Community update with progress video being issued this month. Roading repairs on the access road (Ruakaka) being undertaken with revised contract issued this month.
Pauariki bridge design restarted following NZTA design confirmation and landowner agreements being negotiated.

Burgess Bridge design and construct tender documentation released via Gets. Tender submission deadline is 4 March. Tenderers have engaged during interactives with practical solutions.
January events have caused damage to Greys bridge temporary culvert and delayed works at St Leger due to high river levels. Initial reports suggest 1x structure was lost during the event with the mobilisation of an NZTA Bailey Bridge underway. Further business case and feasibility works will begin shortly.



Media activity

St Leger sod turning (NZ Herald)

Upcoming milestones

February 2026
- Sod turning and karakia - Mata Bridge
- Construction on Mata Bridge begins

FORECAST VS CONSTRUCTION PHASE - BLACK BRIDGES

Project	Budget	Spend 01/26		Q3 FY 25/26	Q4 FY 25/26	Q1 FY 26/27	Q2 FY 26/27	Q3 FY 26/27	Q4 FY 26/27	Q1 FY 27/28
St Leger	$17,084,043	$5,857,144	Phase	Sub structure	Superstructure	Superstructure	Roading	Close-out		
			Forecast	$4,928,757	$2,547,670	$1,200,230	$416,098	$73,700	$15,000	$2,045,444
Mata (Huiarua)	$16,697,507	$1,191,621	Phase	Enabling works	Sub structure	Superstructure	Superstructure	Roading	Close-out	
			Forecast	$1,414,245	$3,049,718	$2,415,286	$1,688,379	$169,000	$73,000	$6,606,258
Grays	$8,981,543	$1,188,563	Phase	Procure/enabling	Enabling/Sub	Sub/superstructure	Superstructure	Roading	Close-out	
			Forecast	$389,038	$1,626,270	$1,835,694	$1,246,564	$540,252	$92,245	$2,062,917
Pauariki	$14,775,194	$1,135,273	Phase	Design	Procurement	Enabling works	Sub structure	Superstructure	Superstructure	Roading/close
			Forecast	$113,844	$175,900	$3,207,500	$4,082,500	$2,170,000	$3,265,120	$625,057
Burgess	$4,663,449	$663,449	Phase	Procurement	Enabling works	Sub structure	Superstructure	Roading	Close	
			Forecast	$160,217	$1,725,650	$1,650,917	$42,500	$0	$420,717	$0
Total	**$62,201,736**	**$10,036,050**		**$7,006,101**	**$9,125,208**	**$9,985,064**	**$7,476,041**	**$2,952,952**	**$3,916,082**	**$11,429,676**

PROJECT: BRIDGE REPAIRS AND RESILIENCE

STATUS UPDATE

Status

Total budget
$107m

Spend last month
$2.37m

Spend to date
$34m

Project description

Rebuilding and repairing more than 100 damaged bridges and providing resilience against future weather events.

Project update

For the major repair (Red/Orange) programme, of the 65 bridge requiring repairs, 55 are complete and 9 are in construction. Procurement is nearly completed with 64 /65 bridges procured to date.
The minor repair (Green) programme is currently at 28 of 35 bridges complete.

Resilience Bridge works progressing with Contractor Panel expansion completed this month, Professional services procurement completed with prioritised sites allocated to each supplier to commence optioneering and detailed design. Awatere Bridge resilience package being priced by the contractor panel with contract award expected next month.

January events have caused damage across the network but all of the completed Red/Orange repairs have held up well with no further damage. Initial reports are suggesting 10-15 structures have been damaged on the network varying from minor to medium repairs. Asset surveys are being undertaken with rough order costs being developed for a funding application this month

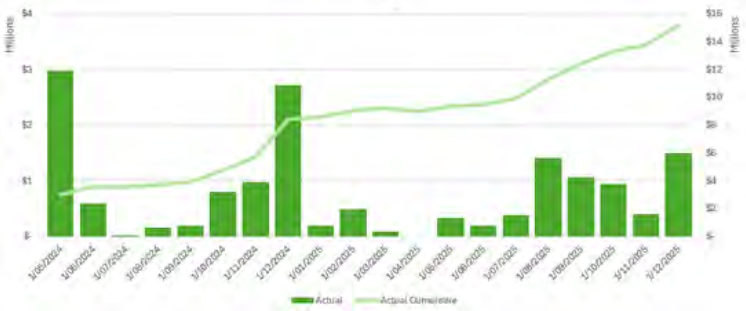
RED ORANGE BRIDGE REPAIRS

Bridge Name	Design	Tender	Construction
CULVERT 89	100%	100%	10%
DAVIES (WHAREKOPAE)	100%	100%	100%
DAVIS	100%	100%	100%
ELLMER	100%	100%	100%
HOROEKA	100%	100%	100%
LAVENHAM	100%	100%	100%
LITTLEWORTHS	100%	100%	90%
MAKARIKA NO 2	100%	100%	92%
MANGAHEIA NO 1	100%	100%	50%
MANGAHEIA NO 2	100%	100%	100%
MANGAHEIA NO 3	100%	100%	100%
MANGAHEIA NO 4	100%	100%	10%
MANGARUA	100%	100%	100%
MANGATOKERAU	100%	100%	80%
MARINA	100%	100%	100%
MARTINS	100%	100%	100%
MATA NO 1	100%	100%	10%
MATAI	100%	100%	100%
MCCREADIES	100%	100%	100%
MCDONALDS	100%	100%	20%
MOATS	100%	100%	100%
MOHAU	100%	100%	100%
MONCK	100%	100%	100%
MOSSMAN NO 4	100%	0%	0%
OLLIVER	100%	100%	100%
RERE FALLS	100%	100%	10%
ROBERTS	100%	100%	100%
RUAKAKA	100%	100%	100%
SCOTTS	100%	100%	10%
STEELES	100%	75%	0%
TE PAHI	100%	100%	100%
TE PURU	100%	100%	100%
TUPAROA TWIN CULVT	100%	100%	85%
VEITCHES	100%	100%	100%
WAIKERERU	100%	100%	100%
WAITANGI ACCESS	100%	100%	80%
WATSON	100%	100%	100%
WHAKAURANGA STREAM BRIDGE	100%	100%	100%
WHAKOAU	100%	100%	85%
WHAREKAHA	100%	100%	100%
WHAREKAHIKA	100%	100%	100%
WIGAN	100%	100%	100%

BRIDGE RESILIENCE PACKAGE

Bridge Name	Design	Tender	Construction
MANGAHEIA NO. 4 BRIDGE	5%	0%	0%
KENWAYS	10%	0%	0%
AWATERE	100%	40%	0%
ATKINS	10%	0%	0%
FRASERS	10%	0%	0%
REAY'S BRIDGE	10%	0%	0%
TE PURU	65%	0%	0%
MAKARIKA NO. 2 (MATA) BRIDGE	100%	100%	35%
MANGATU	10%	0%	0%
MOHAU	10%	0%	0%
GRAYS	25%	0%	0%
PATEMARU	15%	0%	0%
POROPORORO NO. 1	10%	0%	0%
RAPARAPARIRIKI (RIP)	8%	0%	0%
MANGAWHARIKI	10%	0%	0%
BUTLERS DRAIN BOX CULVERT	25%	0%	0%
CULVERT 71	25%	0%	0%
RUAKAKA	25%	0%	0%
WAIKURA 1	100%	100%	100%
POROPORORO NO. 2	8%	0%	0%
GLASSFORDS	15%	0%	0%
MANGAREIA 1066	25%	0%	0%
AORANGIWAI	10%	0%	0%
WILLIAMS	15%	0%	0%
MANGAMAUKU	10%	0%	0%
POUTUTU	10%	0%	0%
RANGIKOHUA	100%	100%	90%
MARUMOKO 1	10%	0%	0%
SHERRIFS	10%	0%	0%
PUATAI	10%	0%	0%
PAKIHIROA	10%	0%	0%
MOKONUI	25%	0%	0%
TRAFFORD ACCESS BRIDGE	15%	0%	0%
KAIKINO	15%	0%	0%

ACTUAL & CUMULATIVE FINANCIALS



Media activity

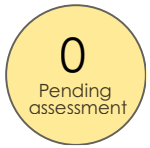
Bridge repairs reach 75% NZ Herald)

Upcoming milestones

March 2026
Removal of bailey bridge at Mangaheia no.4

APPENDIX 1 - CONSENTING DASHBOARD

Status	Consenting commentary
	This consenting dashboard has been included to give oversight of the consenting pathways we are working on. We are actively working through the requirements of each consent, which includes working with mana whenua on letters of support or CIAs where needed.



	Total sites	Recommended for CDEM	Recommended for resource consent	Pending assessment	Progress update
Black Bridges	4	0	4	0	St Leger granted consent early 2025 and site prep underway. Mata Bridge RC has been lodged, Grays and Pauariki being prepared.
Slips and Dropouts	95	93	2	0	Further assessment being undertaken by SLR to confirm sites for RC and assessment of engineering designs.
Roadside Drainage iwi communities - non complex	127	127	0	0	Ecologists completing assessments and CDEM documentation will be developed.
Roadside Drainage iwi communities - complex	7	0	7	0	Tokomaru Bay first to RC to start, awaiting engagement and consultation with community.
Tiniroto Bypass	1	0	1	0	RC application being drafted, awaiting CIA (in development)

Flood Resilience

PROJECT STATUS UPDATE: FLOOD RESILIENCE

Overall	Finance

Total Budget

$71.1m

Funding source

$64.0m NIFF

$7.1m GDC

Spend Last Month

$1.7m

Spend to Date

$20.6m

% of Budget

29%

Overall Programme Update

The Flood Resilience Programme made steady progress in November across both construction and planning activities. Extensive hydraulic modelling and geomorphic assessments from Te Arai to Tikitiki are now at their final stages, with the optioneering workstream group continuing to develop and refine shortlisted mitigation options. These options are being shaped through small catchment and working groups and will be prioritised in early 2026, with community endorsement sought ahead of presenting recommendations to elected members for decision-making in June 2026.

The Waipaoa River Stop bank Upgrade works are progressing well and are currently ahead of schedule, largely due to sustained dry weather through to Christmas. Construction commenced in October and includes approximately 6 km of stop bank upgrades and pipe renewals, with full completion targeted for June 2026.

High-level cost estimates have been completed for the Te Karaka Flood Resilience Project. The costs exceed the initial approved funding of $13.2 million, with major cost drivers including road raising requirements and increased property acquisition costs. Indications are, that the Crown is unlikely to provide additional funding through this current Crown Funding Agreement (CFA), meaning the project would need to be delivered through other means of investment for the project to proceed.

For more detailed updates on the major projects—namely the Waipaoa Flood Control Scheme and the Te Karaka Flood Resilience Improvements—please refer to the respective project tabs.

Status	Project	Finance	Budget	Spend to Date	% of Budget	Phase
	Waipaoa River Flood Resilience Improvements		$20.5m	$16.7m	82%	Delivery
	Te Karaka Flood Resilience Improvements		$13.2m	$0.8m	6%	Plan
	Flood Resilience Investigations - (Te Arai, Taruheru, Mangapapa, Whataupoko, Uawa, Tokomaru, Makarika, Tikitiki)		$37.4m	$3.0m	8%	Plan

FINANCIALS

Overall	Finance

Total Budget

$71.1m

Funding source

$64.0m NIFF

$7.1m GDC

Spend Last Month

$1.7m

Spend to Date

$20.6m

% of Budget

29%

Overall Financial Commentary

Financial Status: RED

The programme's financial status remains RED, driven by ongoing detailed modelling requirements which will inform the level of funding required for the project. Current high-level cost estimates exceed the confirmed funding in this agreement by approximately $20million.

Whilst GDC is clear there is no additional funding available through this CFA, budget allocations within the NIFF funding streams is possible. There are also recommendations by NIFF:

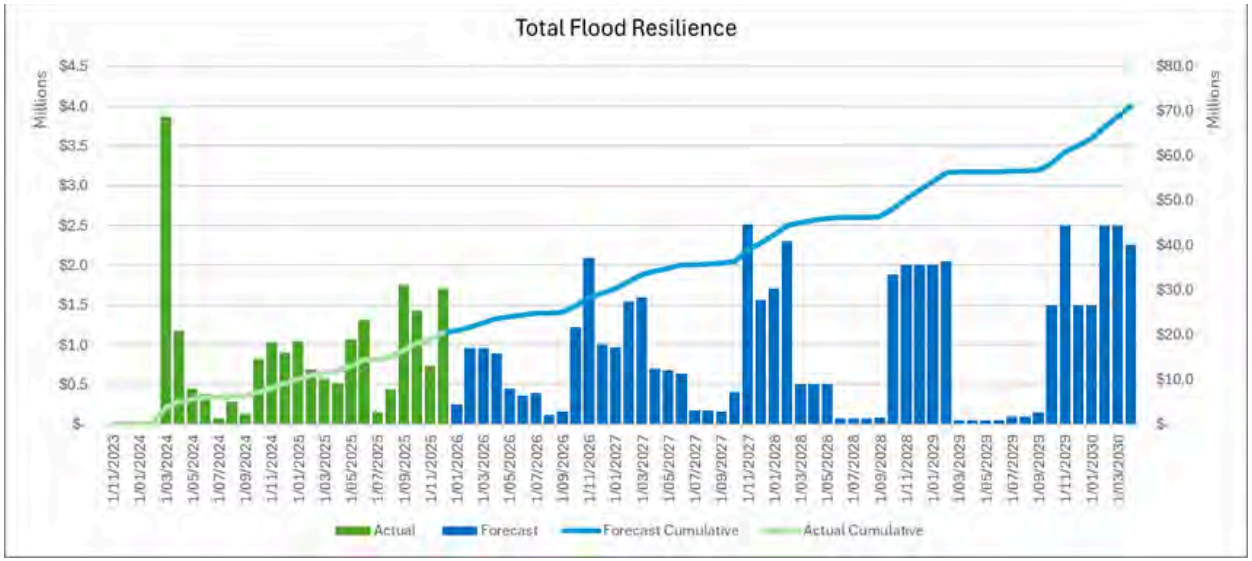
- to investigate reallocations of funding from NZTA to enable NIFF to shift and increase allocations for the Te Karaka Project.
- to consider a re-prioritisation of the entire Flood Resilience Programme

GDC has also applied to the Kanoa Tranche 3 investment and have options through the Longh-Term Plan (LTP) process is also being considered.

NIFF has also suggested that GDC consider other options that are not as cost prohibitive for Te Karaka. At this stage, after discussions with Iwi and GDC leadership the current model is still the preferred approach. In saying that there is also the acknowledgement that this preference may need to be reconsidered.

Te Aitanga a Mahaki (Iwi) have been involved in many of these operational meetings in regards to the modelling and costs for Te Karaka. They have requested transparency of all the information related to this project in order to address their expectations and requests for investment at a ministerial level.

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS



PROJECT: WAIPAOA RIVER FLOOD RESILIENCE IMPROVEMENTS

Overall	Finance
●	●

Project Description: Stopbank upgrades along the Waipaoa River including land purchases, rock arnouring, road raising and new floodgates and spillway.

Start	Complete
Jul-24	Jun-27

Total Budget
$20.5m

Funding Source
$18.4m NIFF
$2.0m GDC

Spend Last Month
$1.5m

Spend to Date
$16.7m

% of Budget
82%

Project update

Since construction first began in February 2019, a total of 56 km (approx. 2.5km completed since the start of 2025-26 construction last October 2025) of stopbanks have been successfully upgraded across the region

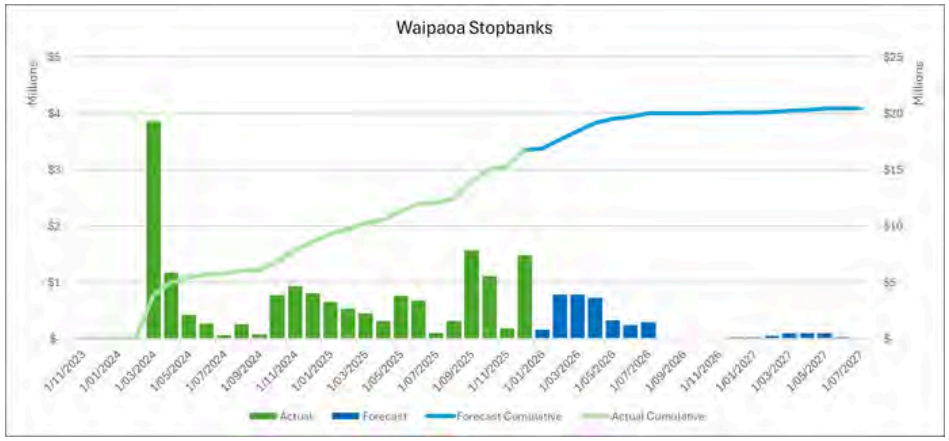
Contract 25-30 – Lavenham to Matawai Road Stopbank Upgrade. Awarded in August 2025. The scope of work covers 6 km of stopbank and pipe renewal works between 1053 Lavenham Road and 1913 Matawai Road. Valued at $4.3 million (vs. a $7.1 million Engineer's estimate). Approximately 2 km of stopbank has been completed to design level from Kaiteratahi Bridge upstream to Mullooly Road, physical works will continue for the rest of the summer construction season and is planned to be completed by June 2026, weather permitting. Contract works are currently ahead of schedule due to dry weather conditions to date.

Contract 21-21 – Waipaoa Stopbank Improvements (2-Year Contract)
Installation of a large 2.5 m diameter culvert near the Whakaahu Stream (north of Patutahi Township and near Lavenham Road) was completed last December 2025 and is fully functional. The stopbank upgrade work along the Whakaahu Stream has been completed in mid-January 2026. The remaining 1km section of stopbank along Waipaoa river is scheduled to commence in early February and is expected to be complete by 30 June 2025. There was a delay of completing this section due to insufficient fill material.

Contract 24-146 - The $280,000 contract (excluding contingencies) was awarded to Currie Construction Ltd and includes sheet piling, earth and concrete works as well as fencing. Completion is expected by end of February 2026, sheet piling and stopbank upgrade earthworks has been completed, remaining work is to install the flood barrier and cycle barriers.

Contract 25-100 – Installation of the 'Swing Gate Flood Barrier' across the railway line owned by KiwiRail. This project located near the Karaua Stream/Manutuke. The contract has been awarded to United Civil Construction. Construction works are being planned to occur between February and April 2026.

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS



2025				2026				2027			
Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Final Design + Construction										Closure	

PROJECT: TE KARAKA FLOOD RESILIENCE IMPROVEMENTS

Overall	Finance
	

Total Budget

$13.2m

Funding Source

$11.9m NIFF

$1.3m GDC

Spend Last Month

$67k

Spend to Date

$0.8m

% of Budget

6%

Project Description

Modelling, optioneering, design, consenting and delivery of stopbank upgrades and flood mitigations around Te Karaka Township

Start	Complete
Jan-25	June-29

Project update

In August 2025, full Council approved advancing the preferred stopbank alignment to detailed concept design and resource consenting stages. This option includes 3.5km of new stopbank construction, a 300m stopbank retreat on the northern side, and a smaller retreat on the eastern side. The aim is to defend a smaller area to "allow more room for the river" to move around populated parts of Te Karaka. This approach reduces flood levels and lowers stopbank raising requirements compared with upgrading the existing alignment without retreat.

There has been much work achieved over the past two months engaging additional expertise to provide a more comprehensive analysis on the range of situations to be factored into the project. Understanding the possible risks and being able to calculate a range of options with varying conditions and outcomes.

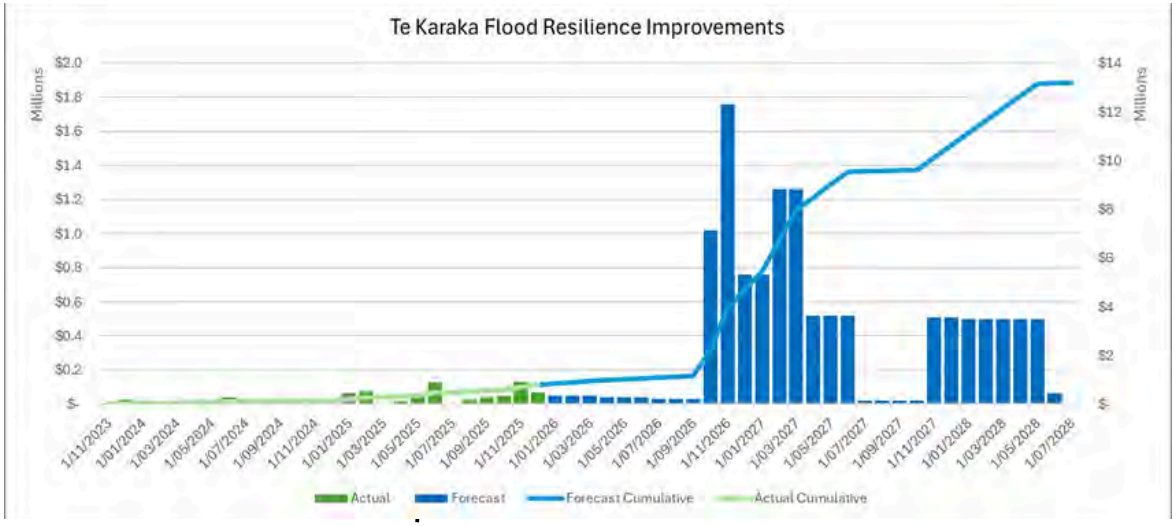
All of this work is being undertaken at pace and the team meet regularly with NIFF representatives to ensure there is a common understanding of what is required.

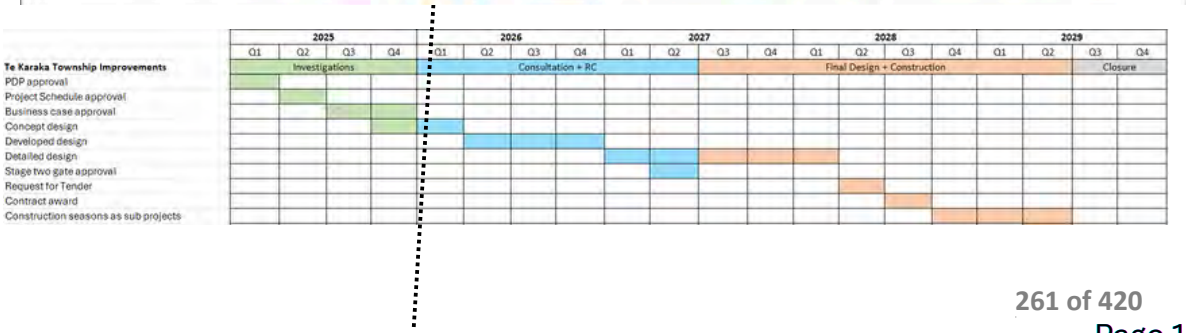
Cost estimates for both the preferred option and an upgrade along the existing alignment—each achieving the same level of service have been completed. Both updated estimates significantly exceed the approved funding, driven by Level of service commitments. The main cost drivers are the newly identified need to raise State Highway 2 at two locations, raising of an additional local road, additional property compensation due to the extent of stopbank retreat, and updated property valuations reflecting recent sales and higher local property values.

'Stradegy', a Hawke's Bay–based planning consultancy, is preparing the resource consent application using a consistent RMA approach to manage increased flood risk for seven buildings upstream and adjacent to the scheme. The findings of an initial structural impact assessment for the Kanakanaia and Rangatira Bridges will be used to consult with affected property owners, which potentially forms part of the resource consent application.

Te Aitanga a Mahaki have utilised ministerial and political opportunities to advocate for the investment and commitment from the Crown to ensure this project succeeds.

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS





PROJECT: FLOOD RESILIENCE INVESTIGATIONS

Overall	Finance
●	●

Total Budget
$37.4m

Funding Source
$33.7m NIFF
$3.7m GDC

Spend Last Month
$163k

Spend to Date
$3.0m

% of Budget
8%

Project Description	Start	Complete
Programme of flood resilience investigations incl. Rural (Te Arai) / City (Taruheru, Whataupoko, Mangapapa) / Coast (Uawa, Tokomaru, Makarika, Tikitiki).	Jun-22	Jun-27

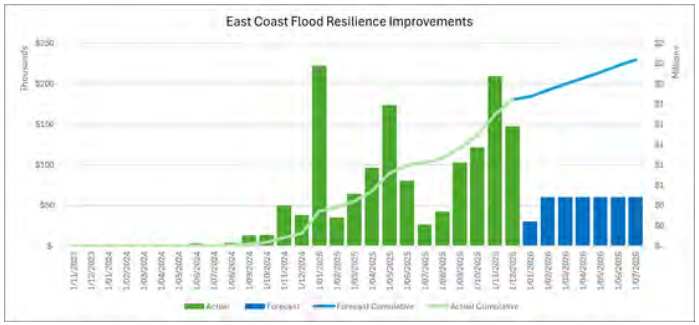
Project update

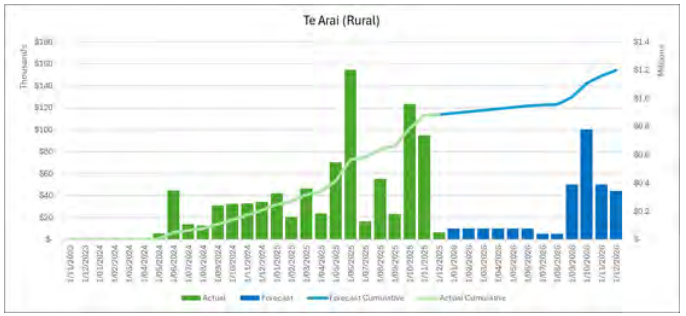
Flood modelling and geomorphic assessments across rural East Coast townships—from Te Arai to Tikitiki—have largely been completed. Public consultation and optioneering for feasible mitigation measures are now well underway and progressing across the region.

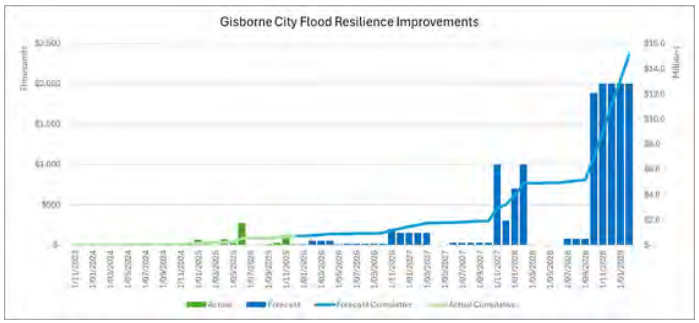
Due to their hydrological interconnectivity, the Gisborne North catchments—encompassing the Mangapapa and Whataupoko suburbs, along with the Taruheru, Waimata, and Turanganui Rivers—have been consolidated under the Gisborne City workstream.

A suite of mitigation options is currently under review. However, high-level cost estimates of approximately $100 million significantly exceed the available approved budget of $15 million, making robust prioritisation and cost–benefit analysis critical.

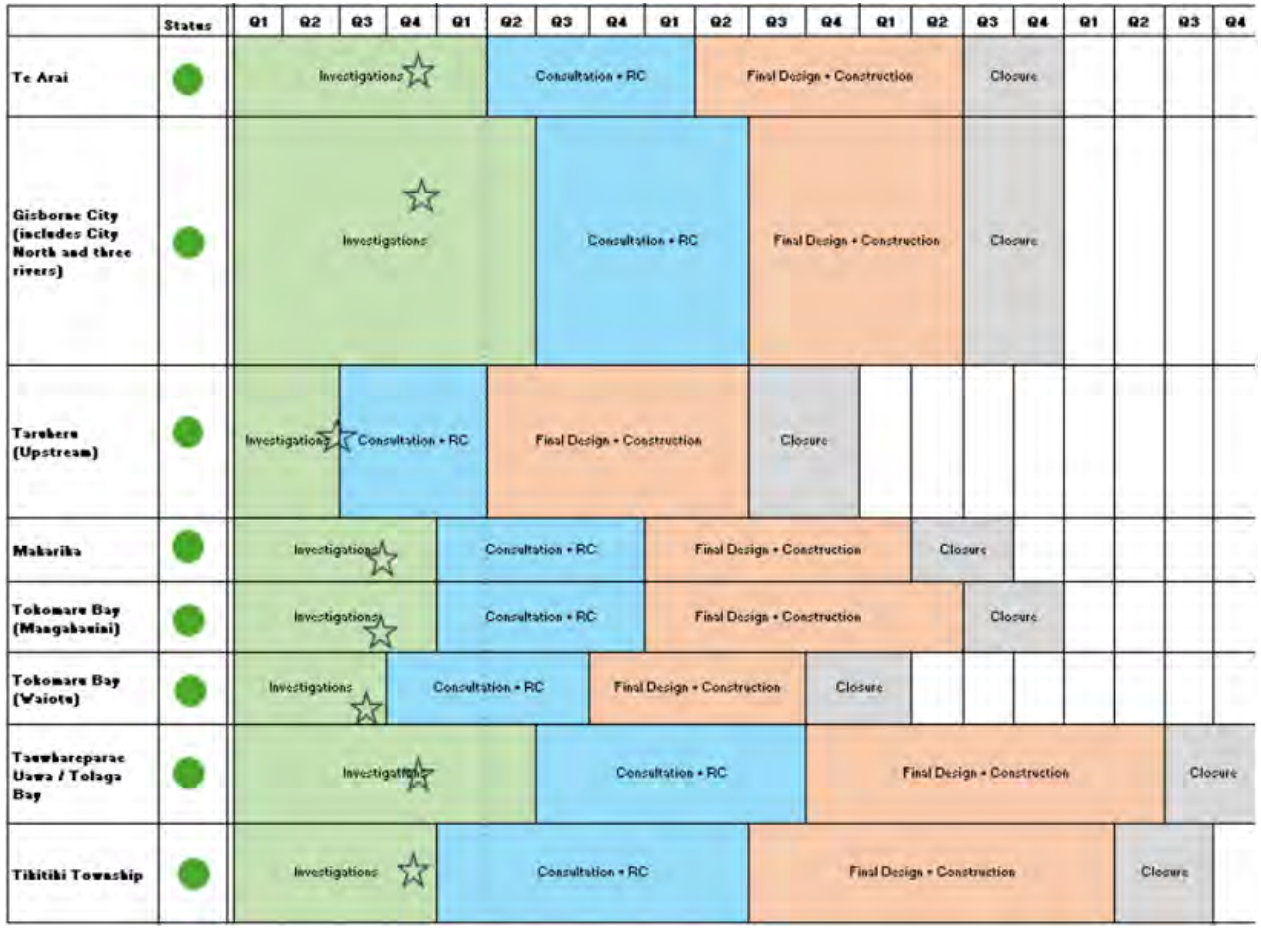
ACTUAL, FORECAST AND CUMULATIVE FINANCIALS







PROJECT: FLOOD RESILIENCE INVESTIGATIONS



Enhanced Flood Intelligence & Resilience

PROJECT STATUS UPDATE PROJECT: ENHANCED FLOOD INTELLIGENCE & RESILIENCE

Overall	Finance
●	●

Project Description: Improvement of monitoring technology and enhancement of flood forecasting.

Start	Complete
Dec-23	Dec-25

Total Budget
$1.45m

Funding Source
$1.20m NIFF
$0.25m GDC

Spend Last Month
$80k

Spend to Date
$1.44m

% of Budget
99%

Project update

- **Post-project Investment Report submitted December 2025**

Project Deliverables:

1. New modern flood warning system – Tangi Matatū: We have replaced our legacy forecasting system (ARROWS) with a new system called Tangi Matatū. Tangi Matatū consists of 6 new catchment flood models developed with the Unified River Basin Simulator (URBS) software which are integrated into the Delft-FEWS (Flood Early Warning System) platform. As well as hosting the catchment models, Delft-FEWS integrates multiple Met Service forecasts, GDC telemetry data, surrounding Regional Council telemetry data and hydrological data sets from Earth Science NZ (ESNZ).

2. Telecommunications resilience: We have added resilience to our communication network through the installation of new digital radios for our 10 northern sites, a back-up repeater for Council's southern sites, installation of a backup generator at a repeater, a new microwave link to provide more timely data feeds back to Council, and four new satellite radars (with independence from our radio network).

3. Flood warning site upgrades: We have upgraded two flood warning sites with new groundworks and new telemetry stations to ensure the sites are resilient to future events. Other smaller investments associated with this work included new field monitoring equipment, an additional webcam, new rain gauges, and improved river staff gauges.

4. New groundwater monitoring bores: We have installed five new groundwater monitoring bores across the Gisborne urban area. These will provide critical information about risks from groundwater flooding in the future and allow the Council to develop baseline data which could be used to develop a groundwater level forecasting system in the future.

How the Funding has enabled GDC to achieve the key outcomes of the Projects:

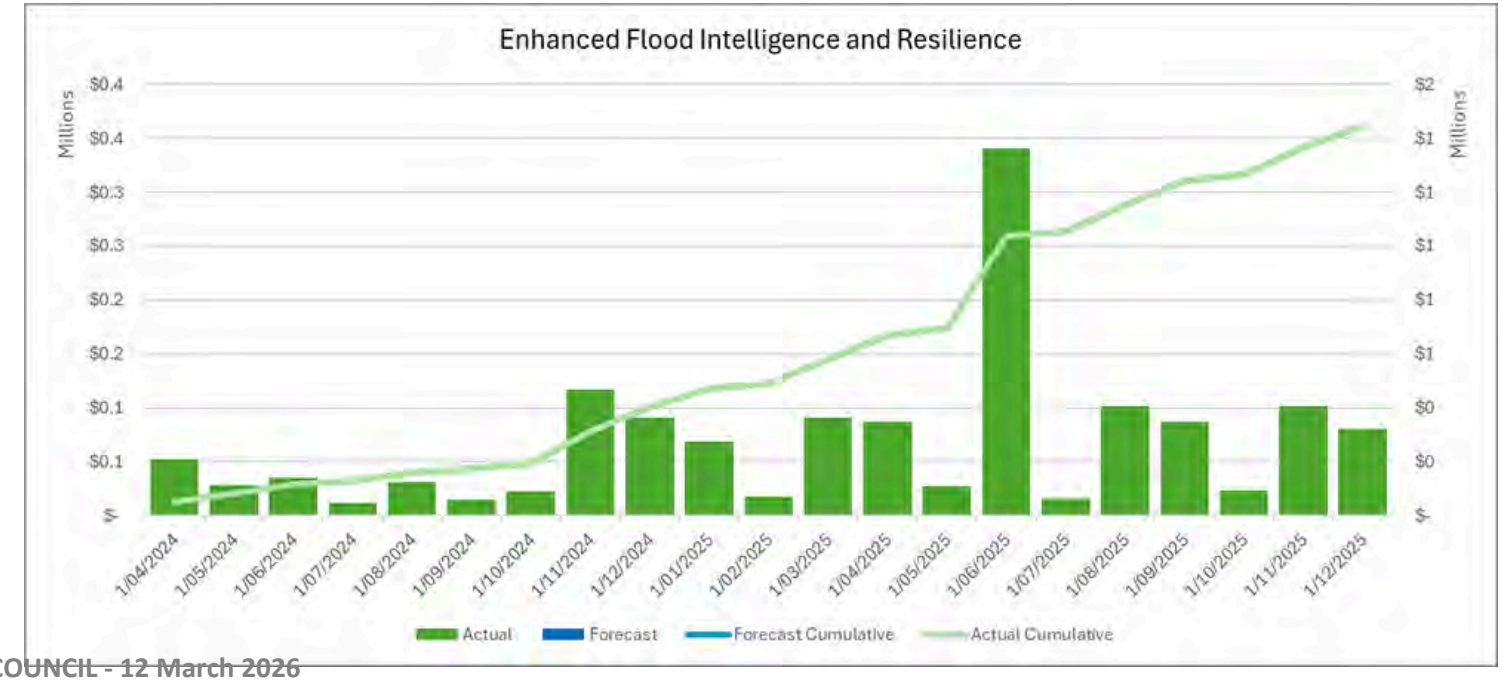
1. This funding enabled Council to create a new flood warning system using state-of-the-art software and platforms (e.g. DELFT FEWS platform). GDC now has:

2. Six new flood forecasting models and an integrated flood warning system (Tangi Matatū) for improved real-time early warnings to our people and communities.

3. Improved field-based communication networks and added redundancy (through microwave link, back-up generator and repeater, and digital radios).

4. .Five new groundwater monitoring bores to better understand groundwater levels and its influence on urban flooding.

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS



Category 3 Buyout

PROJECT STATUS UPDATE PROJECT: CATEGORY 3 BUYOUT

Overall | Finance

Project Description: Areas unsafe for living due to unacceptable risk of severe weather events, such as flooding or landslides, posing significant threat to life.

Start	Complete
Nov-23	Nov-25

Total Budget
$32.7m

Funding Source
$16.3m NIFF
$16.3m GDC

Spend Last Month
$15k

Spend to date
$30.7m

% of budget
94%

Project Update

The Cat3 total budget has now changed with the approval of the additional $1.341m of funding from NIFF. As per all Cat 3 funding this is 50% of costs incurred

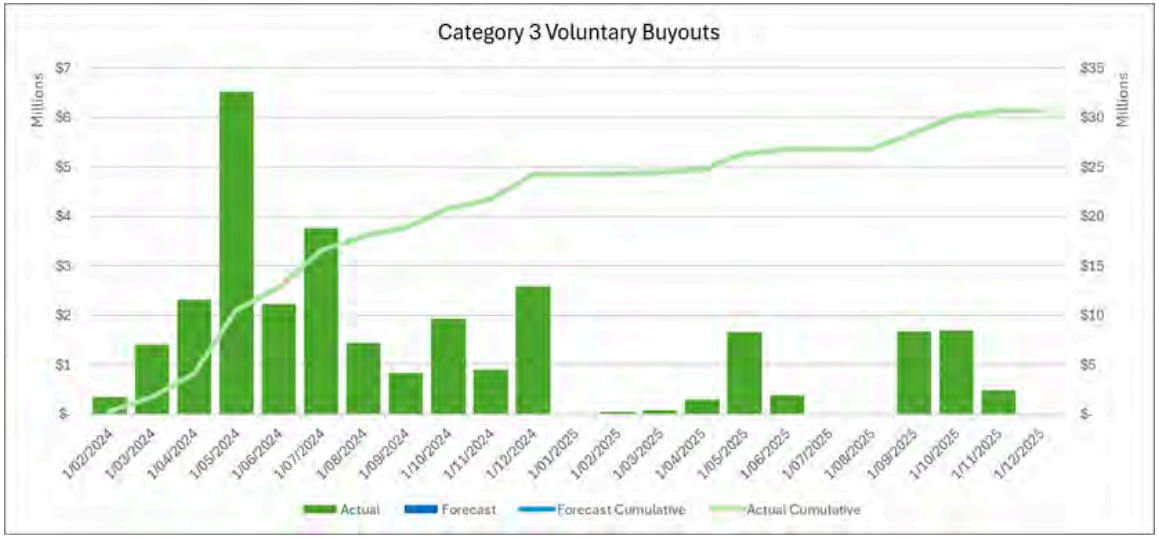
Total category 3 properties under the GDC buyout process is 59

- 58 properties have settled (98%).

Project Completion update

- ALIGN have been notified that we have completed the last property buy back and the contract requirements have been met, and the contract is now closed.
- Draft closure report will be submitted by early March for comments/review before finalising
- Category 3 Buy-Out policy and process has been formally closed through the adoption at the January 2026 Council Meeting.

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS



Category 2P Mitigation

PROJECT STATUS UPDATE PROJECT: CATEGORY 2P MITIGATION

Overall

Finance

Project Description

Mitigation Works where the property owner/s has elected to engage their own suppliers to deliver the mitigation works and related services.

Start	Complete
Dec-23	Jun-26

Total Budget

$11.2m

Funding Source

$10.9m NIFF

$260k GDC

Spend Last Month

$657k

Spend to date

$7.1m

% of budget

63%

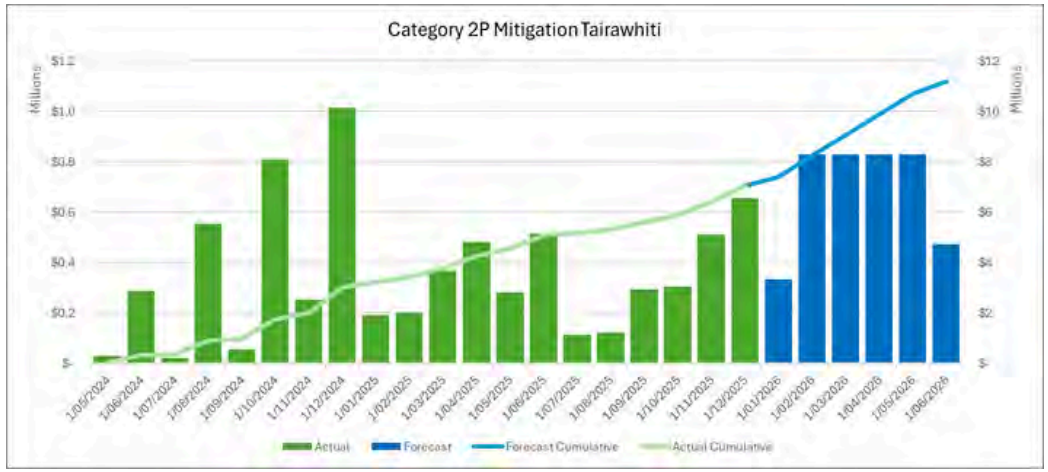
Project update

- **An additional $1,020,000 was approved by NIFF in December 2025.**

There are 157 category 2P properties

- 112 properties with GDC.
  - 27 properties have completed mitigation works
  - 85 properties have not completed mitigation works
- 45 properties with Toitu Tairawhiti Built Smart Ltd.
  - 5 properties have completed mitigation works
  - 40 properties have not completed mitigation works

ACTUAL, FORECAST AND CUMULATIVE FINANCIALS



Next Steps

- Finalise and gain approval for the Special Circumstances process.
- Maintain targeted communication with at-risk properties.
- Implement milestone conditions in Grant Funding Agreements

Special Circumstances Funding Potential

- Some properties have been identified where additional funding could enable completion of mitigation works. A process for administering special circumstances is being developed and will require approval.

PROJECT STATUS UPDATE **PROJECT: CATEGORY 2P MITIGATION**

Status of 2P Properties with GDC					
Total 2P Properties	112				
• Mitigated		27			
• Not Mitigated		85			
➢ Practically Completed			28		
➢ Owners opting to not mitigate / or not engage			9		
➢ Mitigations yet to start or in progress			48		
❖ Mitigations expected to be completed by 30th June 2026				28	
❖ **Mitigations NOT expected to be completed by 30th June 2026**				**20**	
◆ **High cost to mitigate**					**13**
◆ **Risk of not completing in time**					**7**

Building Capacity & Capability

PROJECT STATUS UPDATE

PROJECT: BUILDING CAPACITY & CAPABILITY

Overall	Finance
●	●

Total Budget

$3.0m

Funding Source

$3.0m NIFF

Spend Last Month

$228k

Spend to date

$2.1m

% of budget

69%

Project Description

To build internal capability and provide additional resources to support the Council's recovery programme and beyond. The size and scale of the recovery programme requires more resources and capabilities than the business-as-usual team can supply. This, combined with Gisborne District's remoteness, makes securing external resources problematic. Resources may be a combination of permanent staff and consultants.

Start	Complete
Dec-23	Jun-26

Project update

Update on latest NIFF claim:

- We submitted our third claim for $797,876; This is currently under review by NIFF.
- Finance is currently determining the additional information requested to support the claim.

Tropical Depression 5F:
Joint Te Araroa and Whārekāhika Recovery Alignment

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Te Runanganui o Ngati Porou

Contents

- Context
- **Ngāti Porou Rohe**
- **Immediate funding signals**
- Government engagement position
- Shared recovery principles
- **Alignment across the four recovery domains**
- **Structured alignment phase**
- **Request for urgent primary legislation to support** recovery
- **Summary**

Context

Tropical Depression 5F caused severe and disproportionate impacts across Te Araroa and **Wharekāhika, compounding recovery pressures** from earlier severe weather events.

Impacts include:

- Homes rendered unsafe or uninhabitable
- Damage to local and state highway access
- Significant sediment and woody debris deposition
- River destabilisation and increased flood risk
- Psychosocial strain across whānau and marae
- Disruption to farming and local productivity

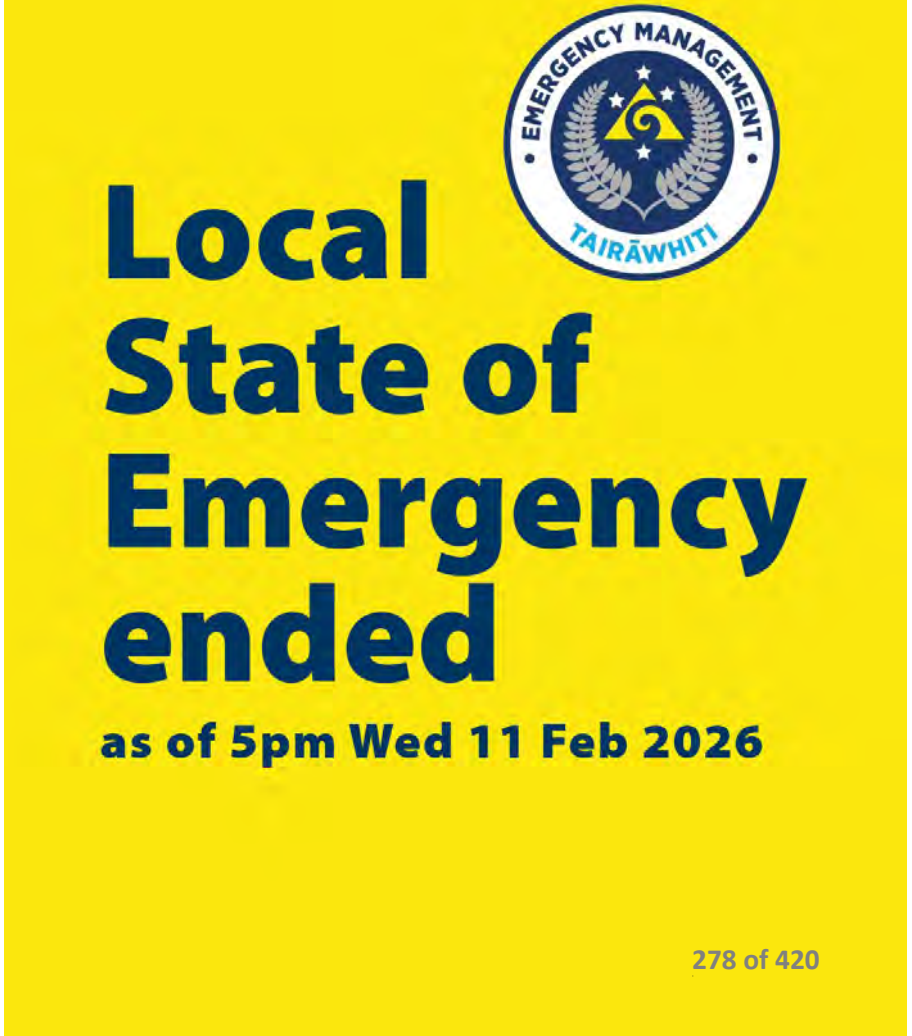
Context

The State of Emergency is now lifted.

Assessments remain underway.

In the immediate response phase, both **Gisborne District Council** (Council) and Te **Runaganui** o Ng**āti Porou** (TRONPnui) mobilised at pace using available mechanisms to stabilise communities and infrastructure.

We are now transitioning into structured joint recovery alignment.



Ngāti Porou Rohe

TRONPnui is the mandated iwi authority representing **Ngāti Porou** marae and hapū across the East Coast of Te Ika-a-Māui from Potikirua in the north to Te Toka-a-Taiau (Gisborne) in the south.

Wharek**ā**hika and Te Araroa sit within this rohe.

TRONPnui works alongside whānau, hapū and landowners throughout the rohe in matters relating to recovery, resilience and long-term development.

All areas referenced **fall within the Ngāti Porou** rohe.

Immediate funding signals

To enable immediate stabilisation

Council requests – $21.5m

$7m – Temporary housing deployment

$7m – Waste, debris and sediment removal

$5m – River derisking and flood mitigation

$2.5m – Initial landslide management

TRONPnui requests – $10.6m

$4m – Emergency response and recovery capability

$3m – Marae-led community needs assessments and direct support

$0.8m – Technical planning and business case development

$2.8m – Work programme establishment

These requests are complementary in stabilising infrastructure and enabling TRONPnui, alongside whānau, hapū and landowners, to lead locally-**grounded recovery while critical assets are restored.**

Separate submissions reflected urgency not fragmentation.

Government engagement position

Until delivery lanes are formally confirmed:

- **Council** and **TRONPnui** are operating shoulder-to-shoulder in recovery planning and decision-making.
- Government engagement should reflect this aligned partnership rather than treating infrastructure and community recovery as separate streams.

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Te Runanganui
o Ngati Porou

Punaruku Slip

Shared recovery principles

- Locally-led and grounded in hapū and marae
- **Build back safer and more resilient** – not minimum viable
- **Reduce cumulative risk** from repeated severe weather events
- **Protect lifeline infrastructure and community connectivity**
- Treaty-aligned governance in recovery design
- Central Government partnership required for durable outcomes

"Council and TRONPnui are committed to a coordinated, locally-led recovery for Wharekāhika and Te Araroa"

Alignment across the 4 recovery domains

Domain	Shared priorities	Coordinated delivery approach
Built	Temporary housing, road access, lifeline resilience	Infrastructure delivery coordinated with marae and community interface
Natural	Slash removal, sediment management, river derisking	Technical catchment delivery aligned with whenua priorities, with TRONPnui working directly with whanau, hapū and landowners across the rohe
Social	Marae as hubs, psychosocial support, whānau stability	TRONPnui with marae, whānau and hapū, leading assessment and recovery initiatives, supported by coordinated agency engagement
Economic	Farming recovery, connectivity, local contracting	Joint advocacy and coordinated business case pipeline.


YJ5141

Structured alignment phase

Over the next 90 days, Council and TRONPnui will:

- Complete a joint impact assessment
- Confirm delineated delivery lanes
- Align funding streams and reporting interfaces
- Produce an integrated recovery framework
- Provide coordinated update to Ministers

This structured phase ensures clarity, parity and disciplined transition from response to resilience.

Request for urgent primary legislation to support recovery

Core outcomes we seek:

Enable Recovery at Pace: Clear, lawful pathways for essential works while retaining safety and environmental guards

Immediate Legislative Fixes: Time-limited primary legislation, supported by an OIC mechanism to remove known delivery barriers

Central Government Leadership: Nationally consistent, statutorily grounded recovery settings – not a repeat of complex, locally-led models

Enabling Recovery Delivery: Targeted relief from process-heavy statutory requirements so resources stay focused on recovery

Strengthen Council Collaboration: Time-bound legal protections to enable coordinated recovery across affected councils

Request for urgent primary legislation to support recovery

Proposed legislative solutions:

Building Act Flexibility: Time-limited exemptions to enable rapid temporary accommodation and recovery works

Reserve Land Use: Streamlined Council approval for recovery use of reserve land

Forestry and Hazard De-Risking: Clear legal pathway for slash, debris and high-risk vegetation removal without shifting liability to Council

Design Principles and Safeguards: Time-bound, centrally-led, practical settings with safeguards retained

LGOIMA Relief: Pause and extend timeframes during emergency transition

LGA Consultation Relief: Streamlined decision-making in place of special consultative procedures during recovery

Waste and Spoil Management: Enable temporary facilities and practical management of flood debris and contaminated silt

Why this matters . . .

Without bespoke primary legislation, Council and our affected communities will face **avoidable regulatory delays and** barriers that impede recovery at a time when speed, certainty and visible progress are most needed.

Temporary, targeted legislation will **reduce** red tape, protect limited capacity and help ensure recovery is faster, cheaper, safer and more effective for the people of Tairāwhiti.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

26-57

Title:	26-57 Stocktake of Strategies, Bylaws, Policies - for Upcoming Long Term Plan
Section:	Strategic Planning
Prepared by:	Makarand Rodge - Intermediate Policy Advisor
Meeting Date:	Thursday 12 March 2026

Legal: No	Financial: No	Significance: Low

Report to COUNCIL/TE KAUNIHERA for information

PURPOSE - TE TAKE

The purpose of this report is to update Gisborne District Council (Council) on the outcomes of the Strategic Stocktake undertaken to support preparation of the 2027–2037 Long Term Plan (LTP).

The stocktake provides assurance that Council's existing suite of strategies, plans, bylaws, and policies has been assessed at a high level for relevance, risk, and reform readiness. It identifies where the current framework remains fit-for-purpose and where structural risks could affect long-term investment decisions if not actively managed.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

The Strategic Stocktake was undertaken to test whether Council's strategic framework remains coherent, aligned and fit-for-purpose to support the 2027–2037 Long Term Plan (LTP) process.

The stocktake evaluation confirms that Council has strong strategic foundation. However, it also identifies system-level risks that are not visible when documents are considered in isolation. These include a) duplication and unclear hierarchy between related documents, b) reliance on legacy strategies developed under outdated assumptions, c) gaps in integrated climate adaptation and resilience planning, d) inconsistent embedding of Treaty partnership expectations, in particular across older instruments and e) variable clarity around governance, ownership and review cycles

The findings will also be used by staff to inform Activity Management Planning and the development of a sequenced 10-year Strategic Planning Work Programme aligned with LTP priorities.

No decision is sought from Council at this point. The information has been provided to inform subsequent LTP strategic framework, prioritisation, and sequencing discussions.

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

RECOMMENDATIONS - **NGĀ TŪTOHUNGA**

That the Council/Te Kaunihera:

1. Notes the content of this report.

Authorised by:

Jocelyne Allen - Director Sustainable Futures

Keywords: Long Term Plan, Strategic Framework, Te Ara Hou, Treaty Compass, Climate Resilience, Reform Readiness

BACKGROUND - HE **WHAKAMĀRAMA**

1. Council operates within a large and evolving strategic framework that guides long-term investment, regulatory decisions, service delivery, and community outcomes. This framework has been developed over time in response to legislative change, funding cycles, emerging risks, and community priorities. Many of these documents were developed under different assumptions, time horizons, and operating environments.
2. Council staff last undertook a comprehensive strategy inventory in 2020 to support the development of the 2021 LTP. Since that time, our region's operating environment has changed significantly.
3. Key shifts include:
    a. Multiple severe weather events.
    b. Increased recovery, resilience, and infrastructure maintenance pressures.
    c. Increasing financial exposure to climate risk.
    d. Strengthened Treaty partnership expectations.
    e. Government reform cycles across resource management, water services, local government, and funding.
4. Council is operating in a transitional environment where statutory obligations remain in force while future legislative frameworks are evolving. While our current statutory obligations continue to apply, future settings in some key areas remain uncertain, e.g. resource management.
5. The Strategy Team has undertaken a stocktake of all Council plans, bylaws, policies, and strategies. This was split into two phases to ensure all known and relevant strategic documents were included. Stage 1 was where the inventory and evaluation framework (Attachment 1) were developed and confirmed, while Stage 2 applied the framework across all documents and produced a high-level analysis (Attachment 2).
6. The purpose of the stocktake was to:
    a. Establish a consolidated view of Council's strategic instruments
    b. Identify duplication, gaps and misalignment
    c. Assess potential strategic and statutory risks
    d. Provide supporting information to develop the investment logic for the 2027–2037 LTP

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

7. The evaluation for this LTP deliberately moved beyond a document-by-document review and instead assessed Council's strategic documents collectively as a system.

8. Documents were grouped into five related strategic bundles to understand system-level duplication, gaps, and sequencing:

    a. Growth, Spatial and Infrastructure Investment

    b. Transport and Connectivity

    c. Place, Community and Asset Planning

    d. Regulatory and Operational Frameworks

    e. Climate, Resilience and Environmental Infrastructure

9. Across these portfolios, several cross-cutting themes emerged:

    a. Duplication and unclear hierarchy: In some areas, multiple documents operate at similar levels without clearly signalling which sets direction, which allocates investment and which enables delivery. This creates implementation risk and reduces clarity for both staff and governance. This also increases the risk of inconsistent implementation and inefficient use of resources. In some instances, Government legislative requirements is the underlying reason for fragmentation, e.g. Local Alcohol Policy and Alcohol Control Bylaw.

    b. Legacy strategies in a changed operating environment: Several documents predate Tairāwhiti 2050, the Treaty Compass framework, current climate risk understanding, and the emerging reform landscape. While still operative, in some instances, they may no longer provide an appropriate basis for long-term investment decisions.

    c. Emerging strategic gaps: The evaluation identified areas where Council's strategic direction is fragmented or incomplete. In particular, climate adaptation and resilience planning is currently distributed across multiple documents without a single integrated framework. Strengthening integration between climate planning, infrastructure investment and land use sequencing will be important for long-term regional resilience.

    d. Treaty partnership consistency: While Council has strengthened its approach through the Treaty Compass framework, this is not yet consistently embedded across all strategic documents. This creates inconsistent expectations or requirements and is a reputational and delivery risk. It is currently being managed through project-level approaches in the absence of updated documents.

    e. Governance and ownership clarity: Some strategies lack clearly identified owners, performance measures, or scheduled review cycles. This reduces governance visibility of the related risks or performance over time.

    f. Reform transition risk: National reform across several spaces such as resource management and water services, will alter planning and delivery settings. Without deliberate sequencing of future reviews or development of strategic documents, Council risks investing in policy work that may require significant rework during the LTP period.

Implications for the 2027–2037 LTP

10. The stocktake provides a concise evaluation tool for Council to:
    a. Distinguish between strategic documents that currently provide enduring direction and those requiring consolidation or refresh
    b. Sequence future reviews in line with reform outcomes, affordability and organisational capacity
    c. Reduce duplication and conflicting investment signals
    d. Improve visibility of policy work that will be required across the LTP 10-year horizon
    e. Improve alignment between strategy, funding and delivery
11. This stocktake doesn't initiate wholesale redevelopment of existing documents.

Next steps

12. Over the LTP development period, staff will:
    a. Integrate evaluation findings into LTP assumptions and trade-off discussions
    b. Develop a sequenced 10-year Strategic Planning Work Programme
    c. Update policy review and development guidance for staff to ensure that the themes identified in the evaluation are reflected in policy practice going forward.
13. This will support prioritisation and governance visibility of strategic commitments during the 2027–2037 LTP process.

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: Medium 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: 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

14. 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** and Rangatiratanga

15. The stocktake exercise mentioned in this report strengthens governance oversight by aligning reviews with treaty expectations. The evaluation template included "Treaty alignment".

16. It identifies where legacy documents require refreshed discussion with iwi and hapū and supports more coordinated and consistent application of the Treaty Compass framework across future reviews.

Oritetanga

17. The stocktake identifies areas where equity outcomes are inconsistently embedded across Council strategies. Strengthening equity analysis through future strategy reviews will support improved oritetanga outcomes.

Whakapono

18. The review recognises the need for consistency in applying the Treaty Compass across legacy strategies through delivery until they are updated accordingly. It reinforces the need to continue systematically embedding te ao Māori perspectives.

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

19. The stocktake included input from Māori Partnerships and identified alignment considerations across several strategies.

20. We have not engaged on the development of this report. The overall LTP process will include appropriate iwi and hapū engagement aligned with the Treaty Compass framework.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

21. This report is informational and does not require consultation. The overall LTP process will include community engagement on priorities and outcomes.

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

22. The evaluation highlights fragmentation in climate adaptation and resilience planning.

23. Strengthening integration between the following will support the reduction of long-term recovery costs and improve resilience:
    a. Infrastructure Strategy
    b. LTP investment
    c. Climate adaptation planning
    d. Reform readiness

24. If we don't adequately address these integration issues, it may increase our long-term financial and environmental risk as a result of climate change impacts.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

25. There are no immediate financial implications arising from this report.

Legal

26. There are no immediate legal implications arising from this report.

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

27. There are no policy or planning implications for this report.

RISKS - **NGĀ TŪRARU**

28. There are no strategic risks associated with noting this report.

29. If the findings of this evaluation are not acted upon through LTP sequencing and work programme, Council faces risk of:
    a. Duplication and fragmented investment
    b. Reduced ability to respond to climate and reform pressures
    c. Escalating long-term costs associated with reactive adaptation and recovery
    d. Misalignment between strategy, funding, and delivery.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
Feb - Aug 2026	Reflect the stocktake findings into LTP assumptions	Findings will inform baseline assumptions, risk framing, and trade-off discussions for the 2027–2037 LTP.
April–June 2026	Develop a sequenced 10-year Strategic Planning Work Programme	Programme will prioritise strategy reviews, consolidations and retirements based on risk, affordability, reform timing, and organisational capacity.
Ongoing	Embed Treaty Compass considerations into scheduled strategy reviews	Ensures consistent application of Treaty partnership expectations across refreshed and consolidated strategies.
Jun 26 – Aug 27	LTP development and prioritisation	Use stocktake findings to inform governance reporting and decision-making. Provides improved visibility of strategic risk, dependencies, and sequencing over the 10-year horizon.

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - Inventory List for Stocktake and Evaluation Template [26-57.1 - 8 pages]
2. Attachment 2 - Strategic Evaluation Analysis [26-57.2 - 5 pages]

Attachment 1 – Inventory list and Evaluation Template

Inventory List:

A. Region-Wide High-Level Strategies

Document name	Current status	Alignment	Key issues / risks (if any)
Tairāwhiti 2050 Spatial Plan (2020)	Current; review 2026.	Primary regional direction	No clear implementation framework. Some older strategies not formally retired potentially superseded.
Infrastructure Strategy (2024)	Current; review 2027	Statutory; core for LTP	Review cycle misaligned with AMPs
Finance Strategy (2024)	Current; review June 2027	Statutory; LTP critical	Needs alignment with Infrastructure Strategy, Water Services Strategy, and statutory changes including funding constrains
Urban Development Strategy (2015)	Outdated; partially superseded	Historically relevant	Largely superseded by Tairāwhiti 2050 and the FDS (2024). It has not been formally revoked through the FDS but this needs to be confirmed through the FDS adoption report.
Draft Emissions Reduction Plan	Under development	TBC	TBC
Tairāwhiti Resource Management Plan	Two plan changes in development. Wider Review on hold.	covers all our resource management plans, including the regional policy statement, regional coastal plan, regional plan and district plan	Alignment with the upcoming legislative changes and new plan requirements.

B. Infrastructure, Transport and Environmental Strategies:

Document name	Current status	Alignment	Key issues / risks (if any)
Waste Management & Minimisation Plan (2018)	Under review	Statutory	Timing critical for LTP
Regional Land Transport Plan (2024)	Current	Statutory	Must integrate with Waka Kotahi requirements and work programmes
Regional Public Transport Plan (2024)	Current	Statutory	Must integrate with Waka Kotahi requirements and work programmes
Regional Pest Management Plan (2016–2026)	Current	Statutory	Due for review. The Biodiversity team are currently considering how to undertake the review and to what level, given that changes to the Biosecurity Act have been signalled and will require a further review if enacted.
Tairāwhiti Moves (Mode Shift Plan) (2024)	Current	Active transport	No budget to progress implementation.
Active Travel Strategy 2024	Not on Council website. Action plan not implemented as not funded from NZTA.	Active Transport	No budget to progress implementation
Future Development Strategy (2024)	Current	Statutory	Replaces outdated UDS
Marine Oil Spill Contingency Plan 2021	Current	Maritime New Zealand	Due for review
Wainui Beach Erosion / Management Strategy 2020	Current	Coastal Management	Due for review

C. Community Facilities & Reserve Management Plans[1]:

Document name	Current status	Alignment	Key issues / risks (if any)
Adventure Playground RMP	Outdated; to be replaced	Vibrant City & Townships	Non-compliant with review cycles; weak alignment with 2050
Botanical Gardens RMP	Outdated (2009)	Environment, heritage	Non-compliant with review cycles; weak alignment with 2050
Titirangi RMP	Outdated	High heritage value	Non-compliant with review cycles; weak alignment with 2050; complex governance
Midway Beach RMP	Outdated	Coastal management	Non-compliant with review cycles; weak alignment with 2050
Rere RMP	Outdated	Recreation	Non-compliant with review cycles; weak alignment with 2050
Lysnar & Wainui RMP	Outdated	Coastal	Non-compliant with review cycles; weak alignment with 2050
Waikanae Beach RMP	Outdated	Coastal	Non-compliant with review cycles; weak alignment with 2050
Waihirere RMP	Outdated	Community, heritage	Non-compliant with review cycles; weak alignment with 2050
Waiteata Park RMP	Outdated	Local reserves	Non-compliant with review cycles; weak alignment with 2050
Regional Reserve RMP	Outdated (1990s)	Multiple	Non-compliant with review cycles; weak alignment with 2050
Community Facility Strategy and accompanying plans (Arts, Public Plances, Aquatics, Cemeteries, etc.)	Current	Vibrant City & Townships	Are more of the operational components and what to do under the strategy.

[1] These are key documents, irrespective of whether they are a plan or strategy. Not to be confused or replaced by an AMP.

D. Township Plans (2010–2014):

Document	Status	Alignment	Key Issues / Risks
Manutuke, Muriwai, Patutahi, Ruatoria, Te Araroa, Tokomaru Bay, Te Karaka, etc.	Outdated; variable	Limited alignment with 2050	Outdated; not reflective of current aspirations or community resilience planning

E. Emergency and Risk Management Documents:

Document	Status	Alignment	Key Issues / Risks
CDEM Group Plan	Overdue (2021 review)	Resilient Communities	Critical statutory document
Adverse Event Plan	As required	Resilience	Operational rather than strategic
Flood Plans (Te Karaka, Uawa, Poverty Bay Flats)	As required	Resilience	Outdated cycles; operational
Pandemic Plan	As required	Health/Resilience	Needs confirmation post-COVID
Recovery Plans (COVID, cyclone, CDEM)[8]	Variable	Economic & community resilience	Impact LTP resourcing
Volcanic & Welfare Plans	As required	Emergency mgmt.	Operational focus
Risk Management Strategy and Framework	Current	Effective management of Risk by integrating Risk Management practices into Council's governance, Piritahi Tairāwhiti values, business operations, projects, Policy and decision-making processes	More operational rather than strategic

F. Social, Community and Wellbeing Strategies:

Document	Status	Alignment	Key Issues / Risks
Tairāwhiti Piritahi Policy (2021–2031)	Adopted as part of 21 LTP - current	Delivering for and with Māori	Strong alignment but needs to be reviewed
Positive Ageing Strategy	Overdue	Community wellbeing	Important for ageing population
Tairāwhiti Safer Communities	Owned by Trust	Community safety	Not a Council strategy
Community Development Strategy	On hold	Social wellbeing	Needs clarity of purpose

G. Policies & Bylaws (Regulatory / Statutory Documents):

Document	Status	Alignment	Key Issues / Risks
Alcohol Control Bylaw (2025)	Current	Public safety	No issues
Gambling Venue Policy	Overdue for review	Community impacts	No issues
Freedom Camping Bylaw	Current	Tourism, compliance	The current bylaw is difficult to enforce, and at present, there is a disconnect with NZTA land at Pouawa and Turihaua and there are known issues at Midway site.
Public Places Bylaw	Under review	Community safety	• Difficult to enforce as no regulations for infringement exist. • Review aligns with best practice – combined review with Reserves Bylaw
Reserves Bylaw	Under review	Community safety	• Difficult to enforce as no regulations for infringement exist. • Review aligns with best practice – combined review with Public Places Bylaw
Dog Control Policy & Bylaw	Current	Community safety	Long cycle; statutory
Speed Limits Bylaw	Current	Transport	Subject to transition under the Land Transport Rule (2022)[9]. To be revoked and replaced by a Speed Management Plan (SMP). Next steps be confirmed with Roading / Journeys.
Trade Waste & Water Supply Bylaws	Under review	Infrastructure	Important for LTP compliance
Development Contributions Policy	Active	Funding	Critical for LTP
Traffic and Parking Bylaw 2021	Active	applies to all roads under the care, control and management of Council	• Inclusion of heavy/hazardous vehicle routes vis register unable to progress due to NZTA investment prioritisation.

H. Internal and Corporate Policies:

Document	Status	Alignment	Key Issues / Risks
Credit Card Policy	Current	Corporate governance	Not strategic
Information Services Policy	Current	Internal systems	Not strategic
Risk Management Policy	Current	Governance	Not strategic
Remuneration / Mileage / Election-related Policies	Current	Governance	Not strategic
Community Occupancy Policy	Current	Property/leases	Operational
Koha / Donations Policy	Lapsed	Governance	Confusion between versions

Evaluation Template:

Evaluation topic	Guiding question(s)	Focus of evaluation and content for info pack for Managers
1. Purpose & Scope	What is the intent of the strategy? Does it remain relevant? Is it still required to achieve Council outcomes, or could its purpose be met through another instrument? When will it be reviewed/updated? What is missing if this strategy were removed or did not exist? Who owns this strategy now? Who would be accountable for delivery if it is retained or refreshed?	What is it and what teams might be impacted by it.
2. Strategic Fit	Does it align with the eight Tairāwhiti 2050 outcomes and the four wellbeings? Which outcomes does it support? Does this strategy play a primary, supporting, or marginal role in achieving Council's long-term outcomes? Does this strategy need to be sequenced alongside, before, or after other strategy reviews to best achieve outcomes?	How it aligns to Tairāwhiti 2050 vision; 2027 LTP mission & purpose (placeholder to fill in once confirmed)
3. Treaty Alignment	How does the strategy support Kāwanatanga, Rangatiratanga, Ōritetanga and Whakapono? Does the strategy require refreshed engagement, co-design, or renegotiation with Treaty partners to remain fit-for-purpose?	Review against GDC Treaty Compass
4. Implementation Status	What has been delivered? What remains outstanding? If implementation has stalled or not progressed, what are the implications for credibility, investment decisions, or whether the strategy should be retired or replaced?	Activity planning & AMPs guidance and status quo information

5. Resourcing & Feasibility	Does this strategy primarily inform existing investment, or does it signal the need for new or expanded LTP funding? Is delivery currently funded? Does it require new investment? Is delivery affordable within expected LTP constraints, and what trade-offs might need to be considered to progress this strategy?	LTP funding decisions
6. Risk Assessment	What are the risks of retaining, retiring, or deferring action on this strategy? Which risks require explicit governance acceptance?	Strategic, financial, reputational, & delivery risks Alignment to strategic risk bow ties
7. Engagement	Does it meet known community aspirations through recent engagement? Does it require updated engagement to understand what communities want (or not)? Can engagement be bundled with other strategy reviews or projects to reduce fatigue and improve coherence?	Engagement insights Approach to engagement bundling strategies for future reviews and/or projects.
8. Regulatory Requirements	Is there a legislative driver? Are we compliant? If the strategy is no longer compliant, is there a statutory risk/consequence to Council if it remains outdated? Do we have required CME tools to take action needed?	Statutory requirements, compliance and possible consequences CME tool gaps and how impacts on outcomes
9. Recommendation	Retain, update, retire or consolidate?	Recommendation: Retain, update, retire or consolidate What is the proposed next step, indicative timing, and governance touchpoint (e.g. LTP, separate strategy process, or no further action)? If consolidation is recommended, which strategy should become the primary instrument and why?

Attachment 2 – Strategic Evaluation Analysis

1. Strategic Evaluation – Summary Table

Each strategy, policy, bylaw and planning document included in this stocktake was assessed using the evaluation template agreed upon during Stage 1 of the stocktake exercise. The detailed document-by-document assessment can be made available for Directors or Managers on request.

To support clarity and decision-making, strategic documents have been grouped into five assessment bundles based on their primary strategic role, statutory status, and relationship to long-term investment and delivery. The documents within bundles are still interconnected with document across other bundles for clarity.

Bundle 1: Growth, spatial and infrastructure investment frameworks

Bundle 2: Transport and Connectivity

Bundle 3: Place, Community and Asset Planning

Bundle 4: Regulatory, Corporate and Operational Frameworks

Bundle 5: Climate, Resilience and Environmental Frameworks

Legend:

Colour logic used in the table: 🟢 Retain / Strong, 🟡 Consolidate / Improve, 🔴 Risk / Issue, 🟣 Gap identified

Timing key: ST = Short-term (LTP 2027–2030), MT = Medium-term (2030–2037), LT = Longer-term (subject to reform and funding)

Bundle	Includes	Strategic role	Key findings	Risk if Unchanged	Recommended Action	Timing
1 - Growth, Spatial & Infrastructure Investment Frameworks	• Tairāwhiti 2050 Spatial Plan[1]. • Future Development Strategy (FDS) • Infrastructure Strategy[2]. • Finance Strategy[3]. • Supporting financial and infrastructure funding policies • Urban Development Strategy	Provides long-term direction for settlement growth, land use and infrastructure investment sequencing to support population, environmental and economic outcomes.	• Multiple growth documents without a clear hierarchy. • Weak linkage between spatial direction and infrastructure investment. • Spatial outcomes not consistently monitored. • Misaligned review cycles.	🔴 Confused growth direction 🔴 Reduced transparency in investment decisions 🔴 Inefficient LTP sequencing 🔴 Poor visibility of delivery outcomes 🔴 Missed Treaty partnership opportunities	🟢 Retain core spatial and investment frameworks 🟡 Clarify hierarchy between growth documents. 🟡 Align spatial planning, Infrastructure Strategy and AMPs. 🟡 Introduce consistent spatial monitoring indicators.	ST–MT (hierarchy, monitoring) MT (review cycle alignment) Ongoing through reform transition

[1] And any future statutory spatial plan
[2] Local Government Act 2002, Section 101B
[3] Local Government Act 2002, Section 101A

Bundle	Includes	Strategic role	Key findings	Risk if Unchanged	Recommended Action	Timing
	• Tairāwhiti Resource Management Plan		• Funding design and sequencing not consistently aligned with 30-year horizon. • Treaty partnership weakly operationalised[4]. • The upcoming RM system reform and water services reform may alter statutory spatial and infrastructure planning settings, creating transition risk and opportunity.	🔴 Reform transition risk if hierarchy not clarified before new statutory system is implemented.	🟡 Strengthen Treaty partnership implementation guidance. 🟡 Review funding settings through LTP to ensure resilience and investment uplift is affordable and equitably distributed. 🟡 Prepare an integration pathway between current frameworks and emerging RM system and water services requirements.	
2 - Transport and Connectivity[5]	• Regional Land Transport Plan 2024 • Regional Public Transport Plan 2024 • Transport AMP • Walking and cycling Strategy (2024) • Active Transport Plan (2024) • Supporting resilience and infrastructure planning documents • Tairāwhiti Moves (Mode Shift Plan)(2024)	Provides direction for regional connectivity, transport investment, infrastructure resilience, and mobility outcomes. This bundle also interfaces with water resilience and climate risk, where transport and lifeline infrastructure dependencies exist.	• Climate and hazard risks inconsistently applied[6]. • Multiple supporting transport strategies create potential duplication of delivery sequencing. • opportunity to clarify hierarchy, delivery sequencing and integration with regional transport investment frameworks.	🔴 Reactive infrastructure responses 🔴 Fragmented resilience investment. 🔴 Reduced ability to coordinate land use, transport, and water security planning	🟢 Retain RLTP as primary investment gateway 🟡 Consolidate supporting transport strategies. 🟡 Assess whether existing funding settings support long-term resilience uplift and intergenerational equity in infrastructure investment.	ST (alignment improvements) MT (strategy consolidation).

[4] Most strategies reference engagement with mana whenua during development but do not consistently define governance, co-design, or delivery partnership mechanisms
[5] Future Statutory Reform Context (Te Ara Hou & Water Services Reform): Emerging statutory requirements under the new RM system and water services delivery reforms may reshape spatial planning, infrastructure sequencing and regulatory integration. These reforms may address some existing structural gaps but may also disrupt current alignment efforts. Early preparation through hierarchy clarification and evidence redeployment will reduce transition risk.
[6] Climate and hazard considerations draw on national risk assessments, regional hazard experience, and infrastructure resilience planning.

Bundle	Includes	Strategic role	Key findings	Risk if Unchanged	Recommended Action	Timing
3 - Place, Community and Asset Planning	• Reserve Management Plans • Township Plans • Community development and recreation planning strategies • Positive Ageing Strategy • Community facility planning documents • Wainui Beach Erosion/Management Strategy 2020 • Adventure Playground RMP • Botanical Gardens RMP • Titirangi RMP • Midway Beach RMP • Rere RMP • Lysnar & Wainui RMP • Waikanae Beach RMP • Waihirere RMP • Waiteata Park RMP • Regional Reserve RMP • Manutuke, Muriwai, Patutahi, Ruatoria, Te Araroa, Tokomaru Bay, Te Karaka Township Plans • Tairāwhiti Piritahi Policy (2021-2031) • Positive Ageing Strategy • Tairāwhiti Safer Communities	Supports community wellbeing, place identity, recreation provision and community asset management	• Multiple legacy plans developed at different times guide similar/overlapping outcomes[7]. • Several strategies predate Tairāwhiti 2050 and Treaty partnership frameworks[8]. • Some planning occurs independently from spatial and infrastructure planning.	🔴 Duplication of consultation 🔴 Misaligned community asset investment 🔴 Inconsistent Treaty practice	🟡 Consolidate place-based and reserve planning 🔴 Reclassify legacy township plans 🟡 Update community strategies 🟣 Consider coherent social outcomes framework[9].	ST (reclassification, consolidation) MT (strategy updates) LT (social outcomes framework)

[7] Multiple reserve management and township plans guide similar outcomes but are based on separate consultation processes and review cycles.
[8] Some community strategies were developed prior to Tairāwhiti 2050 adoption and strengthening of Treaty partnership and climate resilience expectations.
[9] A coherent social outcomes framework provides a single, integrated structure linking community wellbeing priorities (e.g. safety, accessibility, inclusion, youth development, ageing population needs) to service planning, infrastructure investment and monitoring indicators. Example: Several councils (e.g. Wellington City Council and Auckland Council) use integrated community wellbeing or social investment frameworks to align community development, accessibility, safety and recreation strategies under shared outcome pillars, improving prioritisation and reducing duplication.

Bundle	Includes	Strategic role	Key findings	Risk if Unchanged	Recommended Action	Timing
4 - Regulatory, Corporate and Operational Frameworks	• Alcohol Control Bylaw • Gambling Venue Policy • Freedom Camping Bylaw • Public Places Bylaw • Reserves Bylaw • Dog Control Policy & Bylaw • Speed Limits Bylaw • Trade Waste & Water Supply Bylaws • Development Contributions Policy • Traffic and Parking Bylaw 2021 • Credit Card Policy • Information Services Policy • Risk Management Policy • Remuneration/Mileage/Election-related Policies • Community Occupancy Policy • Koha/Donations Policy • Statutory Policies[10] • Corporate / Operational Policies[11]. • Regional Pest Management Plan	Provides regulatory controls, compliance assurance and operational delivery mechanisms supporting strategic outcomes.	• Weak visibility of links between various bylaws and strategy[12]. • Overlap between regulatory and operational controls[13]. • Review cycles not strategically sequenced[14]. • Fragmented and overlapping responsibilities.	🔴 Public and elected member confusion. 🔴 Compliance inefficiency. 🔴 Reduced strategic agility.	🟢 Retain statutory bylaws and policies. 🟡 Strengthen cross-referencing to strategy 🟡 Improve sequencing with LTP reviews. 🔴 Reclassify non-strategic corporate policies.	ST (cross-referencing, reclassification) MT (review sequencing improvements)

[10] Such as • Local Alcohol Policy • Dangerous & Insanitary Buildings • Earthquake-Prone Buildings
[11] Such as • Community Occupancy Policy • Traffic Calming Policy • Internal governance and corporate policies.
[12] Example:
-The Alcohol Control Bylaw supports alcohol harm reduction outcomes identified in community wellbeing and safety strategies but does not consistently reference those strategies as implementation drivers.
-Public Places and Reserves bylaws support place-based and recreation outcomes identified in spatial and community strategies
[13] Example:
-Mobile traders Bylaw regulates mobile trading and public safety, while operational procedures guide mobile trading application processes which lay down certain conditions on mobile traders looking to obtain licenses under the bylaw.
-Traffic Calming Policy provides service-level guidance while transport regulatory tools influence similar outcomes
[14] Bylaws must generally be reviewed within 10 years (unless in case of a new Bylaw) under the Local Government Act 2002. Strategic planning and LTP review cycles operate on separate legislative or organisational timelines, which may create sequencing challenges.

Bundle	Includes	Strategic role	Key findings	Risk if Unchanged	Recommended Action	Timing
5 - Climate, Resilience and Environmental Infrastructure	• Tairāwhiti Resource Management Plan (TRMP) • Draft Emissions Reduction Plan[15] • Waste Management & Minimisation Plan • Coastal Hazard and Community • Wainui Adaptation Plans • Biodiversity and Pest Management Plans • Marine Oil Spill Contingency Plan 2021 • Natural hazard and climate risk frameworks • Forestry Compliance Strategy • CDEM Group Plan • Adverse Event Plan • Flood Plans (Te Karaka, Uawa, Poverty Bay Flats) • Pandemic Plan • Recovery Plans (COVID, cyclone, CDEM) • Volcanic & Welfare Plans • Risk Management Strategy and Framework	Manages environmental protection, land use transition outcomes, climate mitigation and adaptation, hazard risk and long-term resilience.	• Fragmented climate and resilience direction[16]. • No single regional adaptation "spine". • Climate risk not consistently driving investment. • Water security and drought resilience planning is primarily operational rather than embedded in an integrated regional resilience strategy. • Localised rather than region-wide adaptation • Treaty partnership lacks delivery structure.	🔴 Reactive climate investment. 🔴 Escalating recovery and infrastructure costs. 🔴 Missed Treaty partnership opportunities.	🟢 Retain TRMP as regulatory anchor. 🟡 Integrate climate and environmental strategies. 🟣 Develop region-wide climate adaptation framework. 🟡 Align adaptation planning with infrastructure investment. 🟡 Consider alignment between resilience standards and long-term funding design to support intergenerational equity. 🟡 Prepare for integration with new water services delivery entities and future RM system settings.	ST (integration, alignment) MT (monitoring, implementation) LT (regional adaptation framework)

[15] 2025.09.24 Corporate Emissions Reduction Plan 2025-50 DRAFT (A3939940).pdf
[16] For example, emissions reduction planning, coastal hazard planning, and biodiversity planning operate with differing funding certainty and delivery timeframes.

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

26-62

Title: 26-62 Waipaoa River Flood Control Scheme – Asset Performance Baseline (2021 APA)

Section: 4 Waters Infrastructure
Community Lifelines

Prepared by: Stephanie Brew - Asset Management Advisor Regional Rivers

Meeting Date: Thursday 12 March 2026

Legal: Yes	Financial: No	Significance: Medium

Report to COUNCIL for information

PURPOSE - TE TAKE

The purpose of this report is to inform Gisborne District Council (Council) that the 2021 Asset Performance Assessment (APA) for the Waipaoa River Flood Control Scheme (WRFCS) - a comprehensive, scheme-wide assessment of asset condition, performance, and flood risk - has been formally adopted as the governance baseline evidence document for scheme-wide asset performance and flood risk evaluation.

While the 2021 APA has been operationally applied since its completion, it has not previously been formally acknowledged by Council as the governance reference point for performance reporting. As an updated APA is currently underway, formalising the 2021 assessment now establishes a clearly documented and Council-endorsed benchmark against which any material changes in condition, risk profile, or performance can be transparently compared and reported.

This timing strengthens governance oversight ahead of future Asset Management Plan (AMP) updates and Long Term Plan (LTP) deliberations.

SUMMARY - HE **WHAKARĀPOPOTOTANGA**

Th e WRFCS is critical regional infrastructure providing flood protection to Gisborne urban areas, rural communities, productive land, and key lifeline assets. The scheme is undergoing staged upgrades to improve resilience, with completion scheduled for July 2027.

An independent APA completed in 2021 established a scheme-wide understanding of asset condition, performance, and flood risk. The assessment has informed operational planning and capital sequencing since that time.

This report confirms the formal adoption of the 2021 APA as the governance baseline for scheme-wide performance and risk reporting, including comparison with the updated assessment currently underway.

This report does not seek approval of funding, changes to levels of service, reprioritisation of capital works, or endorsement of new projects. It does not amend the current AMP or LTP. The decision is limited to formally documenting the 2021 APA as the baseline evidence reference for governance oversight.

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. Notes the formal adoption of the 2021 Waipaoa River Flood Control Scheme Asset Performance Assessment as the governance baseline for scheme-wide asset performance and flood risk evaluation.
2. Notes that the adopted baseline will be used for future performance comparison and reporting, including against the updated assessment currently underway.

Authorised by:

Tim Barry - Director Lifelines

Keywords: Waipaoa River Flood Control Scheme, Flood Risk, Asset Performance, Stopbanks, Risk-based Management.

BACKGROUND - HE **WHAKAMĀRAMA**

1. The WRFCS was developed following the 1948 flood to manage flood risk and river behaviour across the Waipaoa catchment. Constructed between 1953 and 1967, the scheme comprises stopbanks, river edge protection, floodways, and associated assets designed to function as an integrated system.
2. A staged capital upgrade programme commenced in 2019 and is scheduled for completion by June 2027.
3. In 2021, Council commissioned an independent APA to establish a scheme-wide understanding of asset condition, performance, and flood risk in accordance with the New Zealand River Managers' Flood Protection Assets Performance Assessment Code of Practice.
4. The APA has been applied administratively to inform maintenance planning, inspection prioritisation, and capital sequencing. This report formalises its status as the governance baseline reference.
5. An updated APA is currently underway to incorporate improved data, recent inspections, and evolving river conditions.

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

6. The WRFCS is a high-consequence infrastructure system. Ongoing upgrades, recent flood experience, and evolving risk expectations reinforce the importance of clear, evidence-based governance oversight.
7. The 2021 APA was originally commissioned to confirm scheme performance against its design level of service and to inform asset management planning. While it has guided operational and investment decisions since completion, it was not formally adopted as a governance baseline at the time.
8. Formal adoption now provides governance clarity by establishing a documented and defensible evidence reference point, strengthening transparency and auditability of future reporting, and enabling consistent comparison with the updated assessment.
9. Without formal acknowledgement, the baseline remains administratively applied but lacks explicit governance recognition, reducing clarity in future performance reporting.
10. No alternative options are presented, as the report is limited to formalising the baseline reference.

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: High Significance
This Report: Low Significance

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

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

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

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

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

12. The WRFCS is strategically significant infrastructure. However, this report relates solely to governance formalisation of an existing evidence base and does not alter funding, service levels, or project prioritisation.

13. As the report does not seek approval of capital works or policy change, engagement requirements are proportionate to its governance nature.

TREATY COMPASS ANALYSIS

Kāwanatanga

14. Council has exercised its statutory responsibilities to manage flood risk and maintain river control infrastructure in the public interest. Formal adoption of the 2021 APA as a governance baseline strengthens transparency, accountability, and evidence-based decision-making within Council's legislative mandate.

Rangatiratanga

15. The Waipaoa River is recognised as a taonga with enduring significance to mana whenua. Adoption of a clear evidence baseline supports informed engagement with tangata whenua in future discussions on risk, resilience, and long-term river management, without pre-determining outcomes.

Oritetanga

16. The APA applies consistent, scheme-wide performance and risk criteria. This supports equitable consideration of communities and land uses across the catchment and promotes fair, proportionate flood risk management decision-making.

Whakapono

17. This report clearly limits its scope to formalising an existing evidence baseline and does not advance funding or service level decisions. Transparent articulation of purpose and next steps supports trust, good faith, and ongoing engagement as future decisions arise.

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

18. Engagement with tangata whenua on river management is ongoing and embedded within broader flood resilience and catchment initiatives.
19. The findings of the assessment will inform future discussions with iwi regarding priorities, risk areas, and opportunities to align flood management outcomes with cultural and environmental values.

COMMUNITY ENGAGEMENT - **TŪTAKITANGA** HAPORI

20. The APA is a technical study and did not involve direct public consultation.
21. Community engagement will occur as specific projects or investment decisions are developed in response to the assessment findings.

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

22. Climate change is expected to increase the frequency and severity of flood events within the Waipaoa catchment through changes in rainfall intensity, river flows, and sediment dynamics.
23. The 2021 APA identifies areas where existing assets may be more vulnerable under future climate scenarios.
24. The updated APA currently underway will further refine Council's understanding of climate-related risk and support adaptive, forward-looking asset management responses.

CONSIDERATIONS - HEI WHAKAARO

Financial/Budget

25. Any future investment implications arising from assessment findings will be subject to separate reporting and Council approval processes.

Legal

26. Council has statutory responsibilities to manage flood risk and maintain flood control assets. Formal adoption of the APA strengthens transparency and accountability in fulfilling those obligations.

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

27. The proposed decision is consistent with Council's strategic direction relating to flood resilience and infrastructure reliability.
28. Formal adoption of the 2021 APA supports Council's asset management planning framework and future LTP processes by providing a governance-endorsed evidence baseline.
29. The decision does not represent a change to existing policy, levels of service, or statutory plans.

RISKS - **NGĀ TŪRARU**

30. The decision to formally adopt the 2021 APA as the governance baseline does not give rise to direct operational or financial risks.

31. The primary risk would be the absence of a clearly documented baseline, which could weaken transparency and comparability in future reporting. Formal adoption reduces that governance risk.

NEXT STEPS - **NGĀ** MAHI E WHAI AKE

Date	Action/Milestone	Comments
Following Council noting of this report	Apply the adopted 2021 APA as baseline evidence	Establishes a formally endorsed reference point for scheme-wide asset performance and flood risk evaluation
Q3–Q4 2025/26	Complete updated APA	Updated assessment incorporates improved data, recent inspections, and current asset knowledge
Q1 2026/27	Report updated APA outcomes to Council	Provides transparency on any material changes to scheme risk profile relative to the adopted baseline
Q1–Q2 2026/27	Integrate adopted and updated assessment findings into AMP update	Aligns governance oversight with asset management planning and future investment pathways
2026–2027 LTP development	Use assessment outputs to inform future LTP prioritisation and decision reports	Ensures any future funding decisions are evidence-based and separately reported to Council

ATTACHMENTS - **NGĀ TĀPIRITANGA**

1. Attachment 1 - BOWMAN 2021 ADDENDUM Waipaoa River Scheme Asset Performance Assessment Report 2021 [26-62.1 - 103 pages]

Waipaoa River Flood Control Scheme

Asset Performance Assessment

Reprinted with Addendum 2021

Prepared for
Land Rivers and Drainage
Gisborne District Council

Prepared by
Asset BowManagement Ltd

Introduction to the 2021 Addendum

The first asset performance assessment for the Waipaoa River Flood Control Scheme was undertaken in February 2020. In March 2021, the original assessment was updated in the following ways:

- Integrating asset condition data that was collected after the original assessment was completed;
- Including the four new segments created at the Waipaoa-Mahunga confluence;
- Adopting 2 of the 4 sensitivity analyses presented in the original report (refer Addendum);
- Reviewing any new geotechnical investigations and updating the corresponding parts of the assessment accordingly;
- Updating the assessment where new stopbanks have been constructed;
- An interactive report was developed to supplement this updated assessment.

The 2020 Asset Performance Assessment report has been republished in 2021 (this document), with an addendum, incorporating the new results of the 2021 assessment. The Addendum begins on Page 89.

How to use this document:

The original 2020 report has been reproduced here with changes noted. Changes are highlighted in the document and have corresponding page references tagged in the margins. These tags refer to pages in the addendum, which begins on Page 89 and explains the detail of each change. The addendum is also cross-referenced back to the original pages.

Disclaimer

This report has been prepared exclusively for the use by Gisborne District Council with the respect to the *Flood Protection – Engineering Proposal (Version 2)* dated 28/11/2019, and other contract dated 6/11/2020. Information contained within this report cannot be used for any other purpose or by any other entity without our review and written consent. GDC should use this report as a reference document and as such it does not constitute Council's policy.

The opinions, conclusions and any recommendations found within this report are based on the data collected, information reviewed, and assumptions made during the duration of the contract. Asset BowManagement Ltd have no obligation to update this report to account for events or changes occurring subsequent to the date of this report.

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Document Control				
Prepared by:	George Bowman, Director Asset BowManagement Ltd	Signature:	Version: 1.0	Date: 19/3/2021

Executive Summary

Asset BowManagement Ltd (the Consultant) have been engaged by Gisborne District Council (GDC) to undertake an asset performance risk assessment of the Waipaoa River Flood Control Scheme (WRFCS) using the New Zealand River Manager Special Interest Group's *Flood Protection Assets Performance Assessment Code of Practice*[1] (the Code).

The asset performance risk assessment was to be completed using existing data and information held by GDC, as well as any information collected during any additional site visits. The results from the risk assessment were reviewed with key GDC staff, finalised, and are presented and discussed within this report.

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6 key recommendations have been proposed based on the results of the risk assessment and other observations made during the project. These are contained throughout the report, are discussed in more detail within Section 7, and are produced below for convenience. Further recommendations can be found in Section 7. GDC should use these recommendations to prioritise further investigative activities, develop maintenance plans, and confirm the priority of the current WRFCS upgrade programme and other capital expenditure plans.

6 key recommendations:

1. Update the performance assessment with new information when available.
2. Adopt one of the proposed frequency options for internal culvert inspections.
3. Consider remediation for issues identified during Engineering Integrity Assessment.
4. Re-run the hydraulic model with the 2019 LiDAR, produce updated flood hazard maps and update the consequence assessment.
5. Continue with existing WRFCS upgrade programme (except Mahunga Bypass).
6. Bring the Mahunga Bypass project forward to 2021/22.

[1] Refer Section 2.3.

Contents

1. Introduction

The Gisborne District Council (GDC) has engaged Asset BowManagement Ltd (the Consultant) to undertake an asset performance risk assessment of the Waipaoa River Flood Control Scheme (WRFCS) in accordance with the New Zealand River Manager Special Interest Groups' *Asset Performance Assessment Code of Practice* (the Code) (River Managers Forum, 2015). The Code is discussed further in Section 2.3.

The GDC have requested to confirm the current performance of the WRFCS against the existing design level of service, being the 100-year flood level, or 1% AEP[2]. This design level of service has been based on the Cyclone Bola event of 1988, which is assumed to be the 100-year event +/- 20% (Ruifrok, 2019). There have been numerous studies to estimate what the existing design flow is for the 1% AEP event, and at the time of writing it has been accepted to be 4500m^3/s. This is the design flow the scheme performance has been assessed against.

The performance of a river scheme can be determined by assessing the various performance criteria of the flood protection assets present along the length of the scheme. These criteria are the:

Capacity – of the river channel to attenuate design flood flows;

Intrinsic Strength – of the stopbank structures present along the scheme;

Condition – of all other assets present along the scheme.

When combined in conjunction with assessing the potential *consequences* posed to the floodplain, of scheme failure from the design event, you can determine a level of risk posed by the current performance of the scheme. By performing these assessments across discrete reaches of the river scheme, a risk profile can be developed with a risk attributed to each discrete reach.

See Pg 90

6 key recommendations have been proposed based on the results of the risk assessment and other observations made during the project. These can be found throughout the report, and in Section 7. The results from the assessment, along with the recommendations, will inform the Land, Rivers and Drainage Asset Management Plan, and subsequently the Long-Term Plan. Furthermore, not only do the results identify and/or confirm critical assets along the WRFCS, the results enable GDC to further target and refine investigative activities, and develop maintenance plans and capital expenditure plans for critical assets and other high risk areas, where no plans currently exist.

This report presents the scope and methodology used to undertake the asset performance risk assessment on the WRFCS, and makes reference to any limitations and uncertainty encountered. The report concludes with a discussion on the results and key recommendations proposed.

[2] Annual Exceedance Probability. The (%) chance a flood with a peak flow of a certain size will be equalled or exceeded in any given year. 100-year flood = 1% AEP.

2. Scope of Performance Assessment

The GDC would like to confirm the current performance of the WRFCS from 3kms upstream of Kaitaratahi Bridge to the mouth in Poverty Bay. Upstream of this section (Te Karaka) is not included within the scope of the assessment. The performance of the scheme has been assessed against the existing design level of service, 100-year flood event (4500m^3/s). The Code (Section 2.3) has been used to assess the performance of the WRFCS, and recently developed templates have been used to present the results spatially through GIS (Section 2.4). Discrete reaches have been developed based on existing benchmarks, and these form the segmentation of the assessment.

2.1 Waipaoa River, Gisborne

The Waipaoa River catchment covers approximately 2130 km^2 at the river mouth (Figure 1). The river flows south from the eastern slopes of the Raukumara Ranges and meanders its way across floodplains before entering Poverty Bay 9kms south-west of Gisborne.

The original scheme was designed in 1949 by Chief Engineer A D Todd, with completion of the works in 1973 (Atapattu & Peacock, 1996). The scheme comprises 64kms of stopbanks and includes 7 major outlet structures and 92 culverts (Gisborne District Council, 2018). The river has numerous tributaries, the most influential in terms of the catchments they cover and thus the relatively significant inflow they provide, are the Mahunga (Mangaoai), Whakaahu, and Te Arai, all of which were included within the assessment.

The scheme protects a large number of properties, commercial and community infrastructure, and approximately 10,000 hectares of varying horticultural land across the Poverty Bay floodplain.

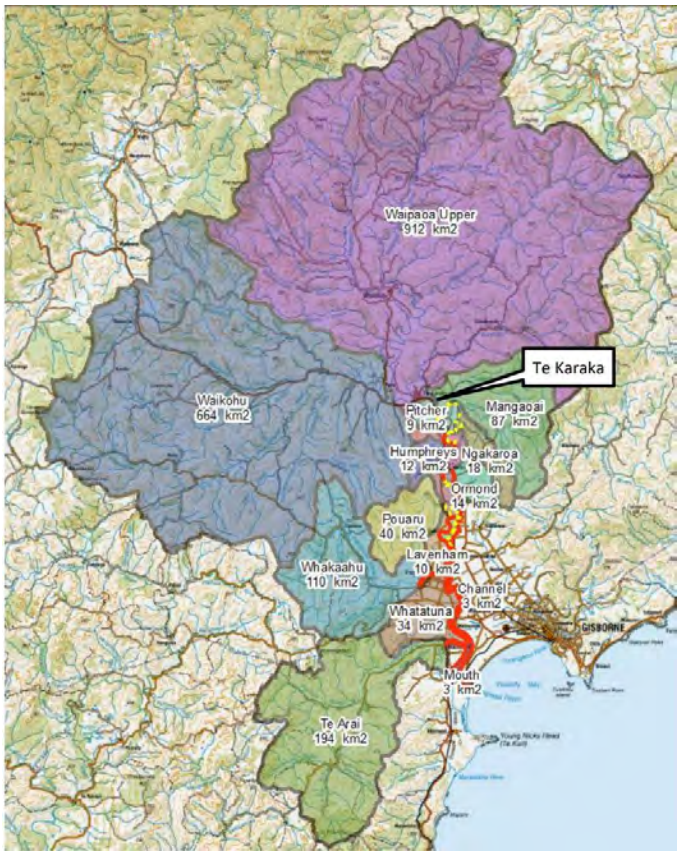

Figure 1. Waipaoa River catchment including tributary catchments (Source: HBRC, 2018).

2.2 Previous Studies

There have been numerous studies undertaken on the WRFCS, ranging from asset condition and performance assessments, to hydraulic modelling and upgrade proposals. In order to perform this risk assessment, a comprehensive review of the previous studies to date needed to be undertaken to gain an understanding of how the scheme has been performing, where known issues and critical locations exist, and what information is available and suitable to inform the performance assessment.

The various reports and documents that have informed this assessment can be found in the *references*. The key reports that have been most useful during the performance assessment are outlined in chronological order below:

- Asset Condition and Risk Assessment, HBRC, 2012 & Update May 2014
- Foundation Condition & Stability of Selected Sections of Waipaoa Stopbanks, LDE, 2014
- Channel Bank & Stopbank Integrity, HBRC, 2013
- Design Flood Hydrodynamic Analysis, HBRC, 2018

2.3 Asset Performance Code of Practice

The Code was developed by New Zealand river managers, with support from Waugh Infrastructure, to assess the overall performance of flood protection assets along a river scheme. The river managers sought a framework that would assess asset performance in a consistent manner across the country.

The Code is a good-practice guideline document which discusses the theory and methodology with regards to asset performance and the assessments, respectively. It comprises a risk-based framework that assesses asset performance in relation to required service levels and standards, whilst considering the potential risks posed to the community. The Code aligns with principles promoted within the International Infrastructure Management Manual (2015), and therefore also the requirements set out in the ISO 55000 (2014) international standards for asset management. Furthermore, a risk-based framework is appropriate under the Resource Management Act (1991).

Sitting alongside, and an intrinsic part of, the Code is the Asset Performance Tool (the Tool). The Tool is the system used to store and analyse data required for each assessment. By applying the Code to individual river schemes using the Tool, the performance of flood protection assets are assessed and an overall performance score derived, in terms of risk, based on the probability of a group of asset failing, and the consequences of said failure.

As defined within the Code, asset performance is expressed by being able to confidently state that there is an appropriate asset for the defined level of service, in an appropriate condition, that will perform reliably. Understanding asset performance and its contribution to the overall risk will highlight those assets, within a system of assets, that contribute most to this risk. This provides a powerful tool in helping to identify critical asset systems, and therefore critical assets within those systems. Understanding which assets are critical is a fundamental aspect of asset management. Figure 2 represents a high-level, schematic breakdown of the Tool, Figure 3 shows the criteria involved with performance assessments.

The Code specifies the overall performance criteria for flood protection assets as:

- Being of adequate capacity;
- Having a high level of intrinsic structural strength; and
- Remaining in an appropriate condition at all times.

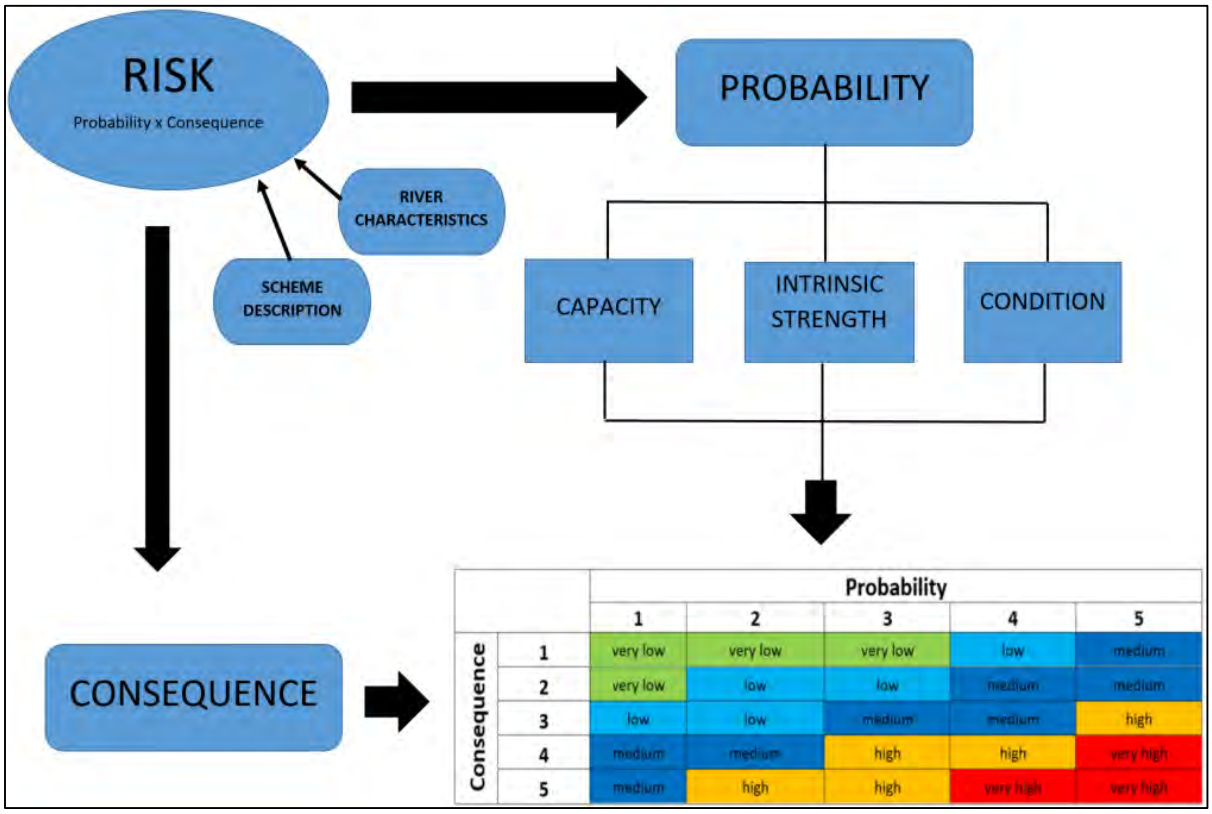

Figure 2. Schematic breakdown of the Code and the performance criteria that make up the framework.

Parameter	Score	Assessment	Resources
CAPACITY	1 – 5	Probability of overtopping failure	Hydraulic Modelling, Surveying
INTRINSIC STRENGTH	1 – 5	Probability of structural failure	Geotech, Design Reports, etc
CONDITION	1 – 5	Probability of condition failure	Annual Condition Assessments
CONSEQUENCE	1 – 5	Consequence of system failure	Flood Hazard Maps, Modelling

Figure 3. Performance criteria involved in the assessment and the various resources used for each component.

2.4 IPS8 Templates

Running in parallel with this project, Waugh Infrastructure have been working with GDC to develop templates that are compatible with the Tool, and which allow data from the performance assessment to be linked with Council's asset management system (IPS8). The data derived from the performance assessment was entered into these templates, and then uploaded and linked to the IPS8 asset management system. Thematic maps were then produced allowing the assessment to be presented spatially through GIS.

The performance data and analysis are stored in the original Tool spreadsheet and this should be used as the master copy. New information should be updated within a copy of this master spreadsheet before transferring to the new templates.

3. Methodology

Although the Code informs the reader how the framework is structured and how the overall performance score is calculated, it is fair to say it is light on specific assessment methodologies covering all performance criteria. This is most likely because there is no one method to assess each component, and the most appropriate method will depend on the context of the river, the elements at risk, and primarily the availability of data.

For each performance component below the methodology implemented by the Consultant is discussed; any modifications from the Code are noted. The reader should interpret this section in conjunction with reference to the original Tool spreadsheet where the analyses have been recorded on additional sheets that are named accordingly.

See Pg 90

3.1 Capacity

The Code advises assessing the capacity of the river channel by considering the probability that the stopbank will be overtopped by a design flood event. This is estimated based on the amount of available freeboard (AFB) relative to the design freeboard (DFB). For example, what is the probability that the stopbank in question will be overtopped from a 1% AEP event. The equations used for this calculation are presented in Figure 4.

Score	Probability of Occurence	Current Probability of Condition Based Occurence	Score Expressed As Condition	Probability of Overtopping
1	Rare	>20 years	Very Good Condition	AFB > 1.5 * DFB
2	Unlikely	Within 10-20 years	Good Condition	AFB >=1.25 * DFB
3	Possible	Within 6-10 years	Adequate Condition	AFB = 1.0 * DFB
4	Moderate	Within 3-5 years	Poor Condition	AFB<= 0.75 * DFB
5	Likely/Almost Certain	Within 1-2 years	Very Poor Condition	AFB < 0.5 * DFB

Figure 4. Various probability scoring descriptions extracted from the Code.

To use these equations largely depends on the availability of a DFB. Two other methods were presented to GDC, however as the Waipaoa River has a DFB available for the entire length of stopbanks, the above equations were used for the assessment.

The outputs of the hydrodynamic model (HBRC, 2018) provide peak flood levels at each benchmark. These levels in conjunction with cross-section surveys were used to calculate the amount of AFB, and thus the corresponding probability of overtopping using the equations in Figure 4. However, each benchmark is roughly 500-800m apart, meaning that the capacity of the river would only be assessed at a coarse level, and would not account for any potential low spots and/or settlement between benchmarks. Therefore, with support from Council's GIS department, new point features were created at 20m intervals along the stopbank crest. Then, relative ground levels were extracted from high-resolution LiDAR (2019), and peak flood levels for the 1% AEP event were extracted from either the same point feature or the nearest value (in locations where the stopbank was not overtopped). The point with the smallest freeboard within each segment was used for the capacity assessment. This produced a more representative analyses of capacity along the length of the stopbank in lieu of just using levels at each benchmark. Anomalies encountered were reviewed and then removed where necessary. Error still remains in using the LiDAR and this is discussed in Section 7. Results are discussed in Section 4.1.

3.2 Intrinsic Strength

Within the Code, the assessment of the intrinsic strength of a stopbank is broken down into a further three components representing various overarching failure modes; they are:

- Foundation softening
- Instability
- Seepage

Each component is scored 1-5 which is based on the probability of the stopbank failing through each failure mode (1 = Rare; 5 = Almost Certain). Failure of any of these components will result in failure of the system, therefore the peak of these scores is taken forward as the overall score for intrinsic strength. The probability of failure through intrinsic strength is assessed for each stopbank segment. The Code does not prescribe a particular method for calculating the probability of failure, but suggests using geotechnical reports to obtain a score. It is somewhat common for geotechnical reports to use probabilities of failure with regards to stopbanks failing, but not every report does. Although the geotechnical reports available for the Waipaoa River do not provide probabilities of failure, they do provide very good information on foundations and (in)stability.

Without probabilities of failure to use from the geotechnical investigations, an appropriate methodology for each intrinsic strength component was implemented. This was in order to remove as much subjectivity out of the analyses as possible. Each methodology is outlined in the following sections, and for context the reader should refer to the original Tool spreadsheet to see the calculations used (sheet 'Intrinsic Strength'). Results are discussed in Section 4.2.

See Pg 90

3.2.1 Foundation softening

For assessing the probability of foundation softening for each stopbank segment, every Cone Penetrometer test (CPT) and hand auger (borehole) sample from the geotechnical investigations (LDE, 2013) was analysed. If a soft and/or permeable layer was present in the sample, the undrained shear strength of this layer was assessed against the NZ Geotechnical Society Inc (2005) field guide sheet (Figure 5) for cohesive soils. A score of 1-5 was assigned based on the undrained shear strength as per Table 1.

CONSISTENCY TERMS FOR COHESIVE SOILS

Descriptive Term	Undrained Shear Strength (kPa)	Diagnostic Features
Very soft	< 12	Easily exudes between fingers when squeezed
Soft	12 – 25	Easily indented by fingers
Firm	25 – 50	Indented by strong finger pressure and can be indented by thumb pressure
Stiff	50 – 100	Cannot be indented by thumb pressure
Very stiff	100 – 200	Can be indented by thumb nail
Hard	200 – 500	Difficult to indent by thumb nail

Figure 5. Consistency of cohesive soils (Source: NZGS 2005)

Table 1. Undrained shear strength and associated performance score (adapted from NZGS 2005).

Performance Assessment Score	Undrained Shear Strength (kPa)
1	>100
2	51-100
3	26-50
4	12-25
5	<12

An override function was provided for specific, ad-hoc encounters, for example an old river loop, that would not be picked up in the soil tests. If the override score was higher than the undrained shear strength score, the former took precedence. For segments where no tests are available a score was inferred from adjacent soil tests or otherwise a default score of 3 (possible failure) assigned accompanied by a corresponding data confidence score (refer Section 7).

3.2.2 Instability

For assessing instability, two individual analyses were performed, and the peak score was taken forward as the overall score for instability.

Firstly, every Scala-penetrometer test from the geotechnical investigation (LDE, 2013) was analysed. The predominant strength within the stopbank based on the penetrometer test logs and strength chart (Figure 7) was used to obtain a score compatible with the assessment (e.g. from 1-5), as per Table 2.

Table 2. Scala-penetrometer test strength and performance score.

Performance Score	Strength chart	Descriptive Term
2	Ultimate Bearing Capacity	>300kPa
4	Low Strength	1-2 blows/50mm
5	Very Low Strength	<1 blows/50mm

Secondly, slope stability for each stopbank tested was assessed based on the minimum factors of safety derived from stability analysis carried out by LDE during their geotechnical investigations (Figure 6). The numerical analysis included assessments of the slope stability under likely 'worst case groundwater conditions' and 'extreme groundwater conditions' (full saturation). The minimum Factors of Safety (FoS) used were ≥1.5 for long-term groundwater conditions and ≥1.2 for extreme groundwater conditions. Based on an email conversation between HBRC and LDE (Objective Ref: zA33274) "extreme groundwater conditions can be considered to be very extreme. This is where the stopbank and all the ground beneath it are fully saturated". Results from Figure 6 were used to obtain a score compatible with the assessment, as per Table 3.

Table 3. Minimum Factors of Safety for slope stability and performance score.

Performance Score	Minimum Factor of Safety	
	Long-term Groundwater Conditions	Extreme Groundwater Conditions
2	≥1.5	≥1.2
4	<1.5	<1.2

	Minimum factors of safety				
Section	Design	Extreme	Yield accel (g)	ULS disp. (mm)	SLS disp (m)
1A Left Bank	4.3	3.5	0.37 (bank)	1 to 2	0
1B Left Bank	6.8	2.7	0.37	1 to 2	0
3A Left Bank	2.1 (bank)	1.4 (bank)	0.25	216 to 345	0
3D Left Bank	2.3	1.4	0.33	16 to 25	0
3C Left Bank	2.0	0.9 (bank)	0.30	52 to 83	0
2A Left Bank	3.6	1.9	0.27(bank)	129 to 206	0
5-6 Left Bank	7.5	2.5	0.3 (bank)	52 to 83	0
2A Right Bank	3.9	1.9	0.43	0	0
2B Right Bank	5.7	2.9	0.6	0	0
1A Right Bank	1.9	1.2	0.25 (bank)	216 to 345	0
3A Right Bank	2.2 (bank)	1.4 (bank)	0.31 (bank)	36 to 58	0

Figure 6. Slope stability analysis results from LDE report (2013).

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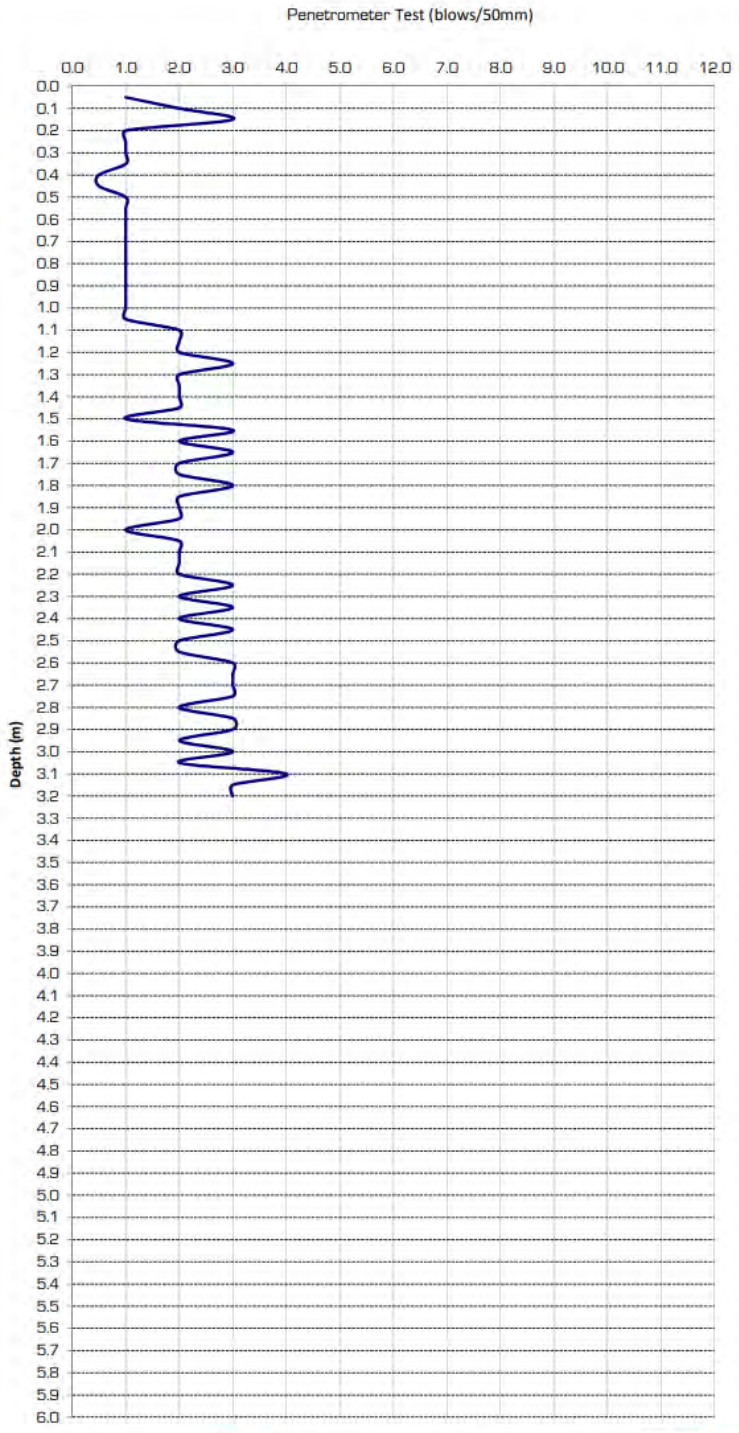
PENETROMETER TEST LOG

PENETROMETER TEST No: P14

Client: Gisborne District Council	**Project:** Waipaoa Stop Bank Investigation	**LDE Project No.:**	10889
Project Location: Waipaoa River	**Test Location:** Section 5-6, 80m from Peg 40 toward Peg 41	**Test date:**	22/11/2013
Co-ordinates: 2938613 mN 6282788 mE	**Test method:** Dynamic Penetrometer	**Tested by:**	NM

Depth (m)	Blows/50mm	Density	Depth (m)	Blows/50mm	Density
0.05	1.0	L	3.00	3.0	L-MD
0.10	2.0	L	3.05	2.0	L
0.15	3.0	L-MD	3.10	4.0	MD
0.20	1.0	L	3.15	3.0	L-MD
0.25	1.0	L	3.20	3.0	L-MD
0.30	1.0	L	3.25		
0.35	1.0	L	3.30		
0.40	0.5	VL	3.35		
0.45	0.5	VL	3.40		
0.50	1.0	L	3.45		
0.55	1.0	L	3.50		
0.60	1.0	L	3.55		
0.65	1.0	L	3.60		
0.70	1.0	L	3.65		
0.75	1.0	L	3.70		
0.80	1.0	L	3.75		
0.85	1.0	L	3.80		
0.90	1.0	L	3.85		
0.95	1.0	L	3.90		
1.00	1.0	L	3.95		
1.05	1.0	L	4.00		
1.10	2.0	L	4.05		
1.15	2.0	L	4.10		
1.20	2.0	L	4.15		
1.25	3.0	L-MD	4.20		
1.30	2.0	L	4.25		
1.35	2.0	L	4.30		
1.40	2.0	L	4.35		
1.45	2.0	L	4.40		
1.50	1.0	L	4.45		
1.55	3.0	L-MD	4.50		
1.60	2.0	L	4.55		
1.65	3.0	L-MD	4.60		
1.70	2.0	L	4.65		
1.75	2.0	L	4.70		
1.80	3.0	L-MD	4.75		
1.85	2.0	L	4.80		
1.90	2.0	L	4.85		
1.95	2.0	L	4.90		
2.00	1.0	L	4.95		
2.05	2.0	L	5.00		
2.10	2.0	L	5.05		
2.15	2.0	L	5.10		
2.20	2.0	L	5.15		
2.25	3.0	L-MD	5.20		
2.30	2.0	L	5.25		
2.35	3.0	L-MD	5.30		
2.40	2.0	L	5.35		
2.45	3.0	L-MD	5.40		
2.50	2.0	L	5.45		
2.55	2.0	L	5.50		
2.60	3.0	L-MD	5.55		
2.65	3.0	L-MD	5.60		
2.70	3.0	L-MD	5.65		
2.75	3.0	L-MD	5.70		
2.80	2.0	L	5.75		
2.85	3.0	L-MD	5.80		
2.90	3.0	L-MD	5.85		
2.95	2.0	L	5.90		



Notes: Density classification based on NZ Geotechnical Society Field Description for Soil and Rock
Effective friction angles are indicative only and are based on SPT-penetrometer correlations
Strength chart indicative only

Very low strength ground <1 blow per 50mm
Low strength ground 1 to 2 blows per 50mm
Ground with ultimate bearing capacity of at least 300kPa

ACENZ

Figure 7. Example Scala-penetrometer test log with associated strength chart (blows/50mm) (LDE, 2013).

3.2.3 Seepage

For assessing seepage, two approaches were taken.

- Firstly, geotechnical investigations (GHD, 2020);
- Secondly, CCTV culvert inspections.

Whilst the Consultant undertook the performance assessment at GDC, a geotechnical investigation completed by GHD (2020) was submitted for review. The geotechnical investigation assessed the seepage conditions and slope stability for a new stopbank design for a 'typical stopbank section' of the Waipaoa River. The report summarised that:

- The seepage model did not show seepage through the stopbank during the modelled flood events, indicating that the stopbank materials adequately mitigate seepage during flood conditions;
- The original stopbank configuration showed similar results in the seepage model to the improved stopbank configuration;
- Due to the lack of seepage exiting through the face or toe of the stopbank and the fine-grained nature of the stopbank fill and foundation soils, piping is not considered a significant risk.

The Consultant therefore used this analysis to assess the probability seepage failure. The reader is directed to the GHD report to acknowledge the limitations and assumptions contained within the report (GHD, 2020).

Whilst the GHD study provided indicative information on seepage conditions for typical sections of stopbank, there are clearly variations in soil conditions both laterally and vertically. Therefore, the GHD report was used to assign a score for seepage, accompanied by a corresponding confidence score (refer Section 7) where the location of the stopbank is not within the vicinity of the study area.

Also worth noting is the fact the geotechnical investigations did not include the influence culverts have on seepage through stopbanks. Throughout the extent of the scheme assessed, there are 64 culverts which run through stopbanks spanning 29 segments. The presence of culverts within a stopbank results in a residual risk of seepage simply due to their presence and the possibility of preferential seepage paths. This residual risk is influenced by the physical condition of the culverts through the stopbank. Therefore, where a segment contains a culvert through the stopbank, the condition of the culvert is taken as proxy for the probability that the stopbank will fail due to seepage. Where there are multiple culverts running through the segment, the peak score takes precedence. Presence of multiple culverts increases the residual risk for that particular segment.

For segments that contain a culvert running through the stopbank, internal CCTV inspections were reviewed to confirm the condition of these structures. If no CCTV is available for a culvert, a default score of 3 is assigned accompanied by a corresponding data confidence score in the information, to account for unknown risks.

3.2.4 Engineering Integrity Assessment

In addition to the above assessments, on Tuesday 28th January the Consultant undertook an Engineering Integrity Assessment (EIA) across 10 sites along the Waipaoa River, that have previously been deemed 'critical' locations (HBRC, 2014) and formed the basis of the previous geotechnical investigations. The EIA consisted of thoroughly inspecting each stopbank for the following engineering integrity issues:

- Slope stability
- Crest degradation
- Cracking and/or fissuring
- Scouring and/or undermining
- Seepage

In relation to the intrinsic strength components within the Code, the first four issues relate to instability, and the last issue relates to seepage; foundation softening did not form part of the EIA. A methodology was set up incorporating a series of questions for each issue, which resulted in either a red, amber or green status, depending on the answers to the questions. A recommended response was provided for all amber and red alerts, as well as any general comments. An example for slope stability is replicated below (Table 4).

Table 4. Example process for assessing slope stability and engineering integrity issues in the field.

Site Location	Question	Yes	No
WP-WAIPA-6310R	Is there evidence of slips in a slope, including steps in the slope or bulging at the toe, which are affecting the stability of the stopbank?	Move to Q2	No issue
	Are the slips a regular feature along the length of the stopbank? Are the slips related to previous silt deposits without causing the stability of the stopbank under threat?	No issue	Move to Q3
	Are the slips threatening the stability of the stopbank in the short term or is there evidence of movement, a significant step in slope and/or bulging at the toe?		

In order to align the EIA with the performance assessment, the red, amber and green alerts were converted into a score from 1-5 as per Table 5.

Table 5. Alert status and related performance score.

Status	Performance Assessment Score
Green	2
Amber	4
Red	5

The scores were then integrated within the overall intrinsic strength assessment. If for example, the seepage score in the EIA possessed a higher score than the initial seepage analyses the former would be used. Likewise for the instability issues. To view the analyses, please refer to the original Tool spreadsheet (sheet 'Intrinsic Strength' and 'Culverts' and 'Engineering Integrity'). A summary of the results is presented in Section 4.2.4.

See Pg 90

3.3 Condition

Similar to intrinsic strength, condition is broken down into further components reflecting the different asset types present along a cross section of the river channel. These comprise the: channel, active edge, active edge assets, berm, stopbank surface, and structures within stopbanks. These are displayed in Figure 8. Each asset is scored between 1 and 5 using an asset inspection guide, which reflects its current physical condition (1= Very Good; 5 = Very Poor). The overall condition is not as simple as the average condition of all the asset types, nor is taking the peak of these scores truly representative of the overall condition of the segment. Thus, a calculation methodology is used to attain an overall score for condition by establishing a base level of condition involving the peak score (Refer to page 39 of the Code).

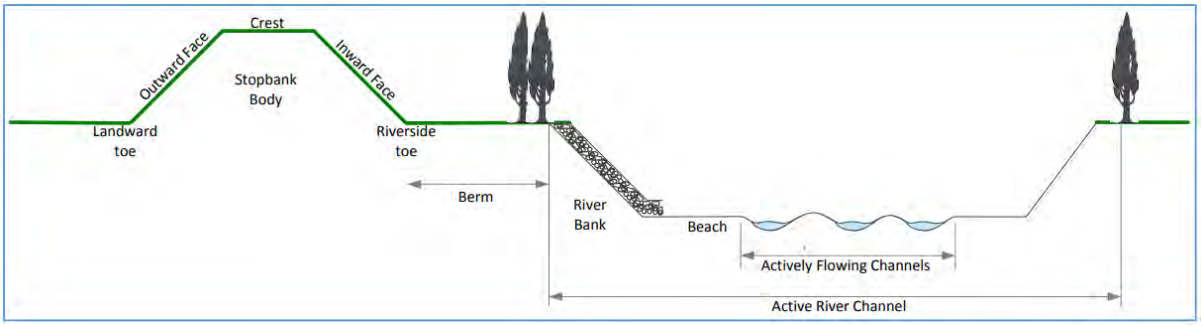


Figure 8. Typical asset types found at a river cross-section.

At the request of GDC, the condition component of the performance assessment is to be completed in-house. Therefore, it has not been included within the scope of this assessment and consequently does not feature within this report as it was not completed at the time of writing. The Consultant provided asset inspection training and developed a draft *Asset Inspection Guide* for GDC staff to use in the field.

It is recommended that GDC should update the performance assessment with condition data when available. Any changes in risk should be recorded, and the reason for that change examined. If any changes in risk increase to high, then the associated asset(s) causing the change should be investigated immediately and appropriate actions programmed accordingly.

> Recommendation #1: Update the performance assessment with new information when available.

See Pg 91

3.4 Consequence

For assessing consequences of failure, there is no prescribed method within the Code. There is reference to corporate risk frameworks, the Dam Safety Guidelines, and an example consequence risk matrix (Figure 9) from the International Infrastructure Management Manual (IPWEA, 2015). The New Zealand River Manager's Asset Performance User Group[3] agreed, in order to ensure consistency across the country, that each region would use the example consequence risk matrix within the Code. The core of the framework is appropriate, however it seems the dollar values are not fit for purpose for the consequences of flooding. This was confirmed in October 2018 when the Consultant has a conversation with the gentleman (Ian Martin, AECOM) that authored the section of the IIMM containing the consequence risk matrix. The Consultant was warned that this particular consequence risk matrix was developed for water supply in Hong Kong, and thus may not be fit for purpose in the context of these assessments.

Consequence			Impact (Risk)				
TBL Aspect	Description	Weight	1 Insignificant (<$2,000)	2 Minor ($2,000-$20,000)	3 Severe ($20,000-$100,000)	4 Major ($0.2M- $2M)	5 Catastrophic (>$2M)
Social	Safety & Health	5	Negligible injury	Minor injury Medical attention required.	Serious Injury Hospitalisation required.	Loss of life ($0.2M- $2M)	Multiple loss of life or city-wide epidemic (>$2M)
	3rd Party Losses	3	Minimal liability for consequential loss	Liability for consequential loss	Liability for consequential loss -($20,000-$100,000)	Liability for consequential loss	Liability for consequential loss - (>$2M)
	Loss of Service- Extent/ Duration	4	Small number of customers experiencing minor service disruption	Significant service disruption affecting small number of customers	Significant localised disruption over extended period ($20,000-$100,000)	Major localised disruption over extended period ($0.2M- $2M)	Major long term city wide service disruption
	Corporate Image	3	Event only of interest to individuals Nil effect or community concern	Minor community interest Local media report	Public community discussion Broad adverse media coverage	Loss of confidence in Council National publicity Public agitation for action	Public investigation International coverage. Management changes demanded
Environmental	Environment	5	Negligible impact Reversible within 1 week	Material damage of local importance. Prosecution possible. Impact fully reversible within 3 months	Serious damage of local importance Prosecution probable. Impact fully reversible within 1 yr	Serious damage of national importance Prosecution expected. Impact reversible within 5 yrs	Serious damage of national importance Prosecution. Long term study. Impact not fully reversible
Economic	Business Costs (Total Recovery)	3	Total direct revenue loss & cost to restore service	Total direct revenue loss & cost to restore service	Total direct revenue loss & cost to restore service	Total direct revenue loss & cost to restore service	Total direct revenue loss & cost to restore service

Figure 9. Consequence risk matrix extracted from the Code (page 22).

The Tool does encourage and enable customisation of several functions within the Code, one of which is the consequence element. However, in doing so would hinder the ability to accurately benchmark assessments across the country, one of the drivers for initially developing the Code. Based on previous national workshops, it is apparent that regions have not altered the consequence matrix but they have not taken the dollar values as absolute. A conversation needs to be had about what to do here. Nationally, one side of the coin makes sense to have one consistent matrix to enable benchmarking across the country, but regionally the other side makes sense to adjust dollar values, to be fit for purpose and align with the corporate risk policy for each region. The Consultant suggests, depending on available resources, that assessments are completed with both scenarios. It would not be too laborious to adjust the consequences to obtain both a national assessment and a regional assessment.

[3] The Asset Performance User Group was formed in order to facilitate the development of the Code and associated Tool. It was formed in September 2017.

As previously mentioned, there is no one specific way to undertake a performance assessment, and this is particularly true for the consequence assessment. Based on the literature (Jonkman et al; 2008; McLuckie et al; 2018), the most common methods for assessing consequences of flooding is based on undertaking a flood damage assessment and calculating the average annual damages incurred from a design flood event, for example the 1% AEP event. The amount of flood damage a community suffers is directly proportional to the number of residential and commercial properties in the floodplain, and the depth of flooding these properties suffer as a result of the inundation. In addition to the depth of inundation, the velocity of floodwaters has an additional effect on the potential structural damage to a building.

The GDC do not currently have any up to date flood hazard maps with available depths and velocities to estimate flood damages. They do currently have flood maps related to the 1988 Cyclone Bola event with empirical analyses estimating +10% (Peacock and Atapattu, 1996). However these are 25+ years old, do not account for changes in the floodplain, and lack the high-resolution flood depth data required for calculating flood damages. In April 2017 there was a flood hazard mapping workshop facilitated by HBRC to discuss improving the existing flood hazard mapping (Objective Ref: A762481), however no maps have been produced at the time of writing. Following discussions with Nick Gordon (GDC), later this year work has been programmed to progress the flood hazard maps, including breach scenarios. It is recommended that the flood hazard maps should be progressed. When these are available, the consequence assessment should be updated, and risk profile reviewed.

To complete the flood risk analysis however, a consequence assessment of some nature must be completed. Following discussions with GDC, and in acknowledgement of the programmed works planned later in 2020, it was agreed to perform a very high-level consequence assessment in a relatively short space of time (<2 days). In order to reduce the amount of subjectivity involved with assigning a 1-5 consequence score to each segment without accurate flood hazard maps, a simple methodology was implemented. This consisted of series of questions relating to the estimated number of properties damaged, whether any critical infrastructure would be flooded, and whether any environmental or cultural sites would be impacted. A score of 1-5 was assigned corresponding to the estimated number of properties damaged (Table 6); if any critical infrastructure of environmental/cultural sites were impacted then the score was increased by 1 or automatically assigned a score of 4, whichever produced the highest score (to a maximum score of 5). Please refer to original Tool spreadsheet to view the analysis (sheet 'Consequence'). A summary of the results is presented in Section 4.4.

Table 6. Consequence scores relating to the number of properties damaged from a design flood event.

Consequence Score	No. of Properties Damaged
1	Minor damage
2	Several houses damaged
3	1-3 houses destroyed and some damaged
4	4-49 houses destroyed and several damaged
5	>50 houses destroyed

See Pg 91

4. Results

The results from the performance assessment, as of 11/02/2020, are summarised by performance element below, and accompanied with the corresponding thematic map. The thematic maps are collated together in Appendix 1. An overall summary of risk is discussed in Section 4.5. Any recommendations referenced are discussed in more detail in Section 7. Consideration should be given to any updates to the assessment being included as an addendum to this report.

See Pg 91

4.1 Capacity

The probability of a stopbank overtopping from the 1% AEP design event (4500m³/s), as per the equations and descriptions in Figure 4, are presented by the thematic map in Figure 10, and summarised in Table 7. The percentage of segments almost certain to be overtopped, whether wholly or in part, is 23%. This converts to 22 out of 94 segments within the extent of the scheme assessed. Note some segments do not contain stopbanks, these areas were not assigned a score and do not feature in the summary below. Other areas do not have data available for assessment (e.g. some segments on the Whakaahu tributary), these areas were assigned a score of 3 (possible) accompanied by an appropriate confidence score.

Table 7. Probabilities of overtopping proportional to total number of stopbank segments assessed.

Probability of Overtopping	No. of Segments	%
1 – Rare	33	35
2 – Unlikely	12	13
3 – Possible	10	11
4 – Moderate	17	18
5 – Almost Certain	22	23
Total	94	100

Refer to Appendix 2 for a detailed analysis on the locations 'almost certain' to overtop.

Note the effects of the new stopbank upgrades have not been included within the modelling as construction took place after the former was completed. The new stopbank has been built to a design standard of 1% AEP + 25% to account for the effects of climate change out to 2090 (HBRC, 2018), plus 600mm freeboard. There is no doubt that this will influence peak flows and volumes for areas downstream (and upstream) of this new stopbank during a 1% AEP design flood event for the existing design (4500m3/s). The stopbanks in said areas can expect to be under more load and there will likely be a higher probability of overtopping. However, these effects are not quantified within this assessment as no data is available, but should be acknowledged.

There is inherent uncertainty with regards to assessing the probability of overtopping. The reader is directed to the hydrodynamic model to understand the uncertainties present within the model itself. For more information on uncertainty and error within the capacity assessment, refer to Section 6. The latest model used LiDAR data from 2005, this information is all that was available at the time, however now there is high resolution LiDAR from 2019. It is recommended that the model is updated with the latest LiDAR (Recommendation 1 & 4).

There are numerous areas overtopping during the 1% AEP design event. The most obvious being around the Railway and Matawhero bridges, around the Whakaahu confluence, and multiple locations upstream of Ormond, among other isolated locations on the river.

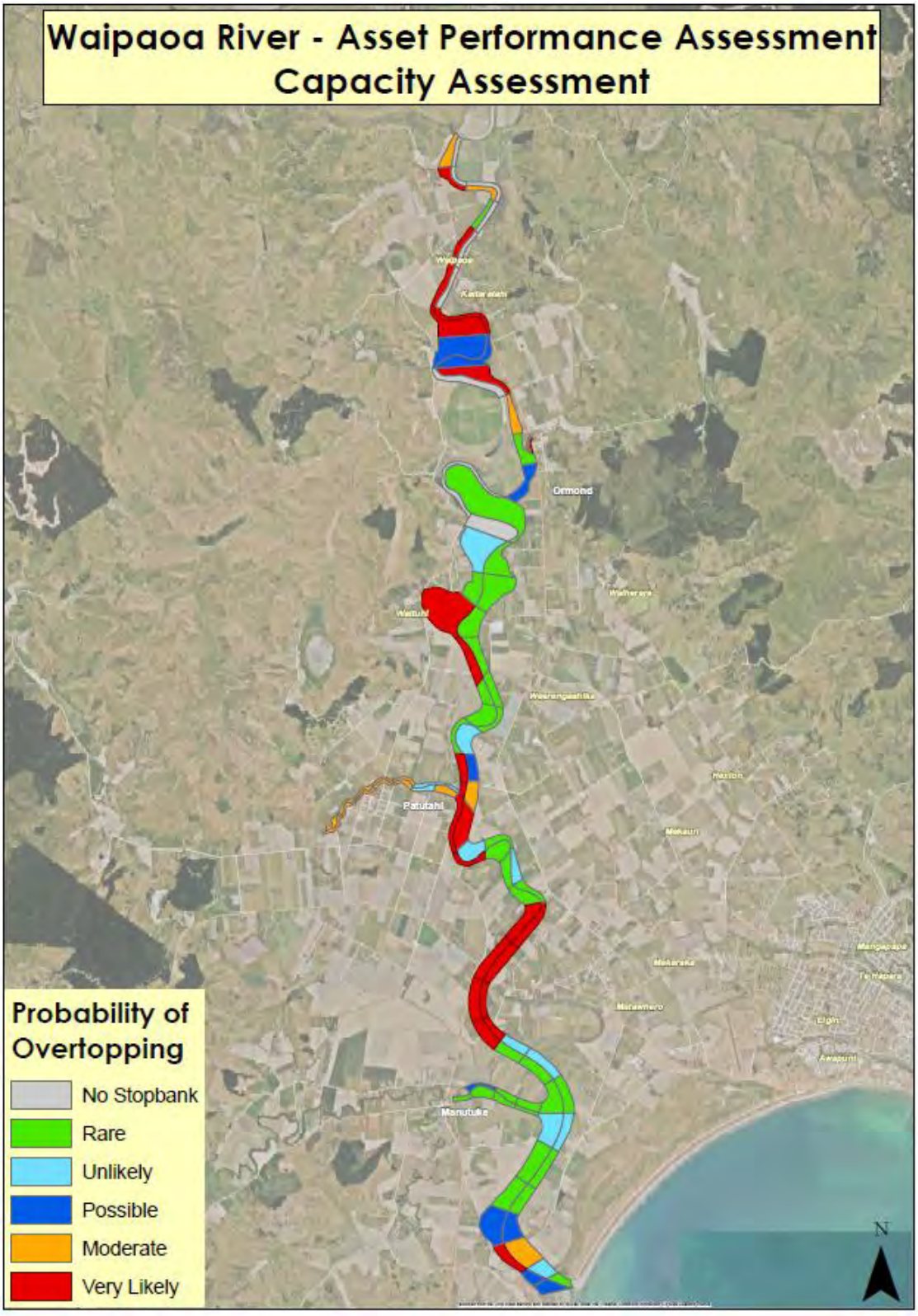


Figure 10. Asset performance assessment thematic map for the condition analysis.

See Pg 92

4.2 Intrinsic Strength

The overall probability of failure due to the intrinsic structural strength of the stopbanks is presented by the thematic map in Figure 11 and summarised in Table 8. The percentage of segments with an almost certain (5) chance of failure because of intrinsic strength is 12%. This converts to 12 out of 94 segments within the extent of the scheme assessed.

Table 8. Probability of failure scores proportional to total number of stopbank segments assessed.

Probability of Failure	No. of Segments	%
1 – Rare	0	0
2 – Unlikely	22	23
3 – Possible	19	20
4 – Moderate	41	44
5 – Almost Certain	12	13
Total	94	100

A quick sensitivity analysis was undertaken to understand the influence that the data confidence scores have on the overall performance score for intrinsic strength. Table 9 presents the results, and it is clear that a poor data confidence score can downgrade the overall performance score. Without data confidence scores applied the number of segments 'almost certain' to fail decreased by 50% from 12 segments to 6, and the number of stopbank segments with a moderate chance of failing decreases by 30%, from 43 segments to 15.

Table 9. Probability of failure scores, without data confidence score applied.

Probability of Failure (without confidence)	No. of Segments	%
1 – Rare	0	0
2 – Unlikely	22	23
3 – Possible	51	54
4 – Moderate	15	16
5 – Almost Certain	6	6
Total	94	100

This highlights the need for more or better quality information, in order to be confident with the information and probabilities of failure. In this instance, more geotechnical information would be required. It is recommended that in any areas of medium (3) to high (5) consequence, where geotechnical information does not currently exist, that these investigations are planned and programmed. However, these investigations may not be cost-effective when the stopbanks are planned to be upgraded within 10 years. In these instances, GDC need to make a based on the area in question, the risk involved, and the time until the stopbanks are upgraded.

Several locations are almost certain to fail through intrinsic strength. A number of these locations have been identified through the engineering integrity assessment (Appendix 5). Other locations are based on the geotechnical investigations. Some areas with a moderate chance are due to a lack of, and low confidence in, data for the assessment. Some areas are due to the number and/or condition of culverts through the stopbank.

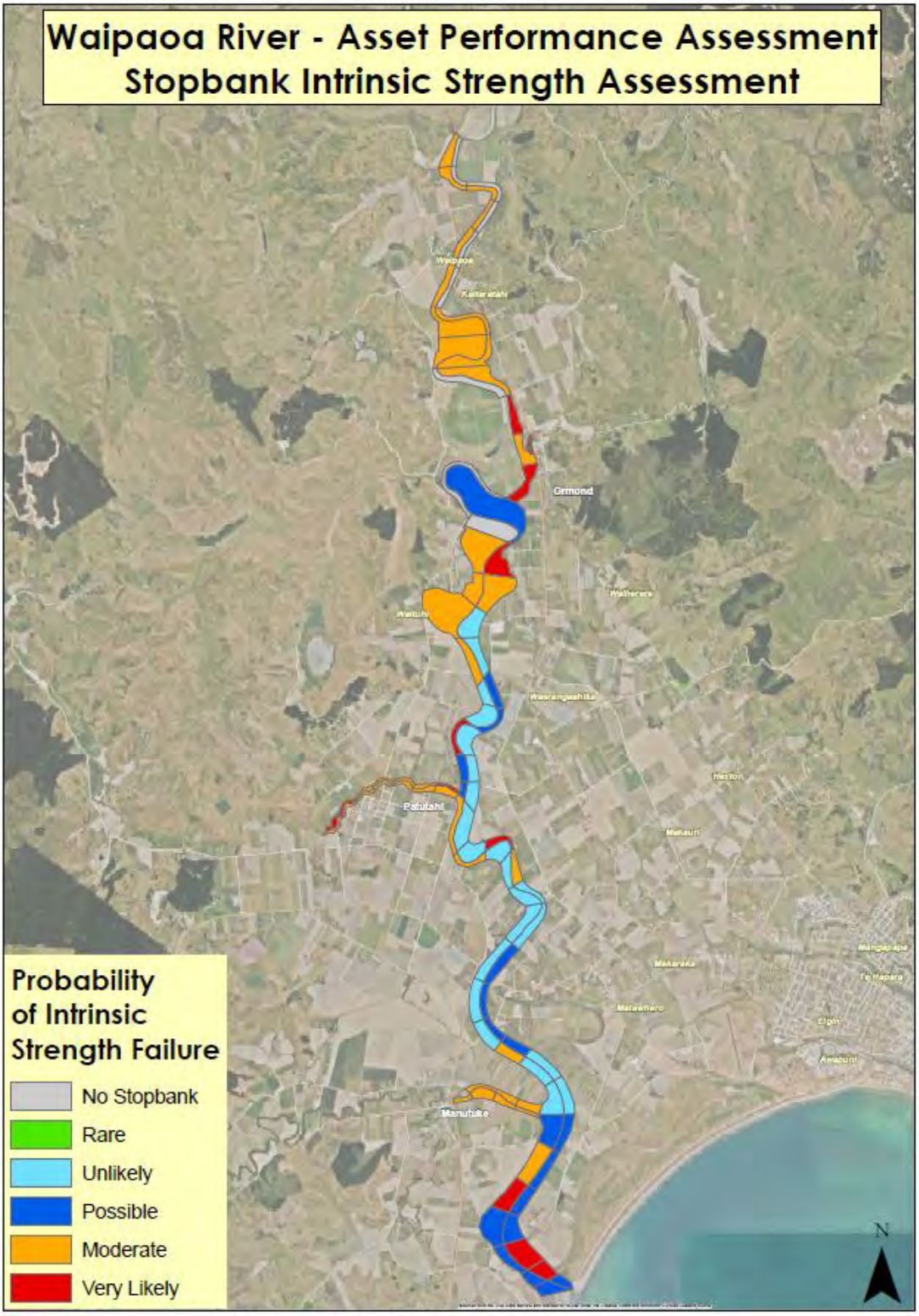


Figure 11. Asset performance assessment thematic map for the intrinsic strength analysis.

4.2.1 Foundation

For the segments included within the geotechnical investigations (LDE, 2014), generally the foundations are sound under non-seismic conditions. However, there are two particular areas of concern that the Consultant considers 'hotspots'.

Starting downstream, the first hotspot is located on the true right bank 2km upstream of the rail bridge; at adjacent segments: WP-WAIPA-02440R and WP-WAIPA-03130R (Figure 12). In this location there are very low strength clays 2-4.4m depth (LDE, 2014). Sand boils have also previously been located in this vicinity in April 2009 after an earthquake event (Gordon, 2020). Furthermore, following an Engineering Integrity Assessment a drainage ditch was located approximately 6m from the stopbank toe. Refer to Appendix 5 for more discussion on this.

There is inherent risk in this area because not only do the sand boils and drainage ditch present a risk to further foundation softening, there is typically a high groundwater table in this area, in addition to evidence of an oxbow scar adjacent to the stopbank. Furthermore, the geotechnical investigations demonstrate that alluvium is much thinner near the river mouth compared to upstream, and this shallow alluvium overlies sand deposits that possess a higher liquefaction potential and lower bearing capacity (LDE, 2014).

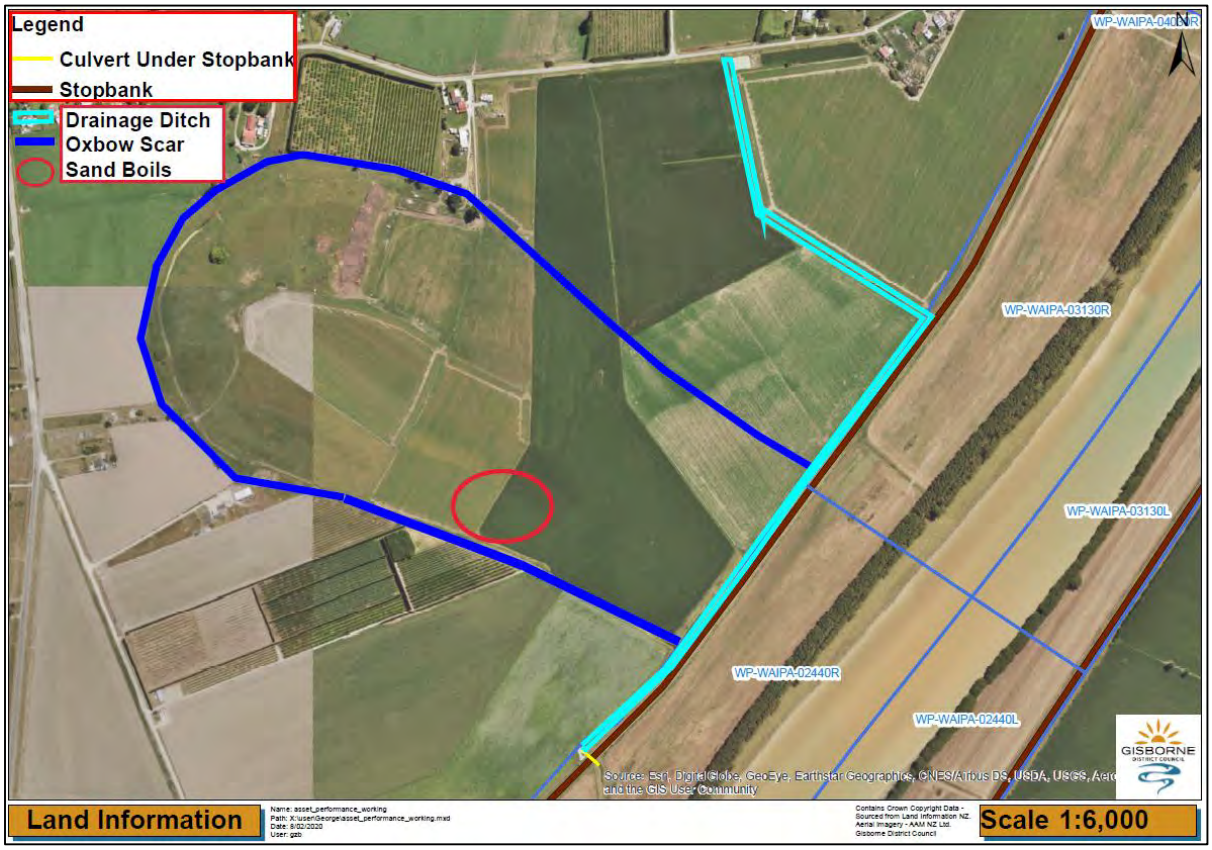


Figure 12. Hotspot location for foundation softening; WP-WAIPA-02440R to WP-WAIPA-03130R.

The second area of concern is located on the Mahunga stream, downstream of SH2 before the confluence with the Waipaoa River (Figure 13). A geotechnical investigation (GEOSOLVE, 2019) that thoroughly inspected the concrete floodwalls in this area, highlighted that there is a highly permeable sand layer that coincides with the base of the wall's key. Although this technically is not related to the foundation material of the stopbank, it certainly does create some cause some concern. Especially when it is combined with the poor condition of the culverts in this area, and evidence of slumping and trees within the stopbank.

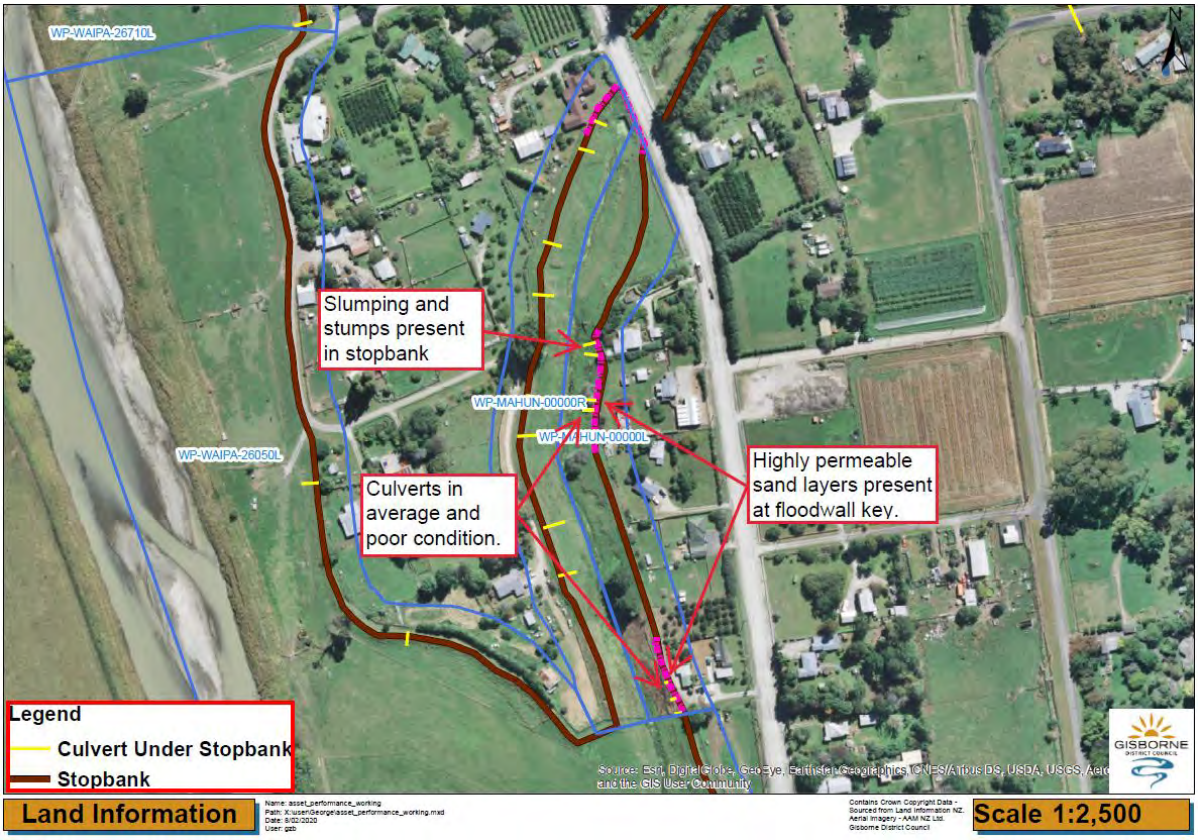


Figure 13. Hotspot location for foundation softening on the Mahunga tributary (WP-MAHUN-00000L), just upstream of the confluence with the Waipaoa.

Finally, there are areas along the Waipaoa River, including the three main tributaries, where no geotechnical information is currently available. Due to the nature of the Waipaoa's geological setting no deep geotechnical information is available, and the underlying alluvium is likely to be highly variable in composition both laterally and vertically. Where no geotechnical information exists, a decision needs to be made on whether to schedule geotechnical investigations or wait until stopbank upgrade.

4.2.2 Instability

For the segments included within the geotechnical investigations (LDE, 2014), there is really useful information available, however this only covers 29/94 segments (30%) that contain stopbanks. The geotechnical analyses indicates that the stopbanks investigated show high levels of stability under groundwater levels even up to 'extreme' conditions, as well as during simulated effects of rapid drawdown. There are 4 segments that should be acknowledged by GDC as potential hotspots due to their instability, however these all relate to liquefaction potential and therefore are not included within this assessment.

Following a cursory desk-top inspection using Council's mapping service, 4 segments have been flagged as having potential instability issues due to the proximity of the river to the stopbank; 1 is located on the Te Arai Stream, and 3 on the Whakaahu. There is no geotechnical information available for these tributaries.

Lastly, based on recent geotechnical investigations (GEOSOLVE, 2019) an additional segment has been included in the list of hotspot locations for instability. The investigations identified slumping of the stopbank, as well as dead and alive trees within the stopbank. Refer to Figure 13 for reference.

The above instability issues are summarised in Table 10 below.

Table 10. Summary of hotspot locations related to instability issues.

Segment	Probability Score	Issue
WP-TEAR-01010R	4	Risk of erosion to stopbank toe/foundation
WP-WHAK-00000L	4	Risk of erosion to stopbank toe/foundation
WP-WHAK-02490L	4	Risk of erosion to stopbank toe/foundation
WP-WHAK-02990L	4	Risk of erosion to stopbank toe/foundation
WP-MAHUN-00000L	5	Permeable foundation, stopbank slumping and trees

4.2.3 Seepage

Recent geotechnical investigations undertaken by GHD (2020) summarised that the original stopbank configuration showed similar results in the seepage model to the improved stopbank configuration, in that seepage was not observed through the stopbank structure or foundation. However, the analyses did not include the influence of culverts running through stopbanks. For stopbanks that do not contain culverts, it has been assumed there are no significant risks of seepage, however this is accompanied with an appropriate confidence score in those assumptions.

For stopbanks that do include culverts, any available internal CCTV inspections were reviewed, and the physical condition of the culverts taken as proxy for the probability of seepage failure. Numerous hotpots have been located in relation to the poor condition of culverts and subsequent risks of seepage failure. These are summarised in Tables 11 and 12.

Table 11. Culvert condition

Condition	Tally
Very Good	1
Good	8
Average	14
Poor	18
Very Poor	2
Not Inspected	49
Total	92

For segments that contain culverts without CCTV inspections available, a default score of 3 was assigned, accompanied by an appropriate data confidence score. It is likely that these segments will flag up. The complete results of the CCTV inspections can be found in Appendix 3. Please refer to the original Tool spreadsheet for more information (sheet 'Culverts').

Table 11 shows that out of the culverts with CCTV inspections (43), 20 culverts are in poor or very poor condition, and only 9 are in very good or good condition.

Table 12 illustrates the numerous segments have multiple culverts running through the stopbank. This increases the residual risk with every additional culvert. The peak score of the culverts within a stopbank segment has been taken forward to represent the 'weakest link in the chain'. However, it should be noted that if there was a stopbank segment containing multiple culverts of medium to good condition, this segment may pose a higher risk than a stopbank segment with one culvert in poor condition. This has not been accounted for in the assessment as only the peak score has been used. GDC should review segments with culverts on a case by case (or segment by segment) basis when considering actions related to culvert renewals, as well of course as the overall consequences and risk attributed to each segment.

Table 12. Stopbank segments and seepage hotspots based on condition of culverts through stopbank.

Segment	No. of culverts	Condition				
		2	3	4	5	NA
WP-WAIPA-11040L	1			1		
WP-WAIPA-19560L	1			1		
WP-WAIPA-20270L	3	1		2		
WP-WAIPA-25190L	1			1		
WP-WAIPA-26050L	2			1		1
WP-WAIPA-26710L	6		3	2		1
WP-WAIPA-27550L	6	2	3	1		
WP-WAIPA-29190L	3		1	1		1
WP-MAHUN-00000L	8	2		4		2
WP-MAHUN-00000R	10	2	3	3	2	

The majority of the culverts on the WRFCS were constructed around 1960 and therefore are entering the last quarter of their useful life (~80 years). GDC's current stance on the culverts is that they will all be renewed during the construction of the upgrade program (although each culvert will be investigated on a case by case basis against specific criteria, (Ruifrok, 2019)).

From Table 11 we can see that over 50% of the existing culverts do not have CCTV internal culvert inspections. It is recommended that in areas of medium-high consequences where there are stopbanks containing culverts without CCTV inspections, these are programmed as per the recommended culvert inspection frequency in Appendix 5.

Recommendation #2: Adopt one of the proposed options for internal culvert inspection frequency.

See Pg 92

4.2.4 Engineering Integrity Assessment

On Tuesday 28th January the Consultant undertook an Engineering Integrity Assessment (EIA) at known critical locations. A summary of the results for locations assigned a red or amber status relating to engineering integrity issues identified during the inspections are outlined below (Table 13). To view the whole assessment please refer to the original Tool spreadsheet (Sheet 'Engineering Integrity').

Table 13. Summary of hotpot locations and their associated engineering integrity issue(s).

Segment	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-00570L		Seepage	Dead and alive trees in stopbank toe
WP-WAIPA-01350L		Seepage	Dead and alive trees in stopbank toe
WP-WAIPA-03130R		Deep Rotational Failure	Drainage ditch close to stopbank toe. Sand boils previously located in vicinity.
WP-WAIPA-06310R		Slope stability	Surface erosion
WP-WAIPA-11780L		Slope stability; crest degradation; seepage	Slip and minor crest settlement above culvert; dead tree stump in stopbank
WP-WAIPA-15370R		Slope stability; crest degradation	Minor slip & heave on landward toe; local crest settlement
WP-WAIPA-26050L		Slope stability; crest degradation; seepage	Local slip on landward side; minor crest degradation; 2x tress <2m of stopbank toe
WP-WAIPA-26710L		Slope stability; seepage	Minor slips, x1 above culvert; trees present along toe and dead tree stumps in stopbank

A summary of the hotspots including photo evidence, as well as suggested remediation measures is provided in Appendix 5.

It is recommended that the issues identified during the EIA should be considered by GDC, further site visits / detailed investigations programmed, and issues remediated based on the overall level of risk for each individual location.

> Recommendation #3: Consider remediation for issues identified during Engineering Integrity Assessment

See Pg 92 - 94

4.3 Condition

The condition element of the performance assessment is being completed by GDC. This will be added as an addendum to this report (Gordon, 2020B).

See Pg 94 - 95

4.4 Consequence

The consequences of failure by segment is presented by the thematic map in Figure 14. The various consequences of failure proportional to the total number of segments are presented in Table 14. The percentage of segments with either a major or catastrophic consequence is 17% and 20%, respectively; 37% overall. This converts to 17 and 21 segments out of 103, respectively; 38 overall.

Table 14. Consequence of failure scores proportional to total number of stopbank segments assessed.

Consequence of Failure	No. of Segments	%
1 – Insignificant	25	24
2 – Minor	18	17
3 – Severe	22	21
4 – Major	17	17
5 – Catastrophic	21	20
Total	103	100

The confidence in the information used for the consequence assessment is sub-standard, as the information is not fit for its purpose. However, there is no data confidence function within the assessment for consequence; therefore scores are conservative. It is a recommendation that GDC progress the work with respect to the flood hazard maps and breach scenarios. Once complete, the consequence scores should be updated following a revised assessment.

Recommendation #4: Re-run the hydraulic model with 2019 LiDAR, produce updated flood hazard maps and update the consequence assessment.

It's clear the true left bank has higher consequences of failure compared to the left. The banks around Patutahi and Ormond also have high consequences of failure.

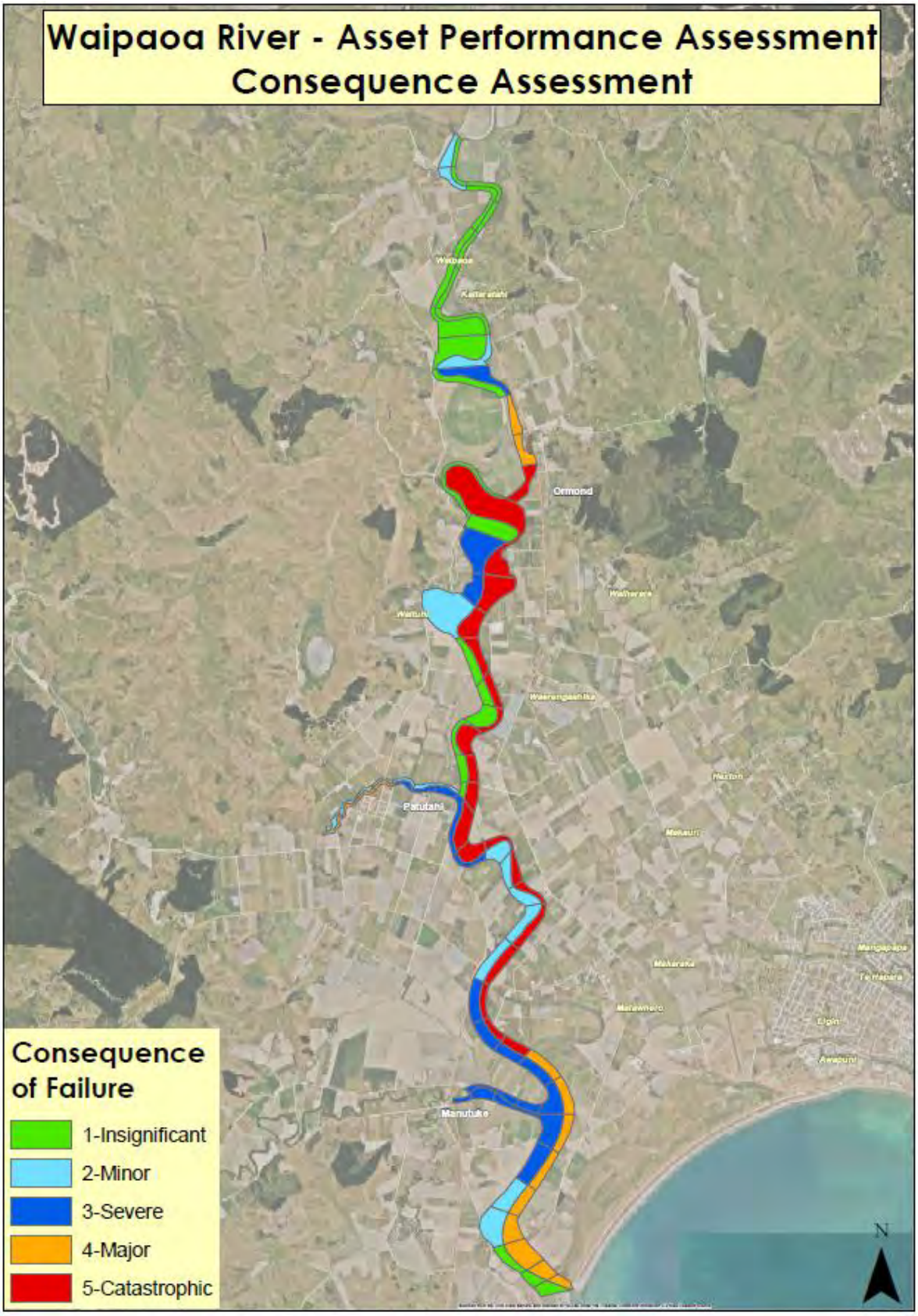


Figure 14. Asset performance assessment thematic map for the consequence analysis.

See Pg 95

4.6 Risk

All the above information has been combined to produce a thematic map of the overall performance risk assessment (Figure 16). A risk score is calculated by combining the overall probability of failure score for each segment, with the consequences of failure score for each segment. The risk score is assigned a description based on the risk matrix within the Code (page 39) which has been reproduced in Figure 15.

		Consequence				
		1	2	3	4	5
Probability	1	very low	very low	low	medium	medium
	2	very low	low	low	medium	high
	3	very low	low	medium	high	high
	4	low	medium	medium	high	very high
	5	medium	medium	high	very high	very high

Figure 15. Risk matrix extracted from the Code which is used to assign a risk description to the risk score.

The risk profile proportional to the total number of segments is presented in Table 15. The percentage of segments with either a high or very high risk is 24% and 16%, respectively, 40% overall.

Table 15. Overall risk profile proportional to total number of stopbank segments assessed.

Overall Risk	No. of Segments	%	No. of Segments	%
TBC	9	8.74	62	60
Very Low	4	3.88		
Low	9	8.74		
Medium	40	38.83		
High	25	24.27	41	40
Very High	16	15.53		
Total	103	100	103	100

The risks can be interpreted through two interrelated notions of risk. Firstly, the map presents the flood risk posed to the community and other elements at risk in that part of the floodplain affected. Secondly, and perhaps of more or equal importance for GDC, the map presents the risks to the organisation that they will not meet the required levels of service provided to the community.

It must be noted that the risks are presented by segments, which are approximately 400-800m in length. Most often the risk attributed to a segment is only related to a very short length of the segment, for example a culvert in poor condition, or a 40m low spot along a stopbank. However, currently the risk for that short section is represented along the whole segment, which gives the impression to the viewer that the whole segment is in poor condition or retains a high risk, for example. This is often not the case.

It is recommended that GDC, on a segment by segment basis, review the risk profile and adjust the GIS to display any high or very high risk at the corresponding chainage. To understand the risk attributed to each segment, refer to the original Tool spreadsheet.

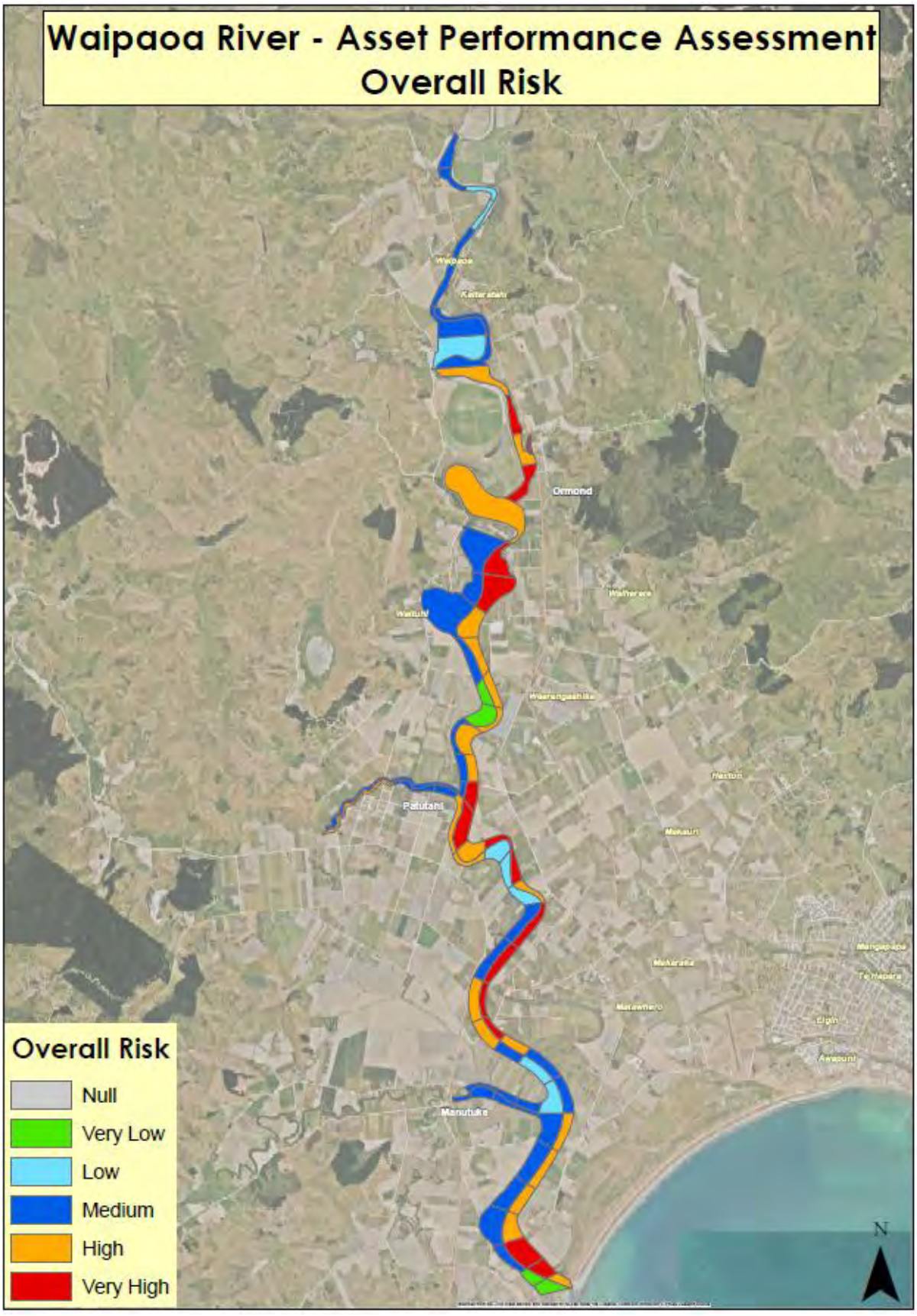


Figure 16. Asset performance assessment thematic map for the overall risk.

Following discussions during a workshop, four sensitivity analyses were undertaken to understand both the sensitivity of the assessment and subsequent impacts on overall risk.

1. The first was to see how the risk profile would change if the data confidence scores were removed (Table 16).
2. The second involved altering the risk matrix in Figure 15 above. The combination of a probability score of 2 and consequence score of 5 was changed from 'High' to 'Medium'. Results are presented in Table 17.
3. The third, following a workshop discussing the methodology used for the assessments, there were discussions around removing the foundation assessment due to low confidence in the method used to obtain the score. Table 18 presents the overall risk scores if the foundation element of the assessment is removed.
4. Lastly, the freeboard criteria for the capacity assessment was altered as it was deemed not fit for purpose. For example, stopbanks achieving the design freeboard (300mm) would be assigned a score of '3 – Possible overtopping'. This freeboard criteria was changed and is presented in Table 19, where the impacts on the overall risk profile by changing freeboard criteria is presented in Table 20.

Table 16 clearly shows that the confidence in the information used to perform the assessment has an influence on the overall risk score. By not including the data confidence scores, the number of segments with 'medium' risk drop from 40 to 33, where changes are reflected by increases in the number of 'low' and 'very low' risk segments. There are no changes to 'high' and 'very high' risk segments. This implies that improving confidence in the information used for the assessment, reduces risk. This is not strictly true, because while confidence is improved, the new information gathered may increase risk due to new evidence found in the investigations. Nonetheless, the Consultant recommends that where there is a lack of information in a segment that has been assigned high-very high risk, that GDC consider what investigations should be planned, whilst considering the timing of the WRFCS upgrade programme for the specific area in question.

Table 16. Overall risk profile without confidence score assigned, proportional to total number of stopbank segments assessed.

Confidence Score	With Confidence	Without Confidence
Overall Risk	No. of Segments	No. of Segments
TBC	9	9
Very Low	4	8
Low	9	12
Medium	40	33
High	25	25
Very High	16	16
Total	103	103

Table 17 shows that by altering the risk matrix as previously discussed, the overall risk profile changes. By changing the combination of probability 2 and consequence 5 from 'high' risk to 'medium' risk, the number of segments with 'high' risk drop by 5, where changes are reflected by increases in 'medium' risk areas.

Table 17. Overall risk profile with risk matrix modified, proportional to total no. of stopbank segments assessed.

Risk Matrix	Original	Modified
Overall Risk	No. of Segments	No. of Segments
TBC	9	9
Very Low	4	4
Low	9	9
Medium	40	45
High	25	20
Very High	16	16
Total	103	103

The second sensitivity analysis above looked at any changes to the risk profile by changing the risk matrix. This was done because at Greater Wellington Regional Council the corporate risk policy and the risk matrix within the Code did not align. There was a subtle difference being the combination of probability 2 and consequence 5 scores. The corporate risk policy indicated this combination resulted in a 'medium' risk, whereas the Code indicated a 'high' risk. In testing the difference between the two matrices on the risk profile for an example river scheme, the number of 'high' risk segments reduced by 46. This is a significant change in risk profile.

To the Consultant's knowledge, GDC do not currently have a corporate risk policy with a risk matrix. It is recommended that if one is developed in the future, and there are any differences with the Code, that they are tested. Similar to the consequence matrix, two different assessment results can be produced. One national assessment using the risk matrix within the Code, and a regional assessment using the Council's risk matrix (only if there are differences between the two). This would allow for benchmarking across the country, but also allow GDC to understand the performance of the WRFCS in relation to Council's appetite for risk.

Table 18 clearly shows by removing the foundation assessment from the assessment the overall risk profile changes relatively significantly. The number of high and medium risk segments reduce by 2 and 6, respectively; with changes reflected by increases in the number of low and very low risk segments, by 6 and 2 respectively.

Table 18. Overall risk profile with no foundation assessment, proportional to total no. of stopbank segments.

Foundation	With foundation	Without foundation
Overall Risk	No. of Segments	No. of Segments
TBC	9	9
Very Low	4	6
Low	9	15
Medium	40	34
High	25	23
Very High	16	16
Total	103	103

Table 19. Changes to the freeboard criteria for a sensitivity analysis on the capacity assessment.

Performance Score	Original Freeboard Criteria	New Freeboard Criteria
1	AFB>450	AFB>450
2	450>AFB>=375	450>AFB>=300
3	225<AFB<375	150<AFB<300
4	225<AFB<=150	0<AFB<=150
5	AFB<150	AFB<0

In Table 20 below we can see by using the new freeboard criteria in Table 19 above, the number of segments with 'high' risk reduce by 1, where the change is reflected by an increase of 'Low' risk segments by 1. Although the overall the changes to risk are not significant considering the freeboard criteria was changed across the whole scheme, however the 1 change in risk must be acknowledged.

Table 20. Sensitivity analysis changing the freeboard criteria for the capacity assessment.

Freeboard Overall Risk	Original No. of Segments	New No. of Segments
TBC	9	9
Very Low	4	4
Low	9	10
Medium	40	40
High	25	24
Very High	16	16
Total	103	103

Note: Data confidence is discussed further in Section 6, however it is worth noting now that there are multiple locations along the Waipaoa River where there is either no or limited information available for specific assessments. Hence confidence in the information is scored accordingly and the performance score adjusted. Thus, it is common for segments assigned, for example a score of 3 or 4, for a particular performance element, to be 'downgraded' to a 4 or 5, respectively, depending on confidence score. This ultimately may result in a higher risk purely because of either a lack of confidence in the available information, or a lack of information altogether. This highlights the need to collect more data and/or undertake further investigations, and this should be prioritised based on risk.

5. Further Observations

Further observations not strictly included within the scope of the performance assessment, largely due to the inability to fully account for them within the asset performance framework are outlined below.

5.1 Sedimentation

Changes in bed level are generally picked up in cross-section surveys, which are then typically updated within available modelling either at specific intervals or on an ad-hoc basis. The latest cross-section survey included within the latest modelling and therefore included within the capacity assessment for the performance assessment, are from 2017.

There have been numerous studies and reports on sedimentation over the last decade. Most noteworthy are Marden (2011), HBRC (2013), and Peacock and Marden (2019). All of which have largely focused on the upper Waipaoa River, outside of the scheme extent for this performance assessment. Nonetheless, there is no doubt that sedimentation of the upper reaches will affect the capacity in lower reaches of the river, either gradually over time or during and after flood events. As HBRC point out in their report, the effects of aggradation and scour are difficult to predict, notwithstanding what is happening across the upper catchment.

One method to monitor sedimentation is through the analysis of mean bed level changes. Over a study reach from the upper extent of the scheme assessed near Kaitaratahi Bridge, HBRC (HBRC, 2014) concluded that over a 20-year survey period (1986-2006), there has been little change to bed levels in the area studied, however monitoring of trends should continue. They also note that there is uncertainty due to aggradation of the berm not being included within the aggradation calculation. This is an issue that needs to be acknowledged, particularly for the diversion cut. If the berm in this area is aggrading, the capacity of the diversion cut is reduced, thereby increasing flows within the main active channel.

In 2019, Peacock and Marden completed an analysis of mean bed level changes in the headwaters of the Waipaoa River over a comprehensive period of 72 years (1948-2019). The analysis incorporated 23 cross-sections upstream of the Waipaoa and Mangatu River confluence to the headwaters of the Waipaoa River. The most interesting conclusion drawn for their report is reproduced below:

- The reforested area in the Upper Waipaoa Basin that constitutes Mangatu Forest, and in particular the Tarndale Gully, will continue to have major influence on men bed levels in the upper Waipaoa River catchment and will continue to be a significant sediment source with the potential to effect the well-being of downstream communities and the Poverty Bay floodplain for decades to come.

This conclusion is commensurate with the findings from Marden's study in 2011. Large-scale, less frequent storms and smaller, more frequent storms are significant drivers for sediment erosion. With the impacts of climate change predicted to bring more frequent and intense rainfalls, it will be essential that mean bed level changes continue to be monitored and analysis of trends should inform any gravel management strategy. The Consultant supports the recommendations presented in the Peacock and Marden report (2019), recommending GDC adopt a minimum of four-yearly cross-section survey intervals.

5.2 Major Structures

There are 7 major outlet structures on the Waipaoa River within the extent of the scheme assessed. They are all outlets for major drains or streams and comprise large culverts and floodgates. From downstream these are the:

- Awapuni Drain Outlet 1 & 2
- Whatatuna Drain Outlet
- Lavenham-Whakaahu Stream Outlet
- Mahunga Outlet
- McPhail's Main Outlet
- Triple Gates Outlet

In 2000 and 2015, formerly Opus International Consultants undertook a comprehensive inspection and detailed report of these large outlet structures. Based on the most recent report all the major structures are in overall good condition. Components of several of the structures are either nearing the end of their useful life or are simply damaged. The majority of these deficiencies relate to wooden structures. The 2015 report provided remediation measures for each deficiency identified, and following discussions with GDC staff, these have been or are being actioned. None of the deficiencies pose an immediate, significant risk to the overall integrity of the structures.

These major structures are difficult to fully incorporate within the performance assessment framework, due to their complex nature and multiple components. They have been included within the intrinsic strength assessment at a high-level, but without further detailed assessment there is possibility of not fully accounting for the risk they pose. This follows a recommended tiered approach to flood risk management, where a first-tier higher-level assessment is completed (performance assessment), subsequently followed by more detailed investigations (e.g. Opus detailed investigations) at more critical and higher risk areas. The Consultant recommends that these major structures should be treated as critical assets and asset-specific operational management plans be developed, if not already in place.

5.3 River and Berm Width

Berm width and condition were originally part of the performance assessment framework under the condition component. The new templates produced by Waugh Infrastructure change this slightly. Berm condition is still assessed under the condition component and this will be collected by GDC staff during asset inspections. Berm width has now been moved to its own section in the new templates, just like capacity has its own section. The reason for this is not completely clear, but it is assumed this must have been agreed with GDC as part of the project brief. The influence of berm width on the overall performance score is also not clear at the time of writing.

Regardless of the above, in order to assess berm width, design widths are required to assess the remaining berm width against design, which in turn is then assigned a score from 1-5 based on the proportion or percentage of available berm remaining. There are currently no design berm widths available. The consultant reviewed the original scheme upgrade proposals (Poverty Bay Catchment Board, 1949) but could not locate any design widths. Merely assigning a design width to sections of the river is not good practice, it requires serious thought and investigation. A smaller berm is not necessarily better than a larger berm, it depends on the location and other geomorphological factors. Berm width has not been included within the assessment.

See Pg 95

6. Data Confidence and Uncertainty

Good flood risk management relies on credible and transparent evidence, and by definition, is informed by risk. It considers the probability of a flood event occurring and the consequences of failure from that event. Furthermore, managing flood risk is characterized by the needs to deal continuously with uncertainty. Uncertainty is inherent in understanding flood behaviour. Flood behaviour and model estimates have a range of uncertainties and limitations. For example, uncertainties in the estimates of flood behaviour can arise from the short record of past floods together with uncertainties and simplifications in the models used, and the model parameters selected. Calibration of models can improve our confidence in said models, but this does not remove the uncertainties. Furthermore, the scale of climate change impacts on flood behaviour across the catchment remains difficult to accurately predict or model. This report is not going to discuss the uncertainties related to the hydrodynamic model or any attempts to reduce uncertainty; the reader is directed to read the related report and understand the uncertainties involved in the model (Objective Ref: A140095).

A risk-based approach enables uncertainty to be recognised and accounted for, and subsequently acknowledged during decision-making. It's important to note that removing uncertainties completely from the data or model is not necessary. Whether more data is to be collected or models re-calibrated, should be based on the decision that needs to be made and the risk that needs to be managed.

A low confidence or reliability in the information used during performance assessments needs to be acknowledged. The confidence in the information/data used for assessing each of the elements above is therefore integrated within the performance assessment. A lower confidence or reliability score that is assigned to an element, results in an overall higher (worse) performance score, using a percentage adjuster (Figure 17).

Data Confidence Scores, example descriptions and Percentage Adjuster

Score	Score Name	Confidence in General Inspection/Condition Data	Percent Adjuster	1	2	3	4	5
1	Highly Reliable	Data based on sound records, procedure, investigations and analysis, documented properly and recognised as the best method of assessment. Dataset is complete and estimated to be accurate ± 2%	0%	1	2	3	4	5
2	Reliable	Data based on sound records, procedures, investigations and analysis, documented properly but has minor shortcomings, for example some data is old, some documentation is missing and/or reliance is placed on unconfirmed reports or some extrapolation. Dataset is complete and estimated to be accurate ± 10%	10%	1.1	2.2	3.3	4.4	5.5
3	Uncertain	Data based on sound records, procedures, investigations and analysis which is incomplete or unsupported, or extrapolated from a limited sample for which grade A or B are available. Dataset is substantially complete but up to 50% is extrapolated data and accuracy estimated ± 25%	20%	1.2	2.4	3.6	4.8	6
4	Very Uncertain	Data based on unconfirmed verbal reports and /or cursory inspection and analysis. Dataset may not be fully complete and most data is estimated or extrapolated. Accuracy ± 40%.	30%	1.3	2.6	3.9	5.2	6.5
5	Unknown	None or very little data held.	40%	1.4	2.8	4.2	5.6	7

Figure 17. Data confidence scores with corresponding adjustments made to the assigned score.

The following section will highlight the uncertainties present in the asset performance assessment, which will be discussed by each individual performance parameter.

Capacity

As previously discussed, the reader is directed to the modelling report to understand the uncertainties related to the model itself. These uncertainties inevitably propagate throughout the entire performance assessment.

In using the 4500m³/s flow data on GIS, the nearest points extracted may not truly represent the actual flow in that specific point during the design flood event. The best estimates were used with the information available; any anomalies were reviewed and removed where appropriate.

Similarly, in using the 2019 LiDAR on GIS to obtain ground elevation at 20m intervals there will be error inherent in the data, because for example the point may not be exactly on the stopbank crest. It would be too laborious to examine all 3150 data points to confirm they are on the stopbank crest, and satellite imagery resolution would not allow this level of detail anyway. Furthermore, the hydrodynamic model used LiDAR from 2005, but as requested the 2019 high-resolution LiDAR was used to examine ground levels; 2005 LiDAR was used to quality check the results and anomalies were examined and removed where appropriate. On cursory inspection the Council's GIS team did not find any significant differences between the two LiDAR datasets. Nonetheless, uncertainty in this data will remain and it is recommended that the model is re-calibrated with the 2019 LiDAR and the capacity assessment is reviewed, and if necessary updated (Recommendation 4). It is not deemed beneficial to survey every stopbank ahead of the upgrades.

Intrinsic Strength

Various methodologies for assessing the components of intrinsic strength were integrated within the assessment in order to apply a consistent approach and remove subjectivity from the analyses. Any uncertainty present in the original geotechnical investigations would therefore propagate through to the assessment. The reader is directed to the geotechnical investigations (LDE, 2014; GHD, 2020) to understand the uncertainty inherent within said investigations. One example is where undrained shear strength lined in Scala-penetrometer tests are indicative only. The minimum value for this property informed part of the stability analysis.

In most cases where no geotechnical information exists for stopbanks, a default score of 3 was applied accompanied by a low confidence to account the risk for unknowns. This influences the overall risk score. GDC should confirm they are happy with this process, but are also encouraged to avoid simply not scoring intrinsic strength in areas where no information is available.

Condition

The condition element of the performance assessment is being completed by GDC.

Consequence

A high-level consequence assessment was completed within a short space of time. This was because of a lack of quality information required for detailed consequence assessment, and this information was being collected later in 2020. An attempt to reduce subjectivity was implemented by way of a series of questions, however without accurate data to inform the answers to these questions, inherent uncertainty will remain in the assessment until better information is available. There is no data confidence function within the assessment for consequence, therefore scores are conservative.

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7. Recommendations

6 key recommendations have been identified throughout the report. These are based on the results of the asset performance risk assessment and other observations made during the project. A number of other recommendations have also been made at the end of this section. For each key recommendation a more detailed description is provided below.

6 key recommendations:

1. Update the performance assessment with new information when available.

New information on the scheme will continually become available as time goes on, this is natural. GDC should consider updating the performance assessment on a recurring basis (e.g. annually, 3-yearly, etc). This will depend on resources, but GDC are encouraged to include, and budget for, assessment updates within work programmes. As condition data is collected in the field and automatically updated within the asset management system it would be very straightforward to 'refresh' the assessment with this new information. GDC should also consider updating the assessment after every flood event with any information collected during/post-event. The Consultant does recommend that the following are incorporated within the assessment as soon as they become available:

- Once asset inspections are complete the condition data should be integrated into the templates and the thematic maps updated. A close review of any changes to the risk profile should be understood and specific assets causing these changes should be determined. Any actions should be based on any new level of risk.
- Consequence analysis should be updated with the new flood hazard information.
- The geotechnical investigations at Dunstan Road should be reviewed and any changes to the assessment incorporated where necessary.
- When new segments are created (e.g. Mahunga-Waipaoa confluence).

2. Adopt one of the proposed options for internal culvert inspection frequency.

There are 92 culverts running through stopbanks along the WRFCS. Over 50% have no CCTV inspection available. Of the culverts that do have CCTV inspection, just under 50% are in poor or very poor condition. The presence of culverts poses a residual risk of seepage failure for stopbanks, and this is exacerbated by the physical condition of the culvert. It is recommended that one of the two options proposed in Appendix 4 for culvert inspection frequency be adopted by GDC going forward and embedded into any operational plans and referenced within any relevant sections of the asset management plan.

Based on either of the options presented within Appendix 4, all culverts with a condition of 4 or 5 should be programmed to be remediated within 5 years. In considering the WRFCS upgrade programme, in 5 years the entire left bank should be upgraded. Therefore, in keeping with the options in Appendix 4, no culverts on the left bank would need to be upgraded or renewed before the stopbank upgrade.

GDC should programme CCTV inspections of all other culverts on the WRFCS not do not currently have an inspection, or are due an inspection as per the timeframes laid out in Appendix 4. This should be done before 30/6/2020. Should any culverts on the right bank be in poor or very poor condition, remediation should be programmed within 5 years. If this falls within the proposed timeframe for stopbank upgrades, then renewals can be included within the construction phase. Otherwise GDC should programme remediation of any culverts where stopbank upgrades fall outside of the 5-year timeframe. Culverts in poor condition within stopbanks already upgraded should be programmed for remediation within 5 years.

3. Consider remediation for issues identified during Engineering Integrity Assessment.

GDC should review the Engineering Integrity Assessment (EIA) in Appendix 5 and consider programming remediation measures for the issues identified. Thought should be given to whether these can be incorporated within corresponding construction phases of the upgrade program, particularly where the recommended programme (Table 21) aligns with the existing WRFCS upgrade programme. The sites included within the EIA were based on critical locations identified from previous geotechnical analyses (King, 2013), and therefore should be assigned a high priority. However, the information collected during the asset inspections should be included within this prioritisation, as other areas of critical nature may have been encountered. Issues identified during the EIA of highest concern are presented in Table 21 below.

Following remediation of any issues highlighted in the EIA, the corresponding within the assessment will need to be improved (sheet 'Engineering Integrity').

Table 21. Issues identified during Engineering Integrity Assessment and associated priorities for remediation.

Segment	Status	Engineering Integrity Issue(s)	Description	Priority	Programme
WP-WAIPA-11780L		Slope stability; crest degradation; seepage	Slip and minor crest settlement above culvert; dead tree stump in stopbank	1	2020/21
WP-WAIPA-26710L		Slope stability; seepage	Minor slips, x1 above culvert; trees present along toe and dead tree stumps in stopbank	2	2020/21
WP-WAIPA-00570L-01350L		Seepage	Dead and alive trees in stopbank toe	3	2020/21
WP-WAIPA-06310R		Slope stability	Surface erosion	4	2021-2023
WP-WAIPA-26050L		Slope stability; crest degradation; seepage	Local slip on landward side; minor crest degradation; 2x tress <2m of stopbank toe	5	2021-2023
WP-WAIPA-03130R		Deep Rotational Failure	Drainage ditch close to stopbank toe. Sand boils previously located in vicinity	6	Monitor
WP-WAIPA-15370R		Slope stability; crest degradation	Minor slip & heave on landward toe; local crest settlement	7	2021-2023

4. Re-run the hydraulic model with 2019 LiDAR, produce updated flood hazard maps and update the consequence assessment.

The existing flood hazard maps are around 25 years old and do not account for any changes in hydrology or changes in land use and development on the floodplain today. The existing hydrodynamic model should be re-calibrated using the latest LiDAR information (2019) as the existing model uses LiDAR from 2005. The current 1% AEP design (4500m^3/s) scenario should then be re-run. The glass-wall approach should not be used. At a minimum, peak flood depths across the floodplain should be produced, ideally accompanied with velocities and flow paths on the floodplain. Breach scenarios should be incorporated into the flood hazard maps; a breach location somewhere within the following areas are suggested:

- WP-WAIPA-20270L-25190L
- WP-WAIPA-12530R
- WP-WAIPA-08280L-09270L
- WP-WAIPA-35680R

The results should be used to update both the consequence and capacity analyses within the performance assessment. The existing overtopping hotspots (Appendix 2) should be reviewed, where the outcomes of this review should inform any appropriate remediation measures (e.g. re-prioritisation of WRFCS construction sequencing, or local raising of crest through capital works). Discussions with Nick Gordon (GDC) confirmed that work to progress the flood hazard maps is planned towards the end of 2020; this is encouraged.

The GDC should also consider the following:

- Undertaking a 'defence down' scenario to understand the full extent of the 1% AEP design event. This will simulate, to a lesser degree, what failure could look like at each segment to enable a consequence score to be assigned to each segment. Of course, breach failure at each segment will have differing hydraulic characteristics than the 'defence down' scenario, but undertaking breach scenarios at each segment is not fiscally responsible or affordable. Furthermore, by undertaking a defence down scenario the results will support civil defence and emergency management planning with regards to flood response and evacuation routes, but will also allow GDC to perform a flood damage assessment which will support future rating classifications and scheme-based decisions.
- Aligning the flood hazard mapping update with recommendations outlined in the Opus (2016) report on flood hazard mapping (Objective Ref: A722255).

5. Continue with the existing WRFCS upgrade programme (except Mahunga Bypass).

Based on the overall risk profile following the performance assessment, the existing WRFCS does not need to be significantly re-prioritised (except Mahunga Bypass – see below). However, the Consultant does recommend that GDC review the construction sequencing once the performance assessment has been updated as per Recommendation 2, as this may influence the risk profile. Following the updates if the risk does not change from the current profile, the Consultant suggests the following changes to the construction sequencing be considered and investigated further:

- The 'MacDonalds to Benchmark 9L' should be brought forward to 2020/21 and 'Rivermouth to Dunstan Road' deferred to 2021/22;
- The 'Mahunga Bypass' should be brought forward to 2021/22 (see below);
- The Whakaahu true right bank should be upgraded prior to any other length of stopbank on the true right bank. However, this should be preceded by a level of service review appropriate to the Whakaahu tributary. The outcomes from this review should inform the staging of the Whakaahu right bank.

6. Bring the Mahunga Bypass project forward to 2021/22.

The Mahunga tributary from the Waipaoa confluence up to the SH2 bridge (Figure 18) has numerous issues contained within a relatively very short area. For example, there are 3 concrete floodwalls all of which have geotechnical issues. There is a total of 18 culverts in this location, 9 of which are in poor or very poor condition, and of which a number appear to pass directly under the concrete floodwalls. There is also uncertainty with the capacity assessment due to inaccurate mapping of the stopbanks; augmented by some confusion around the modelling and overtopping/ponding areas which are likely to be related to the current position of the floodgates. Should failure occur along either bank of the Mahunga in this area, there will likely be high consequences.

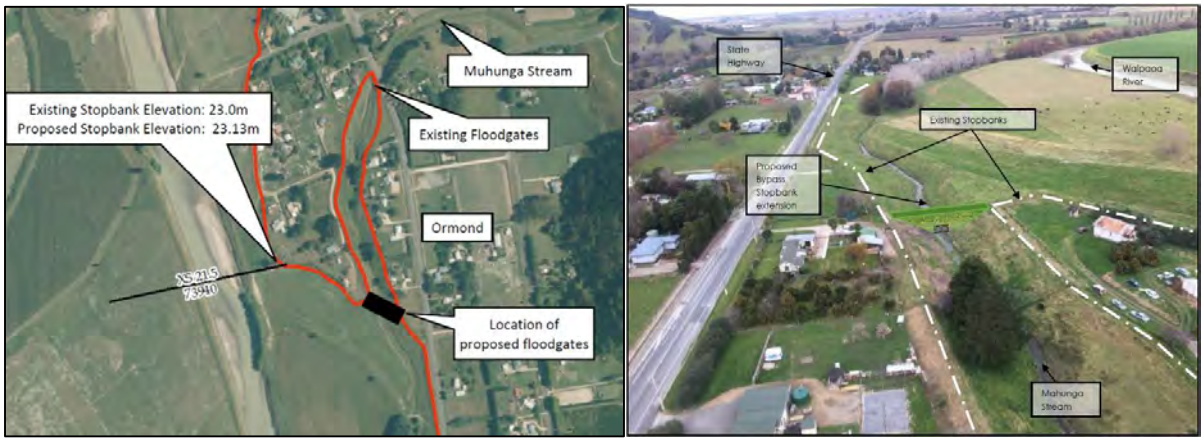

Figure 18. Approximate location of the Mahunga Bypass and Floodgates. (Source: Ruifrok, 2019).

It is recommended that:

- the 'Mahunga Bypass' stage of the WRFCS is brought forward to 2021/22;
- In order to comply with consent conditions for the 'Wi Pere Trust Mitigation Measures', GDC will need to confirm whether Mahunga Bypass site is 'technically' upstream of the Ormond township. If yes, complete 'Wi Pere Trust Mitigation Measures' first.
- As part of the Mahunga Bypass project, GDC should consider including the 'Ford to Mahunga Stream' stage in the same package of works.

GDC should consider these key recommendations to prioritise further investigative activities, develop maintenance plans, and confirm the priority of the current WRFCS upgrade programme and other capital expenditure plans. Please refer to Table 22 for the list of key recommendations and recommended priority (1 = highest priority).

Table 22. Key recommendations based on the results and observations during the asset performance assessment with recommended priority.

#	Key Recommendation	Priority	Programme
4	Re-run the hydraulic model, produce updated flood hazard maps and update the consequence assessment	1	2020
1	Update the performance assessment with new information when available	2	Ongoing
3	Consider remediation for issues identified during Engineering Integrity Assessment	3	Refer Table 21
5	Continue with the existing WRFCS upgrade programme (except Mahunga Bypass)	4	Ongoing
6	Bring the Mahunga Bypass project forward to 2021/22	5	2021/22
2	Adopt one of the proposed options for internal culvert inspection frequency	6	Immediately

7.1 Other Recommendations

Other recommendations identified during the project are outlined below. These can and should be adopted at any time, but initially resources should be focused on the key recommendations above.

- Develop an asset inspection programme based on risk-based frequencies (e.g. assets in high-very high risk segments are inspected 6-monthly, medium risk 12-monthly, etc).
- Develop and procure a mowing contract aligned to inspection frequencies above.
- Develop a post-event inspection programme for flood and earthquake events.
- Update the corresponding section of the Flood Protection Asset Management Plan with the information found in Appendix 6.
- Review the sensitivity analyses and make a decision whether GDC adopt any changes to the performance framework.
- Update the GIS to reflect the actual location of performance/risk attributed to the segments at the corresponding chainage.

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8. Conclusion

A national framework for assessing the performance of flood protection assets has been applied to the Waipaoa River scheme. The analysis involved assessing how the flood protection assets along the scheme would perform against the required level of service; the '100-year' flood event. The mapped outputs of the assessment visually tell a story of how the scheme is performing across the various performance criteria. In general, the performance of the scheme is good, certainly better in some places compared to others. There are a number of locations where the river appears to overtop the stopbanks during the 1% AEP event (100-year). This should be promptly confirmed with the updated hydrodynamic model and flood hazard maps. Furthermore, it is essential that GDC gather more reliable information to review the consequence assessment, and prior to any significant remediation measures or changes to the WRFCS upgrade programme. Areas with issues related to intrinsic strength should be investigated, with remediation planned and prioritised based on risk; likewise with any asset condition issues when encountered.

The performance of a scheme is always changing; as new information becomes available, new policies are implemented, new assets are built, or a flood event occurs; these are all examples that influence the performance of a flood protection scheme. Hence, an assessment is only a snapshot in time. Therefore, this assessment should and must be iterative, a 'living' assessment.

Whilst this is only the first draft, it is a significant step forward for flood risk management at the Gisborne District Council (GDC). It is recommended that GDC progress with the recommendations and programme outlined within this report. Once the assessment has been refined with new information and calibrated to Council's risk management policies and procedures, it should be used to prioritise further investigative activities, develop maintenance and capital expenditure plans, and confirm the staging of the WRFCS upgrade programme. All the former should be used to inform the next Long Term Plan.

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Craig Goodier (Hawke's Bay Regional Council) for developing the hydrodynamic model which informed this assessment.

All other studies and investigations which have informed this assessment.

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Appendices

Appendix 1 – Thematic Maps

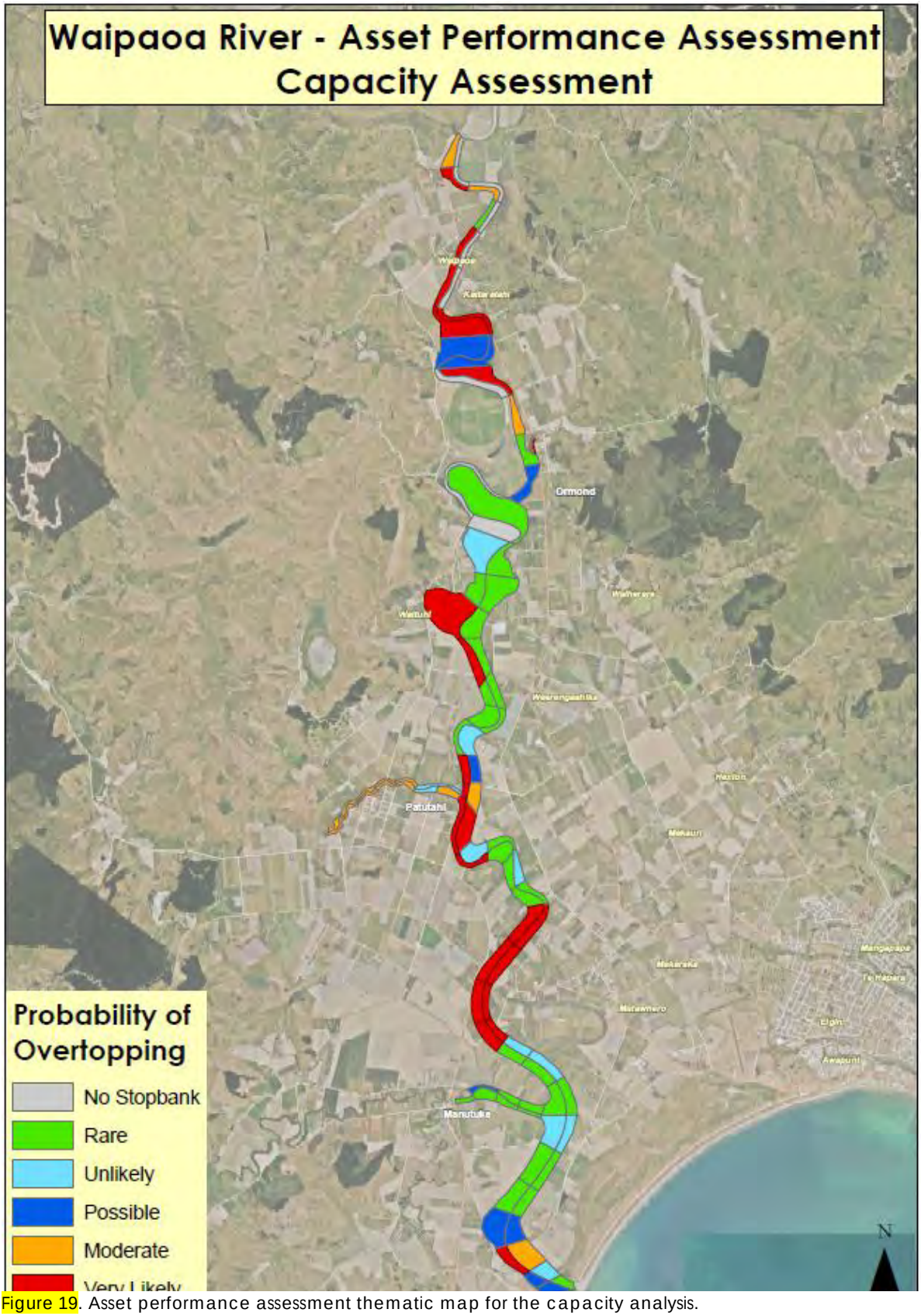

Figure 19. Asset performance assessment thematic map for the capacity analysis.

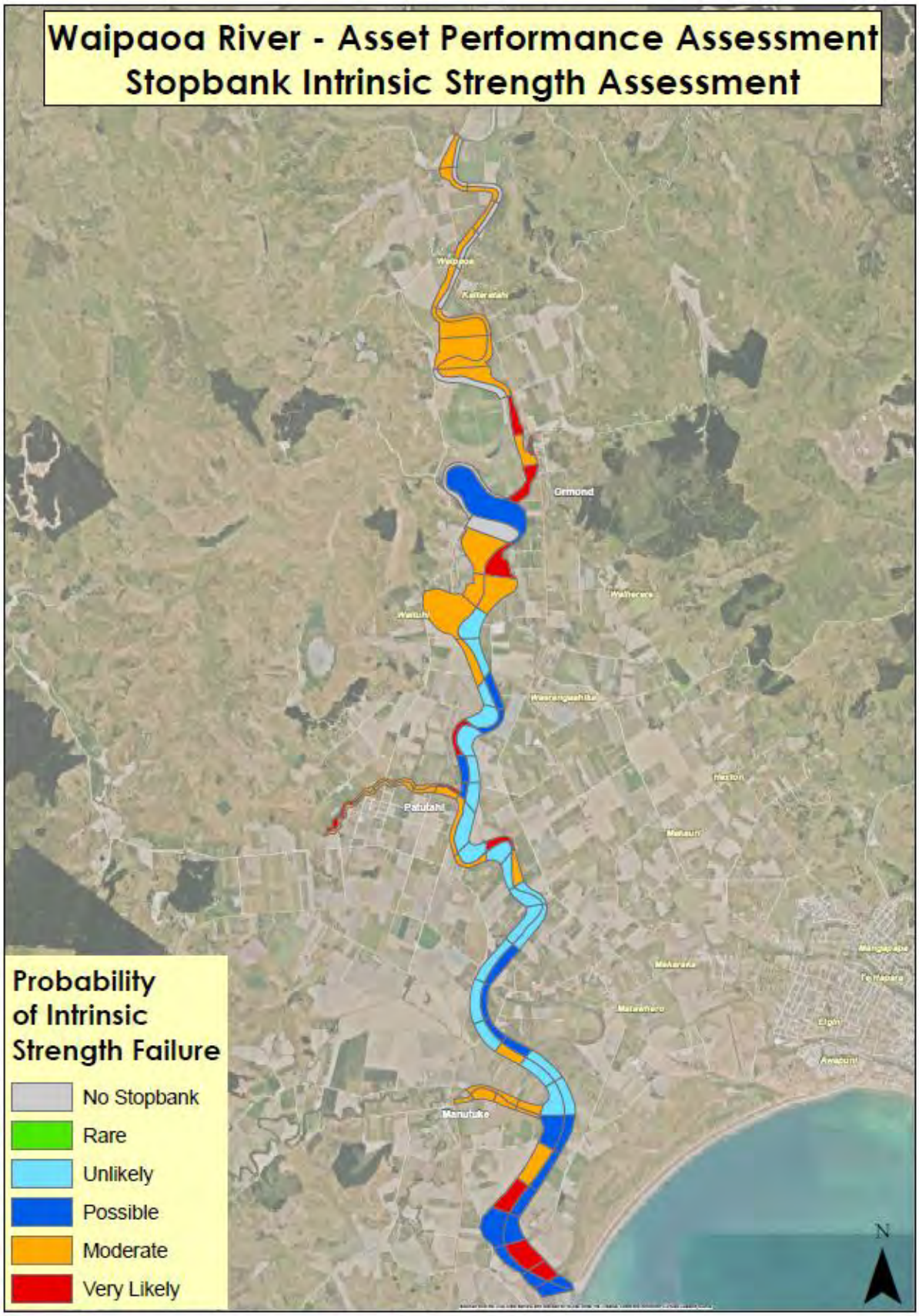

Figure 20. Asset performance assessment thematic map for the intrinsic strength analysis.

Insert map for Condition once asset inspection complete and assessment is updated.

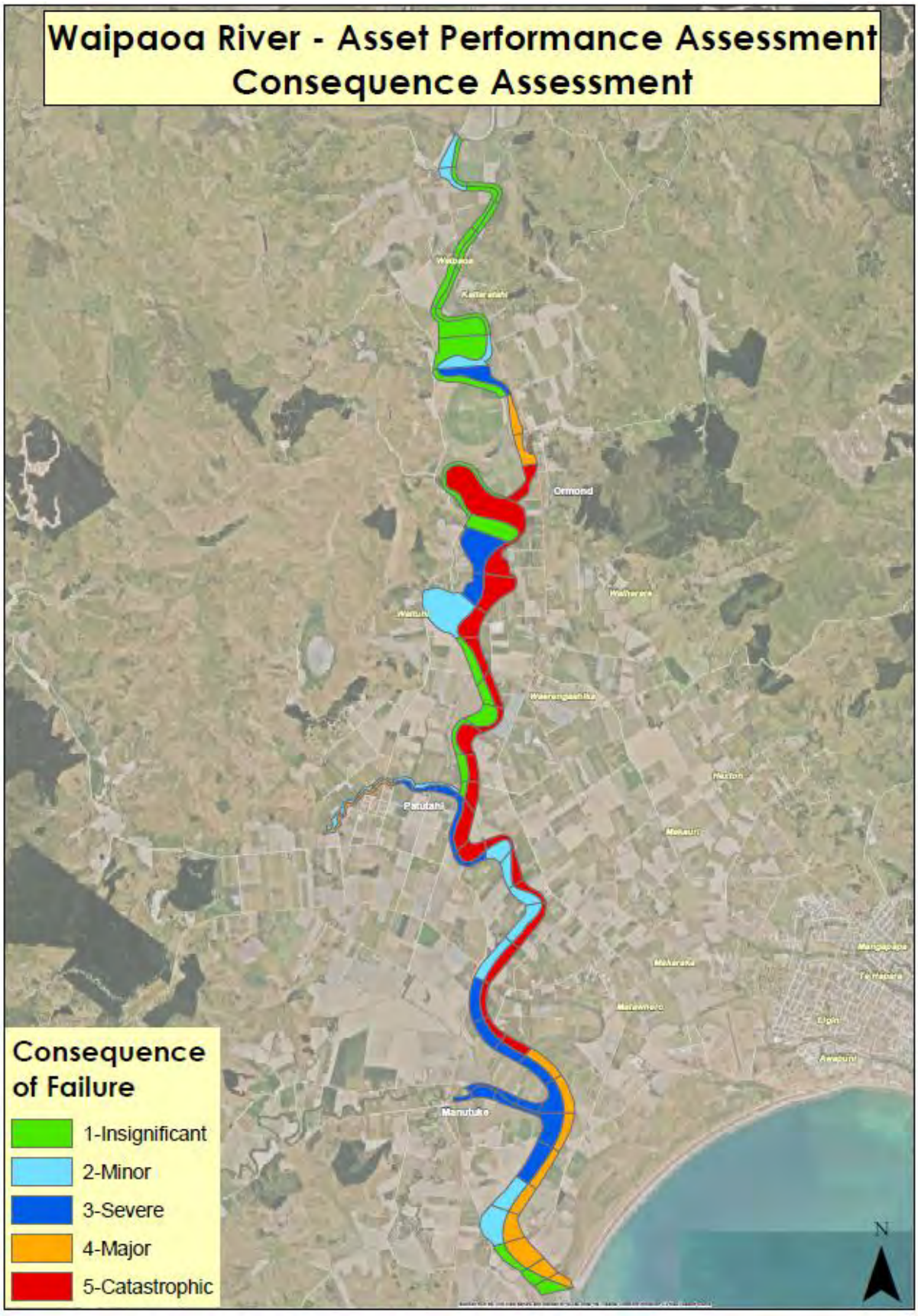

Figure 21. Asset performance assessment thematic map for the consequence analysis.

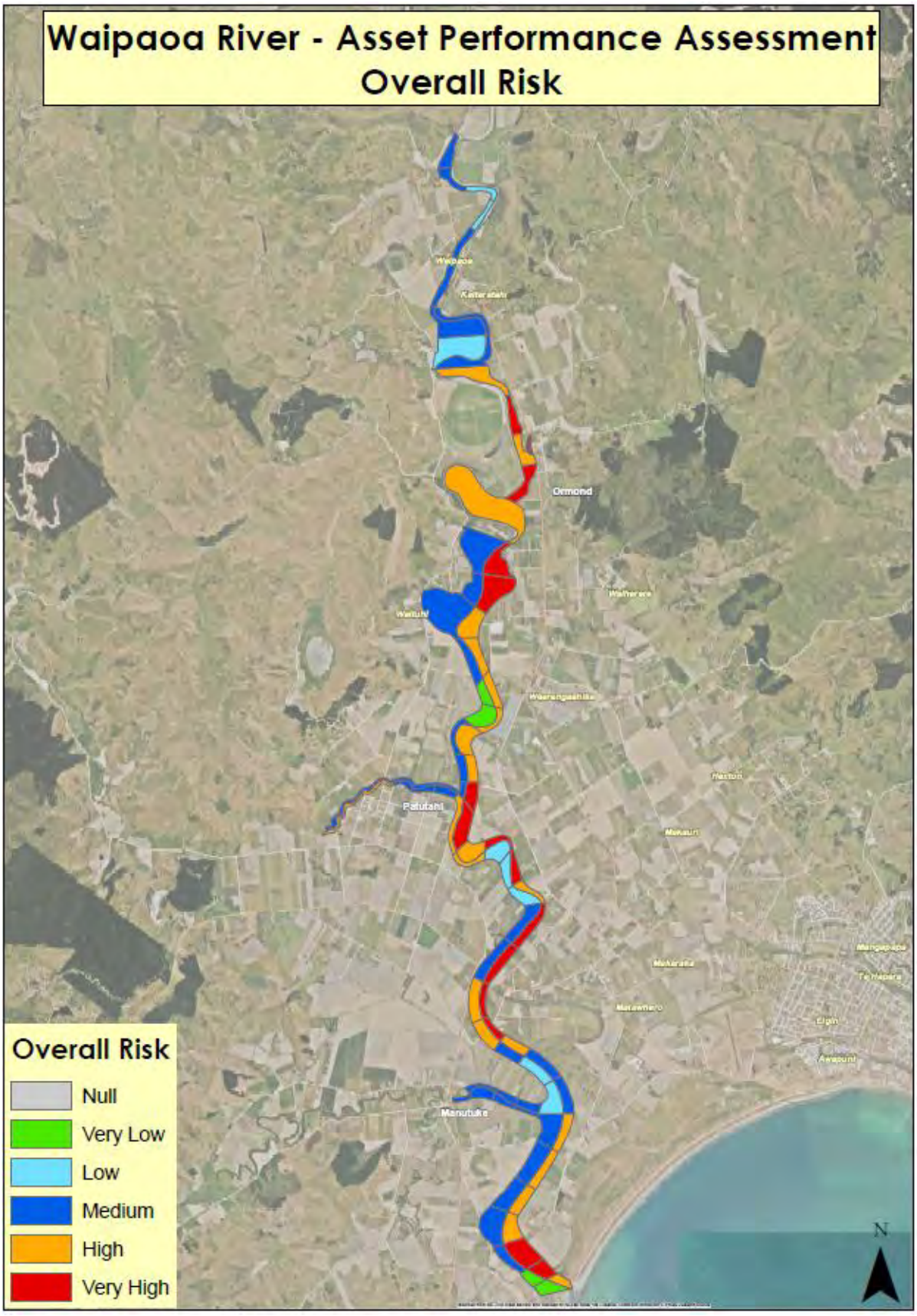

Figure 22. Asset performance assessment thematic map for the overall risk.

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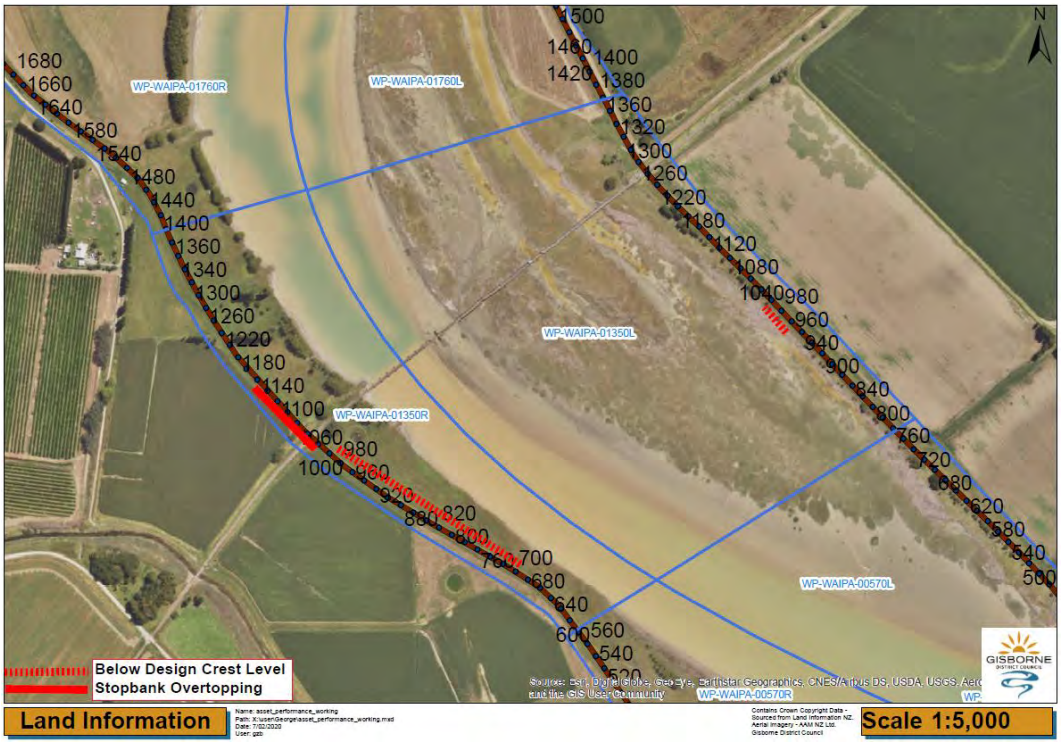
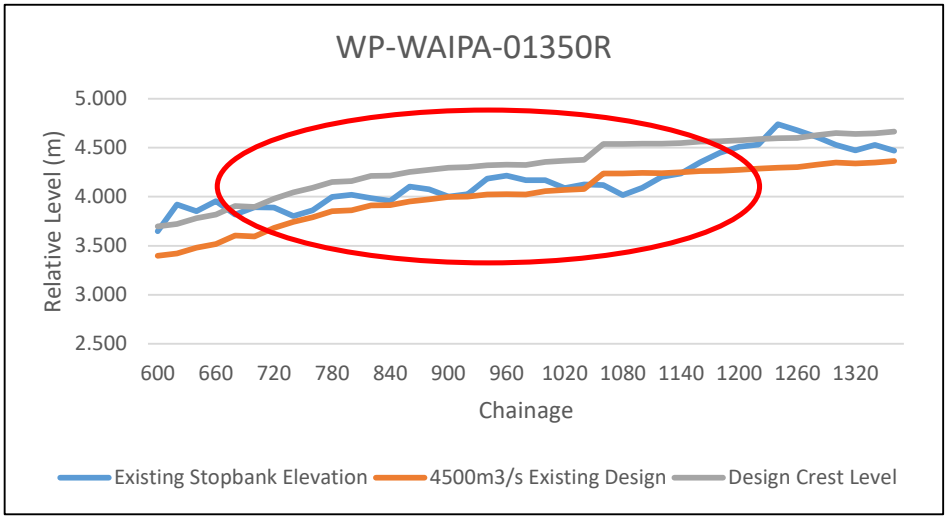
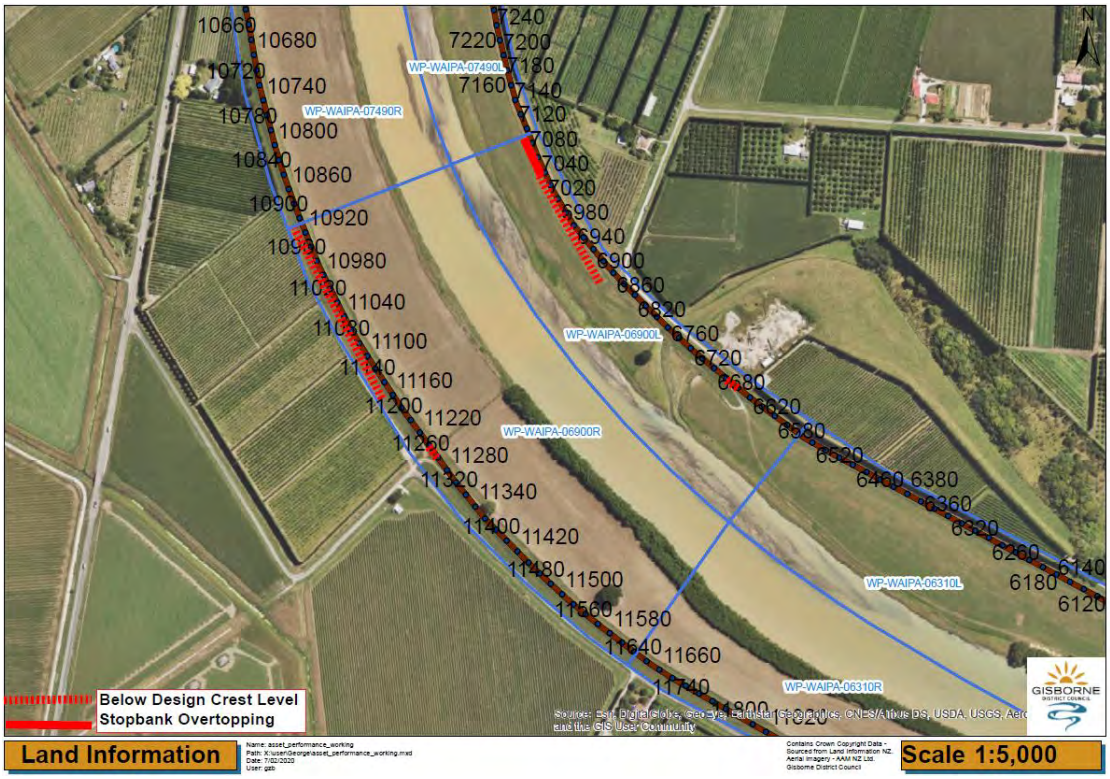
Appendix 2 - Overtopping Hotspots



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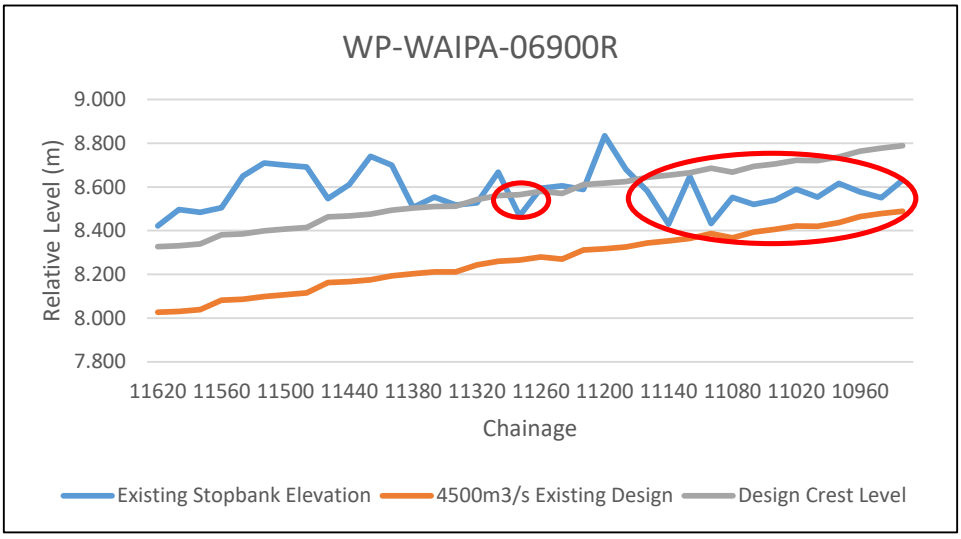
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:5,000
GISBORNE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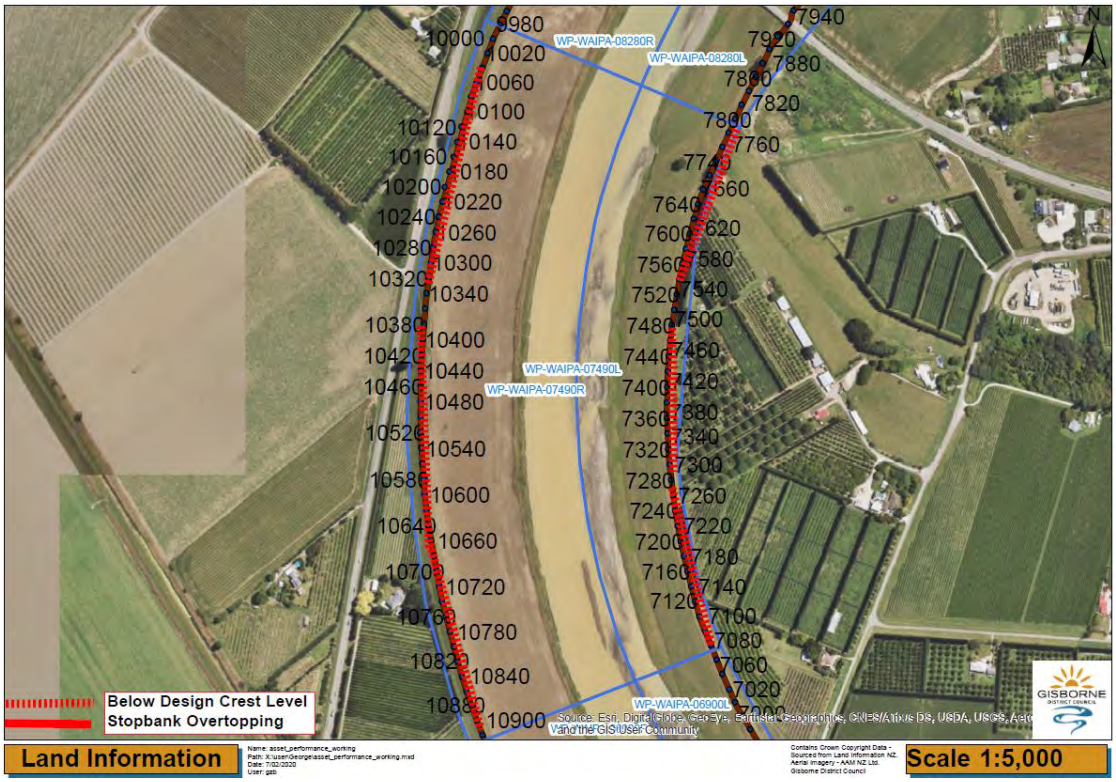
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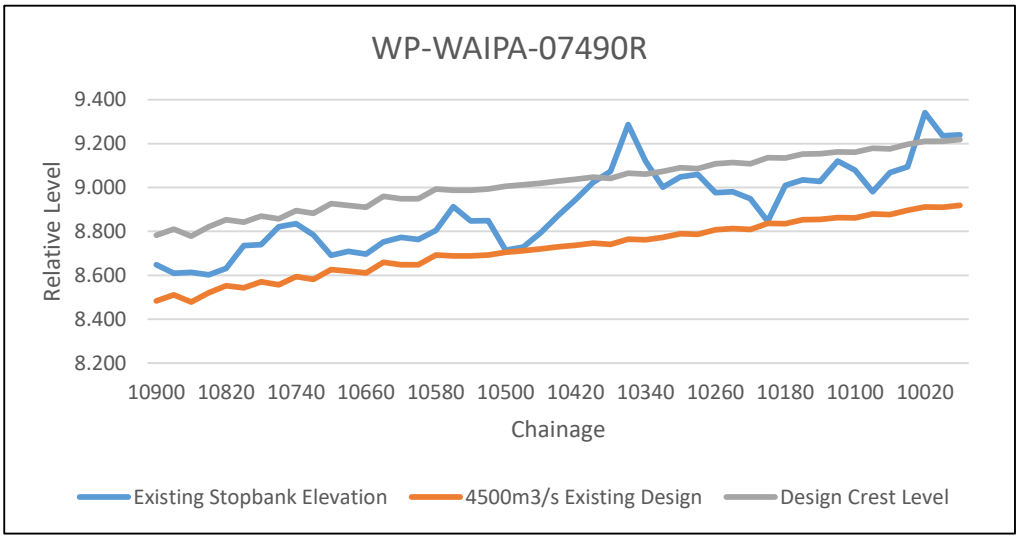
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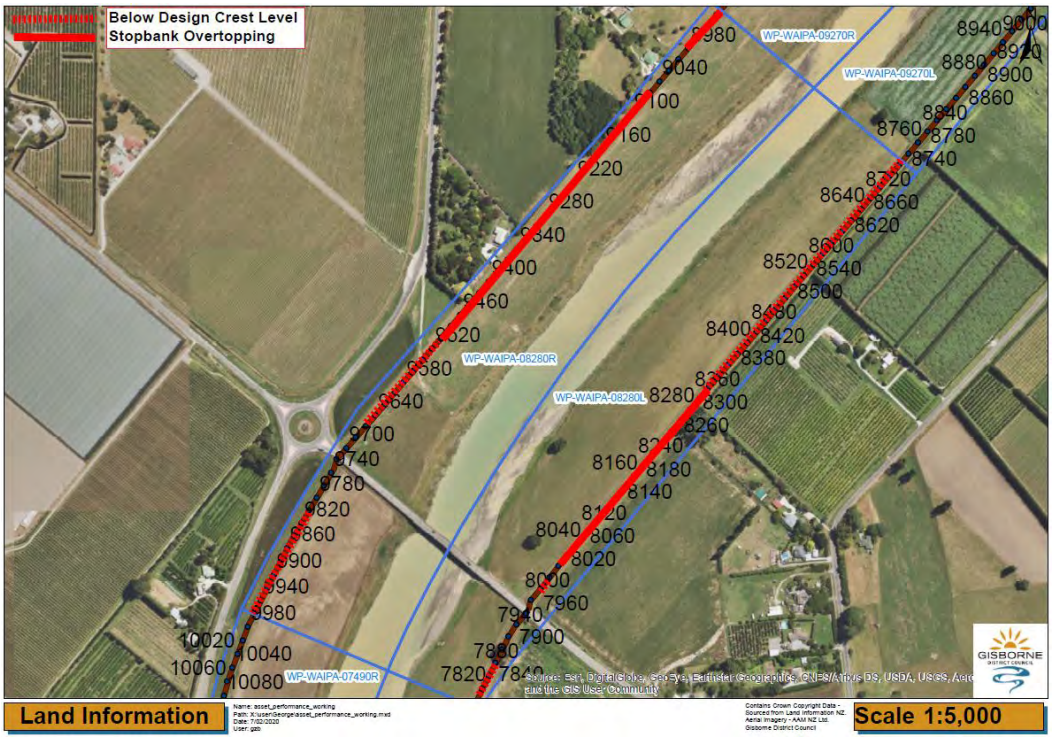
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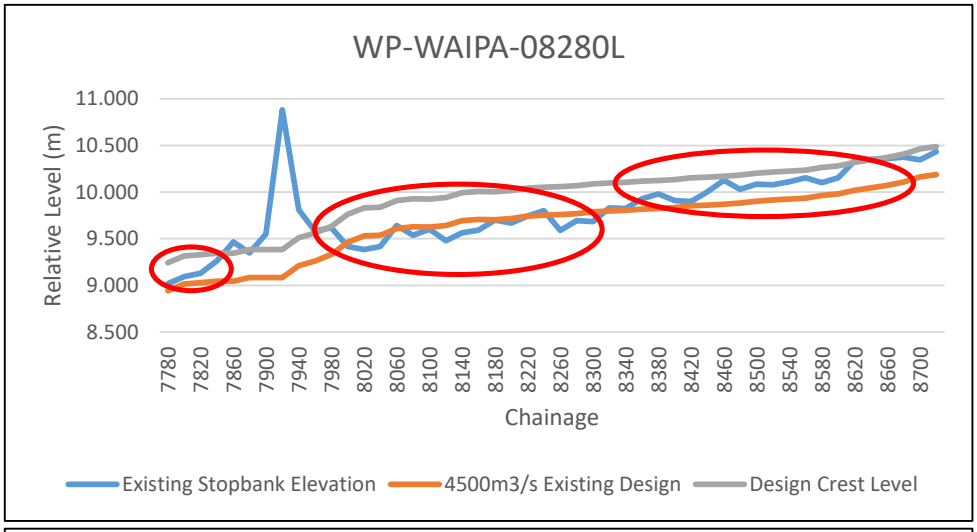
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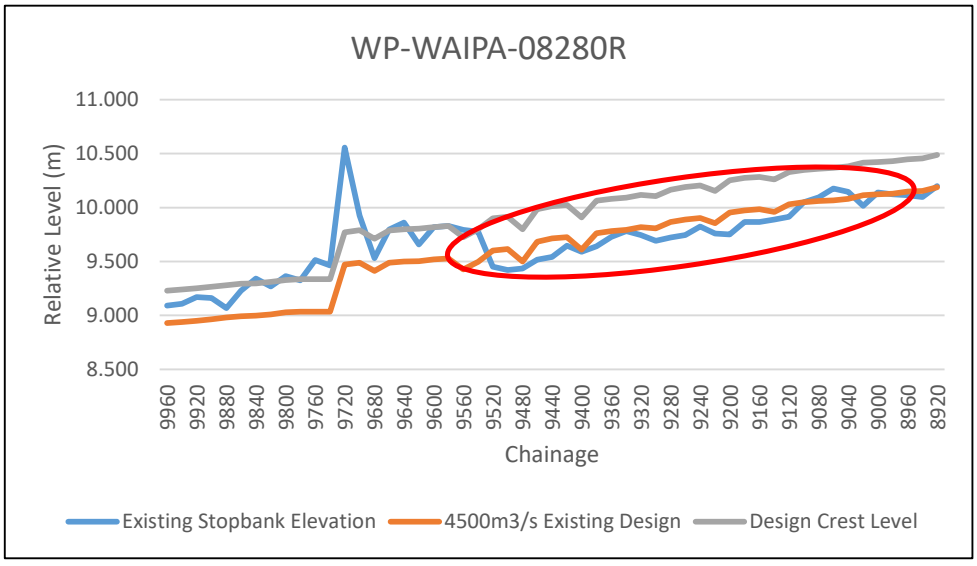
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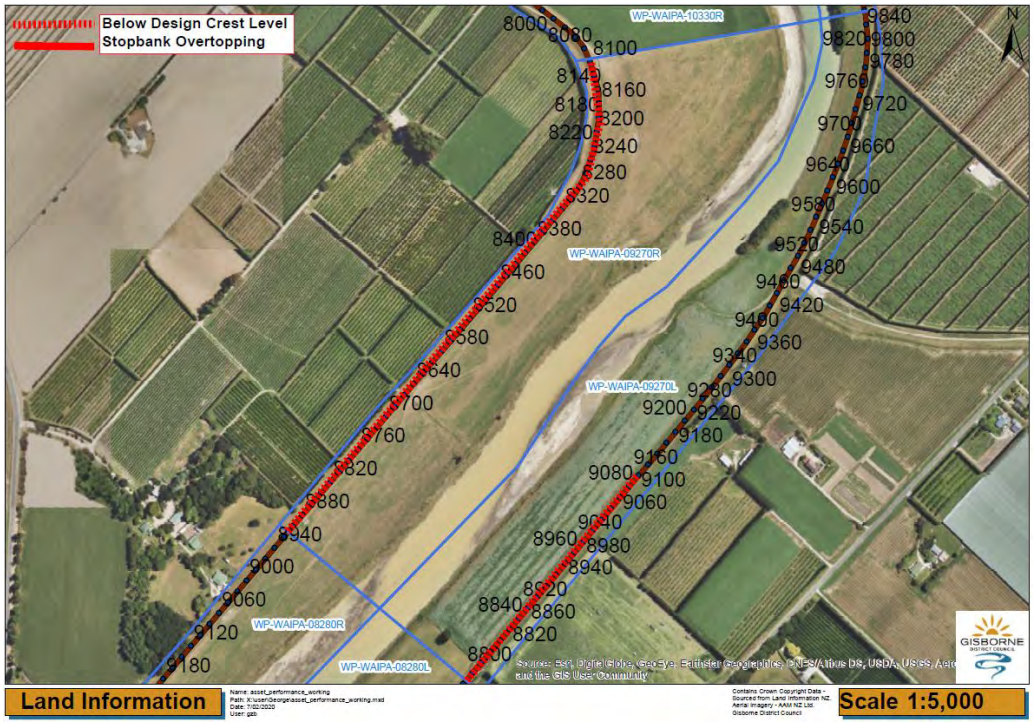
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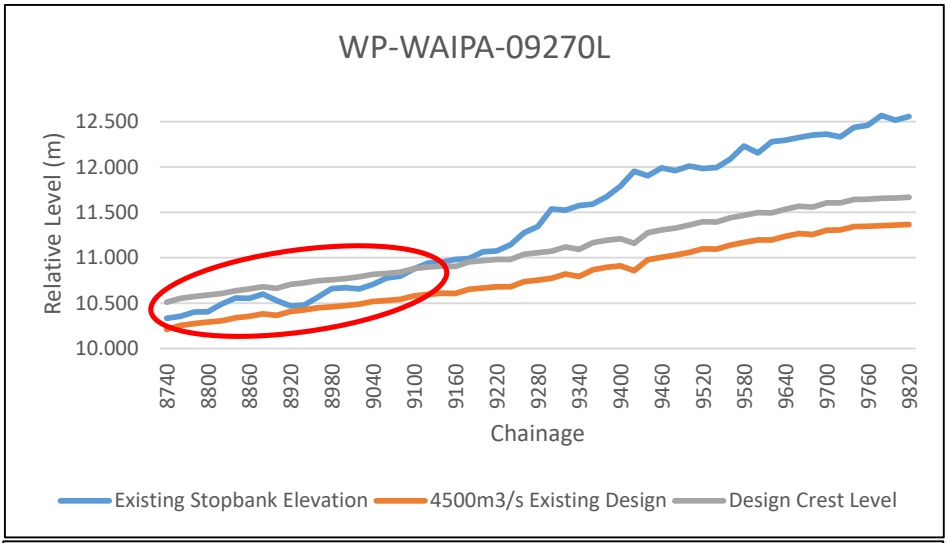
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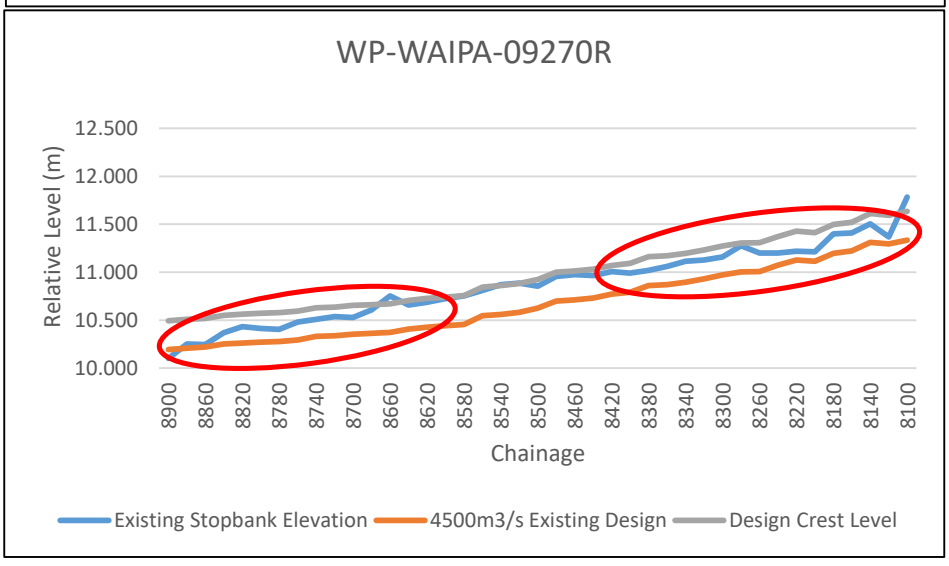
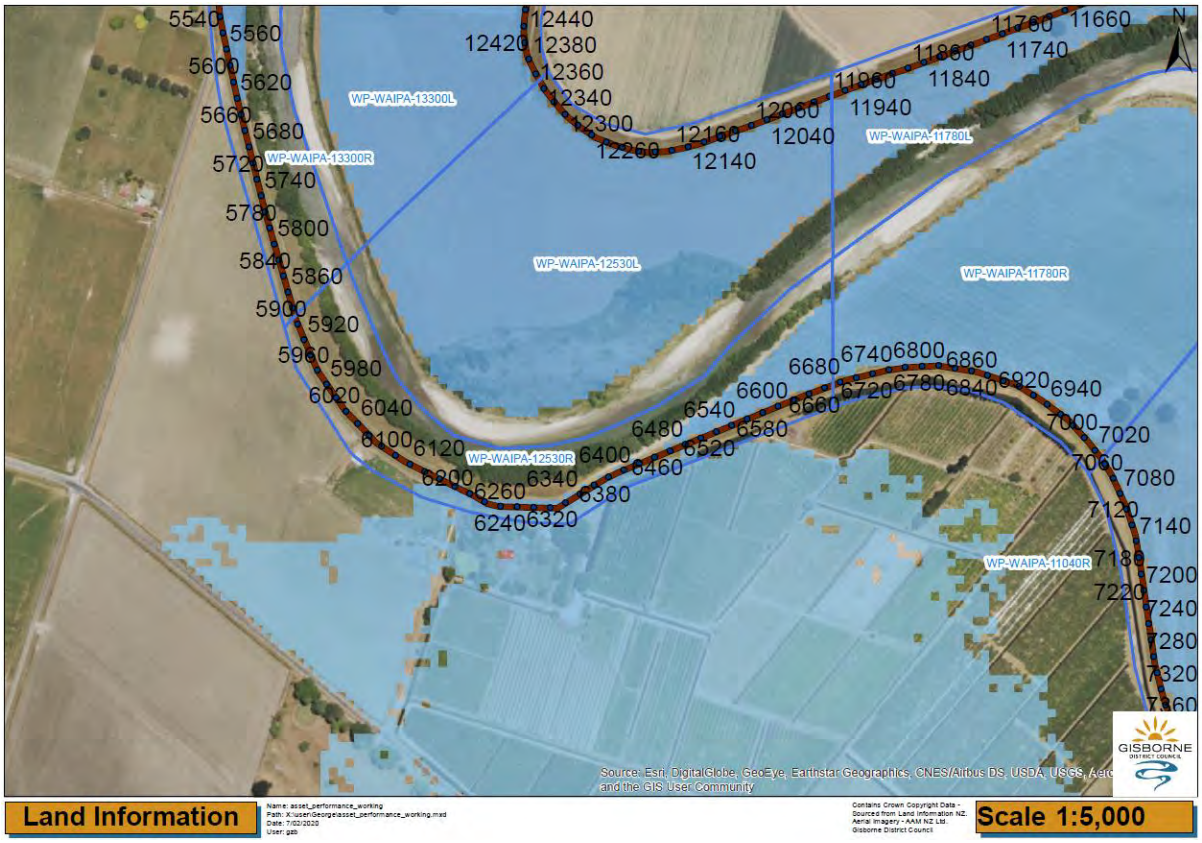
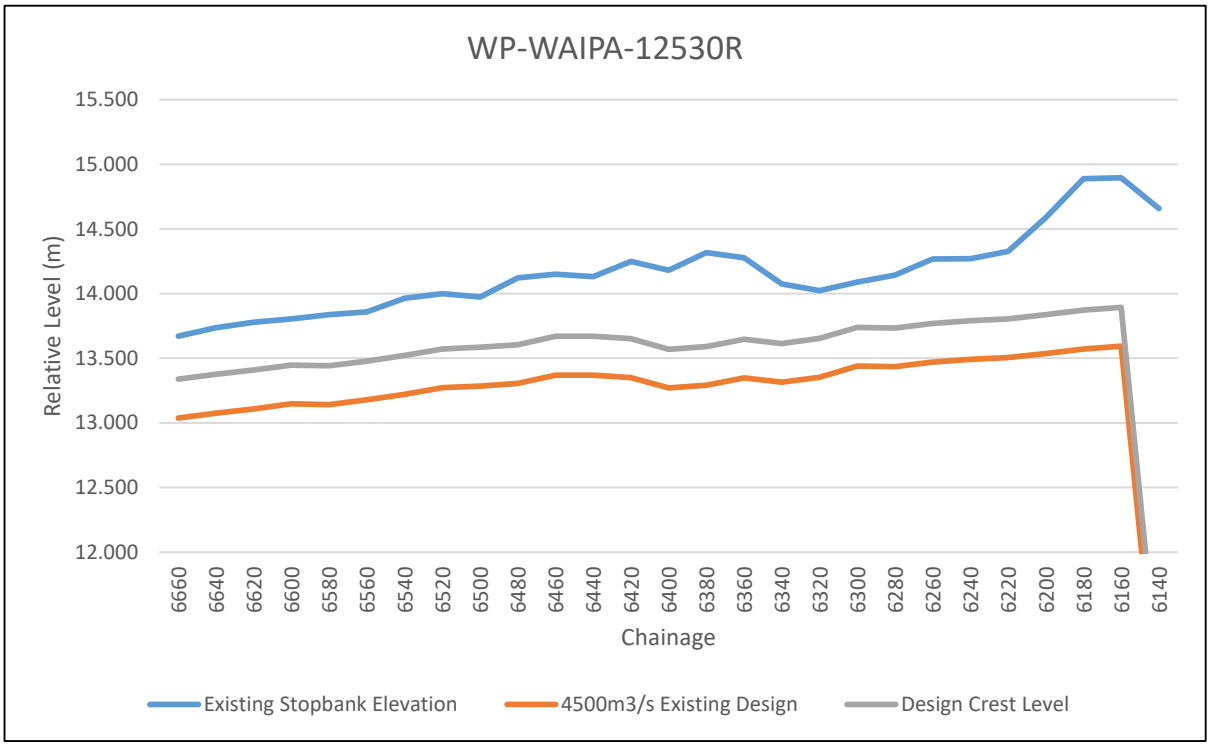
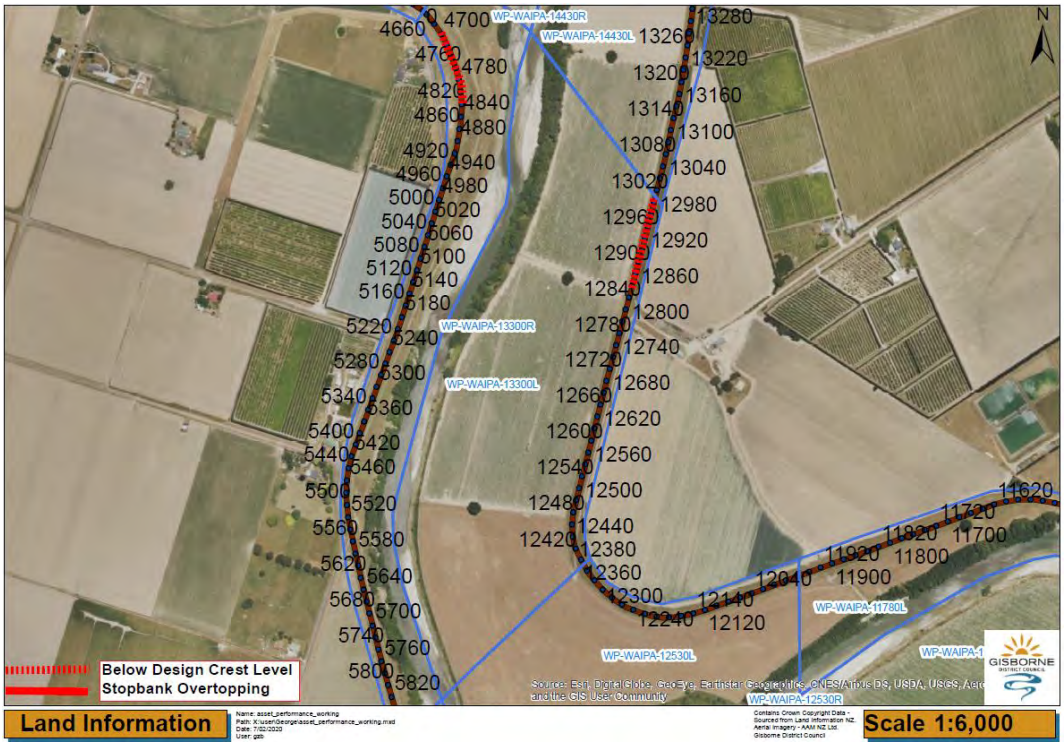
10.500
10.000
8740 8800 8860 8920 8980 9040 9100 9160 9220 9280 9340 9400 9460 9520 9580 9640 9700 9760 9820
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level

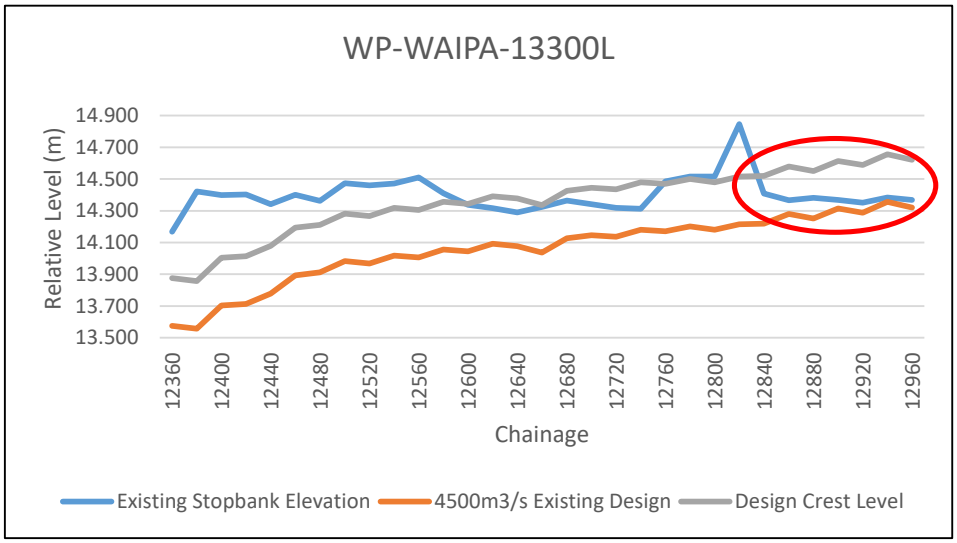

WP-WAIPA-09270R
Relative Level (m)
12.500
12.000
11.500
11.000
10.500
10.000
8900 8860 8820 8780 8740 8700 8660 8620 8580 8540 8500 8460 8420 8380 8340 8300 8260 8220 8180 8140 8100
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level

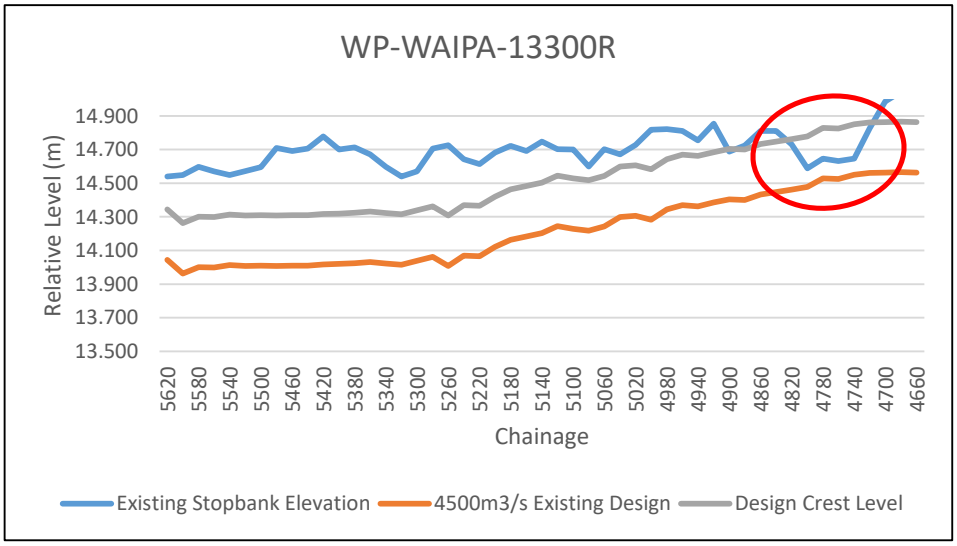


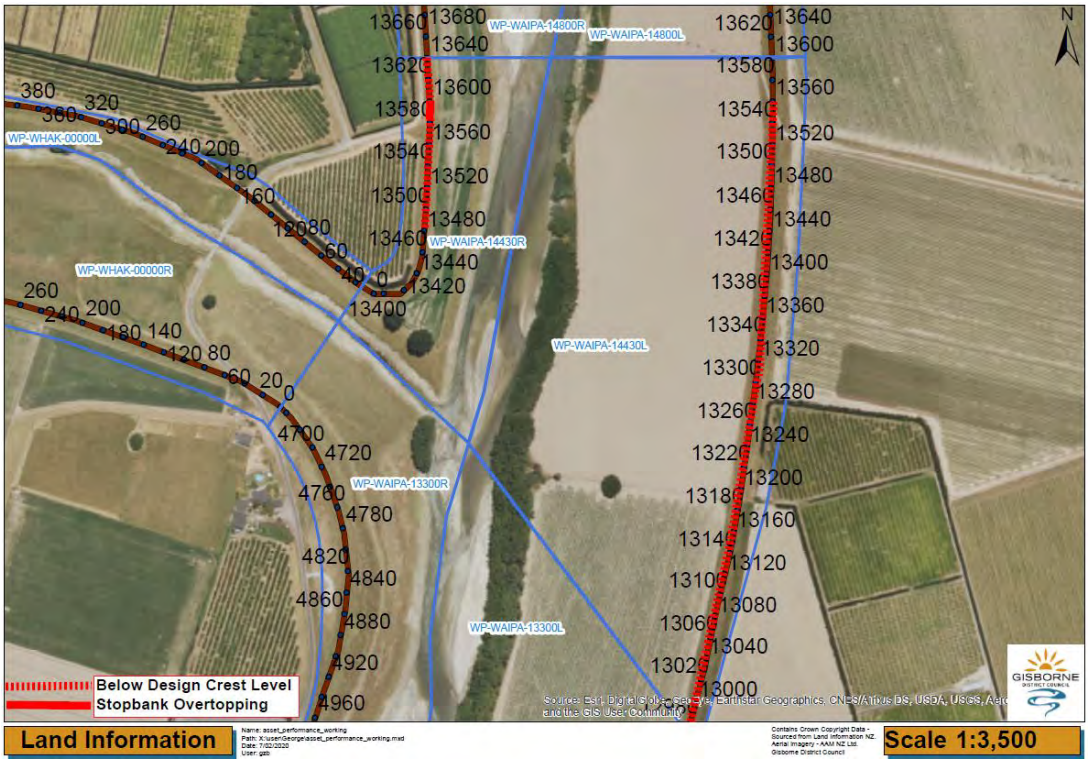
Note the 4500m³/s model above appears to show overtopping along stopbank of segment WP-WAIPA-12530R, however in the graph below there is more than adequate freeboard above the design crest level. It could be ponding from the overtopping downstream at WP-WAIPA-08280R, but this seems unrealistic based on flood spread.

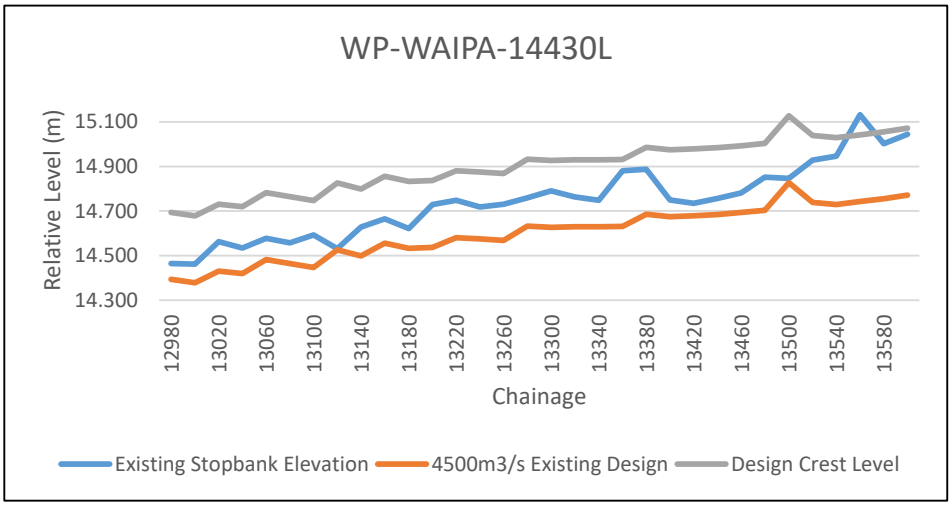


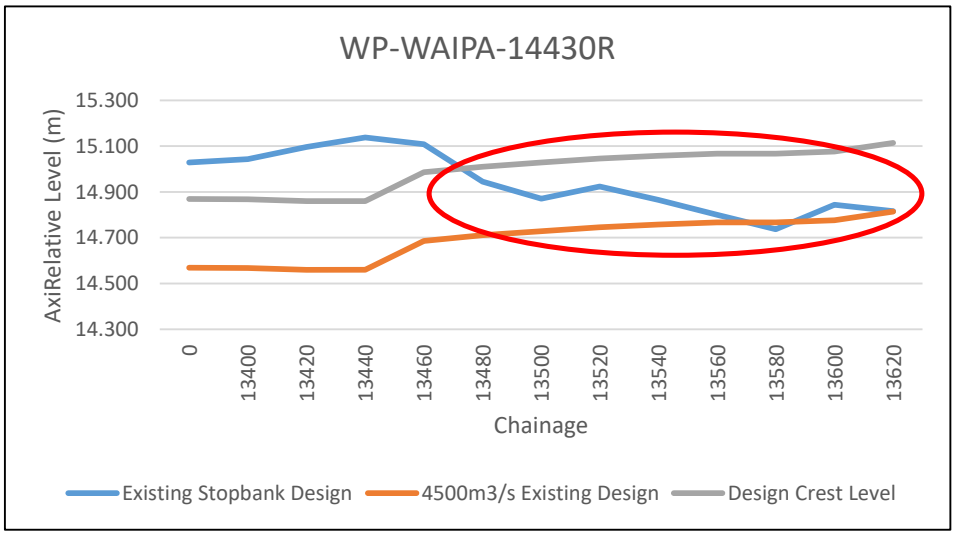

WP-WAIPA-14430R
WP-WAIPA-14430L
WP-WAIPA-13300R
WP-WAIPA-13300L
WP-WAIPA-12530L
WP-WAIPA-12530R
WP-WAIPA-11780L
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:6,000
N

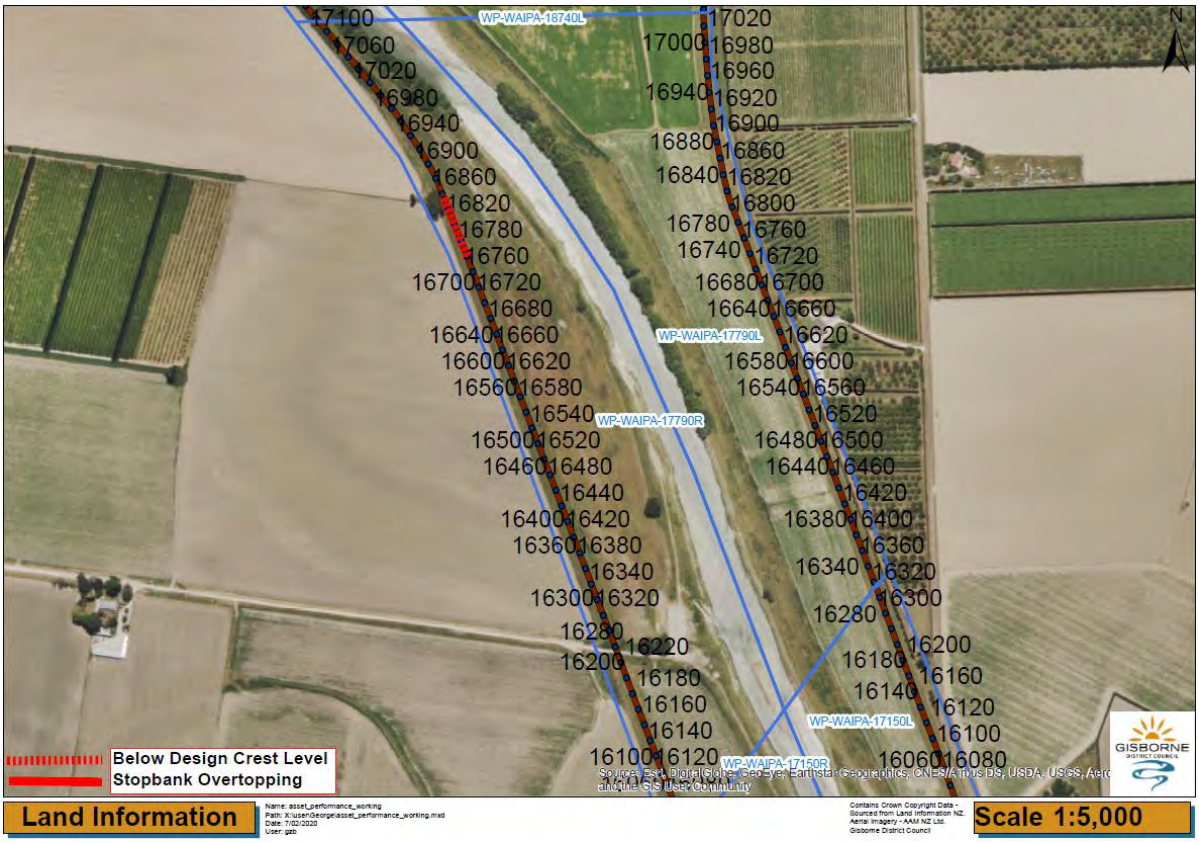

WP-WAIPA-13300L
Relative Level (m)
14.900
14.700
14.500
14.300
14.100
13.900
13.700
13.500
12360 12400 12440 12480 12520 12560 12600 12640 12680 12720 12760 12800 12840 12880 12920 12960
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level

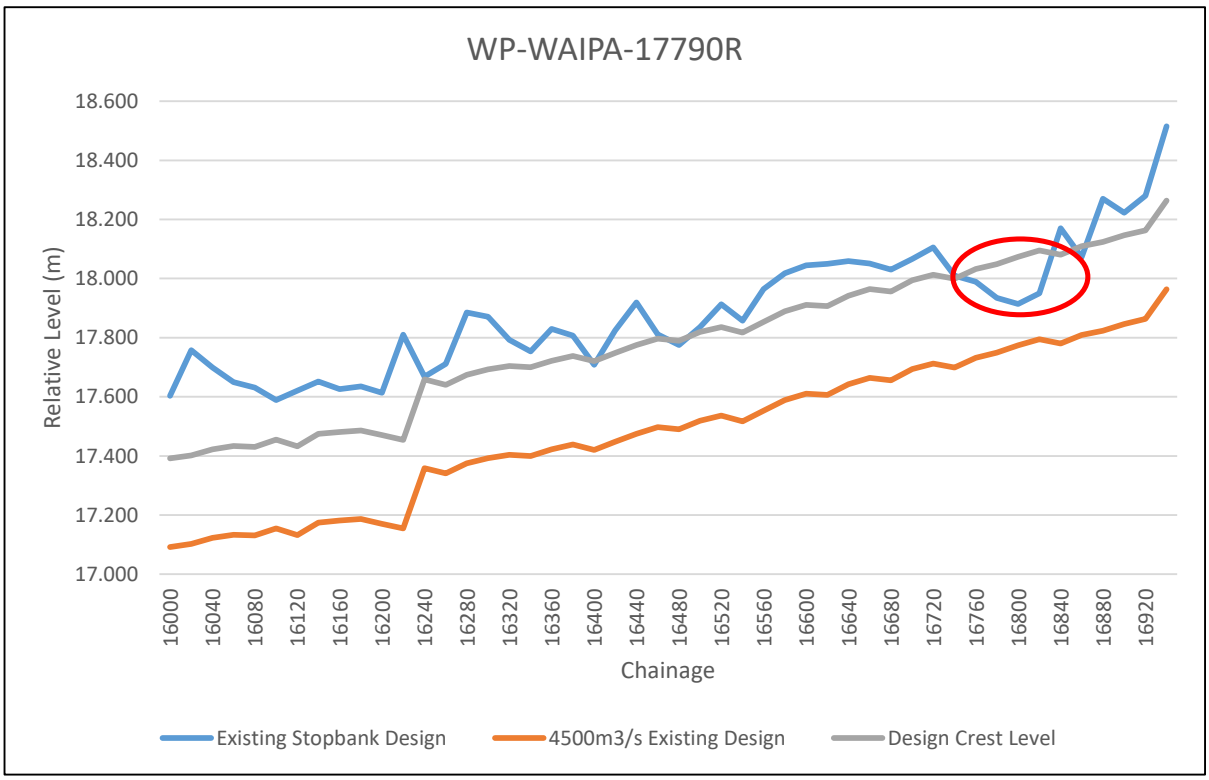

WP-WAIPA-13300R
Relative Level (m)
14.900
14.700
14.500
14.300
14.100
13.900
13.700
13.500
5620 5580 5540 5500 5460 5420 5380 5340 5300 5260 5220 5180 5140 5100 5060 5020 4980 4940 4900 4860 4820 4780 4740 4700 4660
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level


WP-WAIPA-14800R
WP-WAIPA-14800L
WP-WHAK-00000L
WP-WHAK-00000R
WP-WAIPA-14430R
WP-WAIPA-14430L
WP-WAIPA-13300R
WP-WAIPA-13300L
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:3,500
N


WP-WAIPA-14430L
Relative Level (m)
15.100
14.900
14.700
14.500
14.300
12980
13020
13060
13100
13140
13180
13220
13260
13300
13340
13380
13420
13460
13500
13540
13580
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level


WP-WAIPA-14430R
AxiRelative Level (m)
15.300
15.100
14.900
14.700
14.500
14.300
0
13400
13420
13440
13460
13480
13500
13520
13540
13560
13580
13600
13620
Chainage
Existing Stopbank Design
4500m3/s Existing Design
Design Crest Level


WP-WAIPA-18740L
WP-WAIPA-17790L
WP-WAIPA-17790R
WP-WAIPA-17150L
WP-WAIPA-17150R
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:5,000
N
GISBORNE


WP-WAIPA-17790R
Relative Level (m)
18.600
18.400
18.200
18.000
17.800
17.600
17.400
17.200
17.000
16000
16040
16080
16120
16160
16200
16240
16280
16320
16360
16400
16440
16480
16520
16560
16600
16640
16680
16720
16760
16800
16840
16880
16920
Chainage
Existing Stopbank Design
4500m3/s Existing Design
Design Crest Level


N
WP-WAIPA-19560R
WP-WAIPA-19560L
WP-WAIPA-18740R
WP-WAIPA-18740L
WP-WAIPA-17790R
WP-WAIPA-17790L
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:5,500
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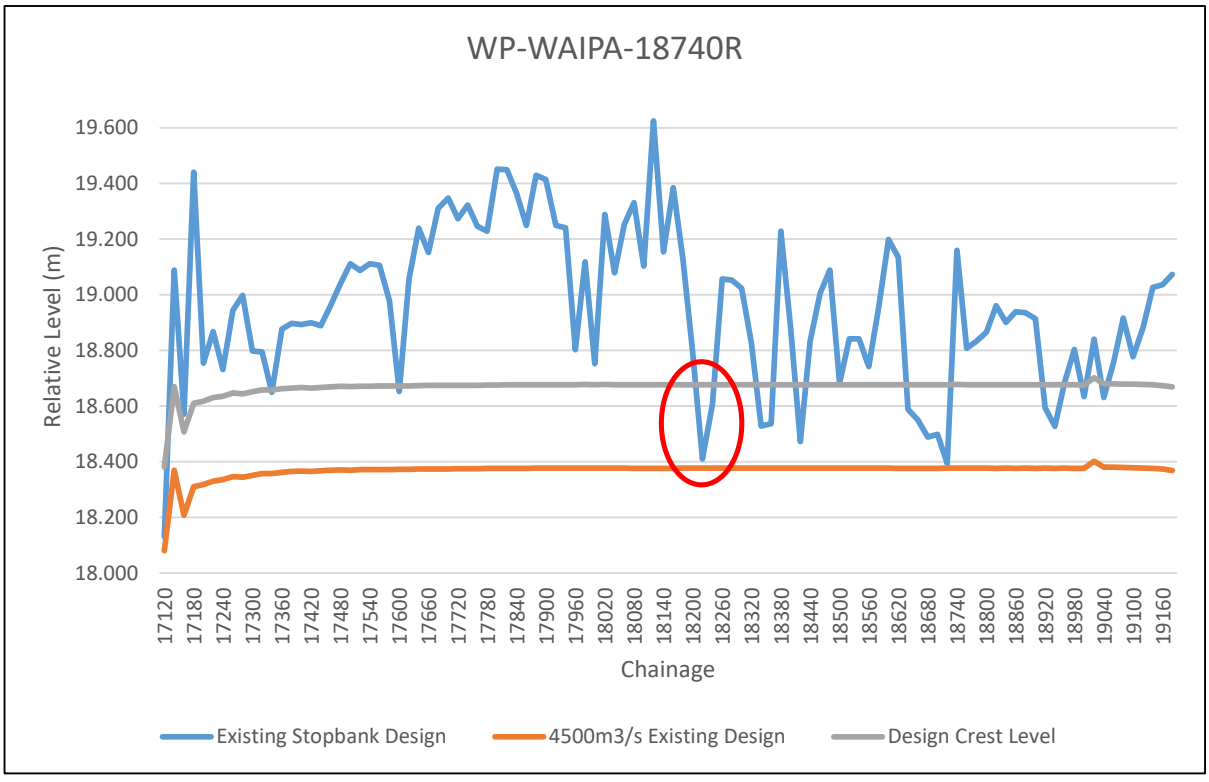
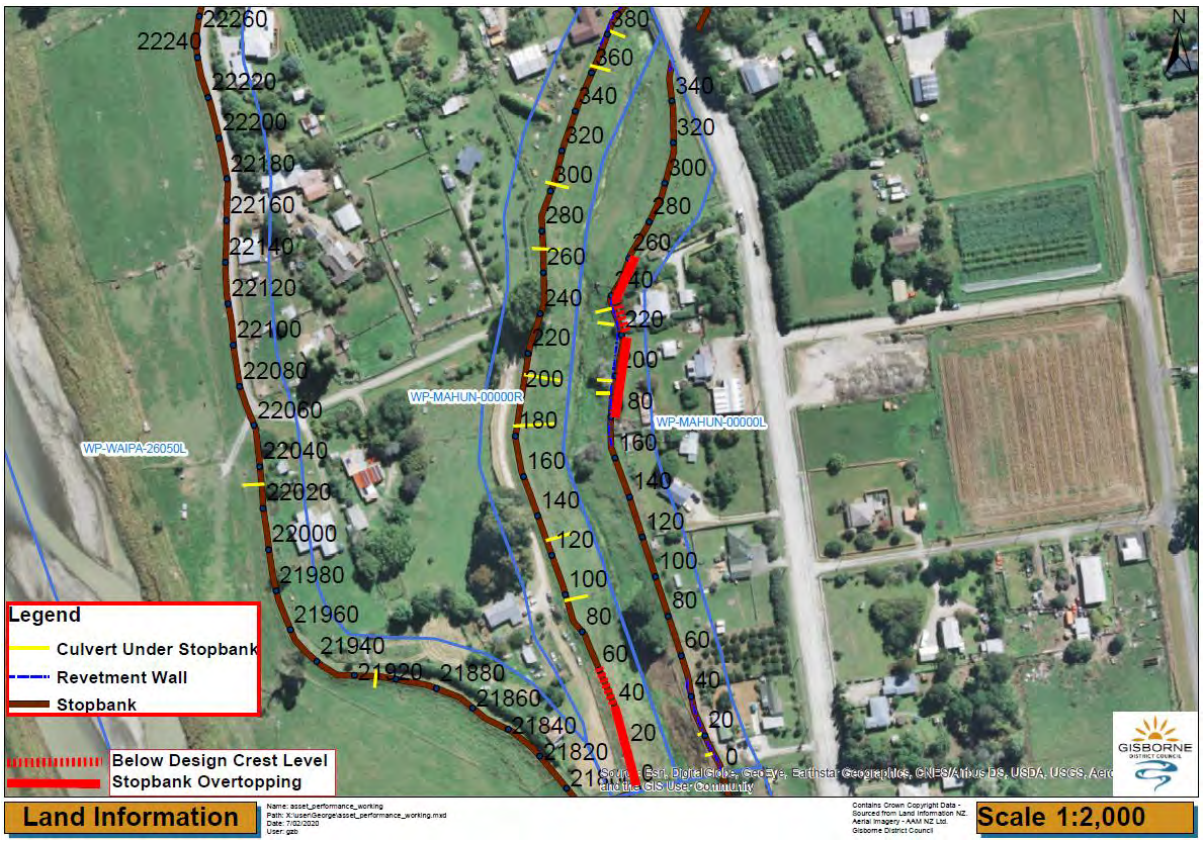
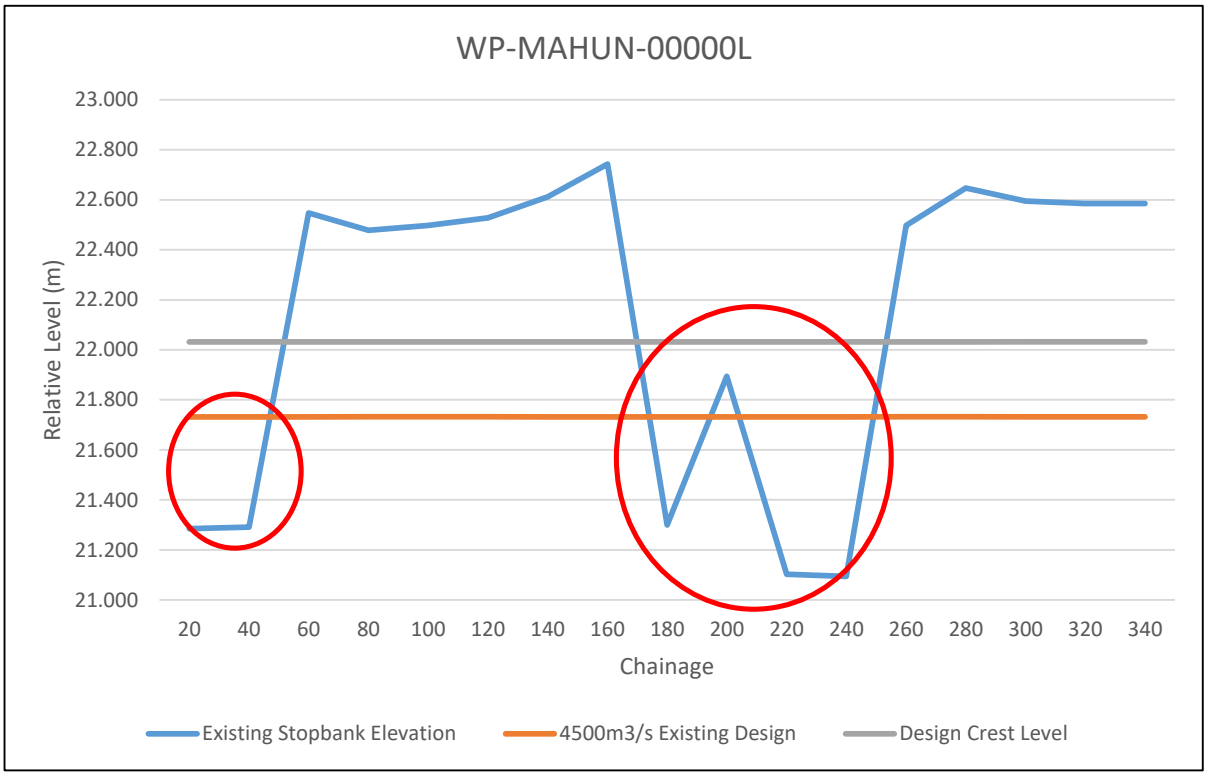
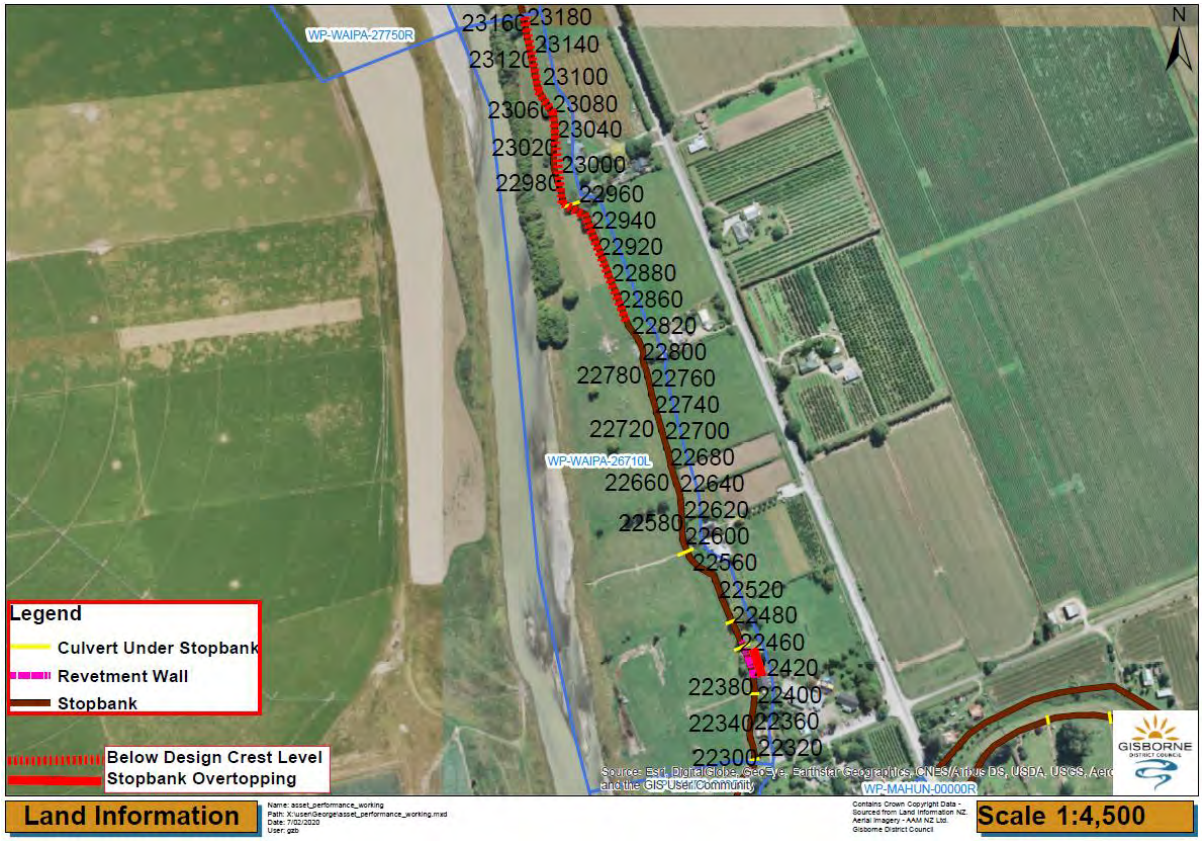

WP-WAIPA-18740R
Relative Level (m)
19.600
19.400
19.200
19.000
18.800
18.600
18.400
18.200
18.000
17120
17180
17240
17300
17360
17420
17480
17540
17600
17660
17720
17780
17840
17900
17960
18020
18080
18140
18200
18260
18320
18380
18440
18500
18560
18620
18680
18740
18800
18860
18920
18980
19040
19100
19160
Chainage
Existing Stopbank Design
4500m3/s Existing Design
Design Crest Level

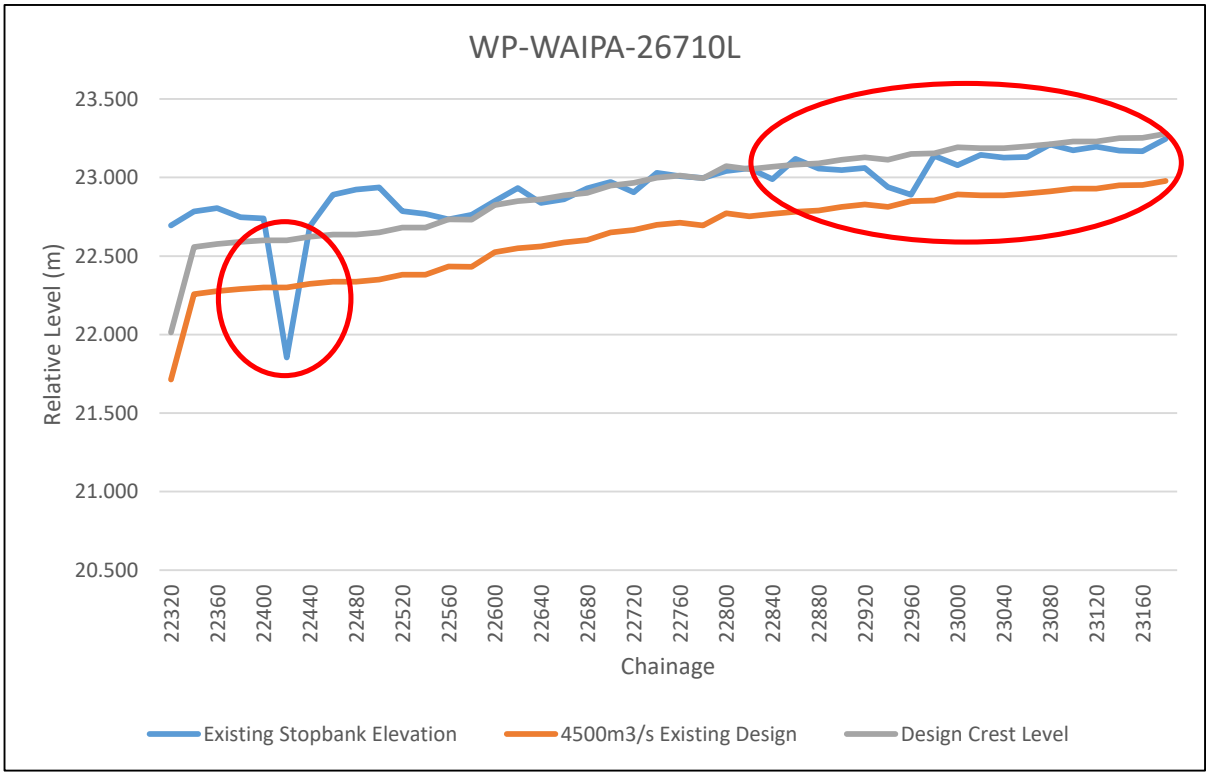


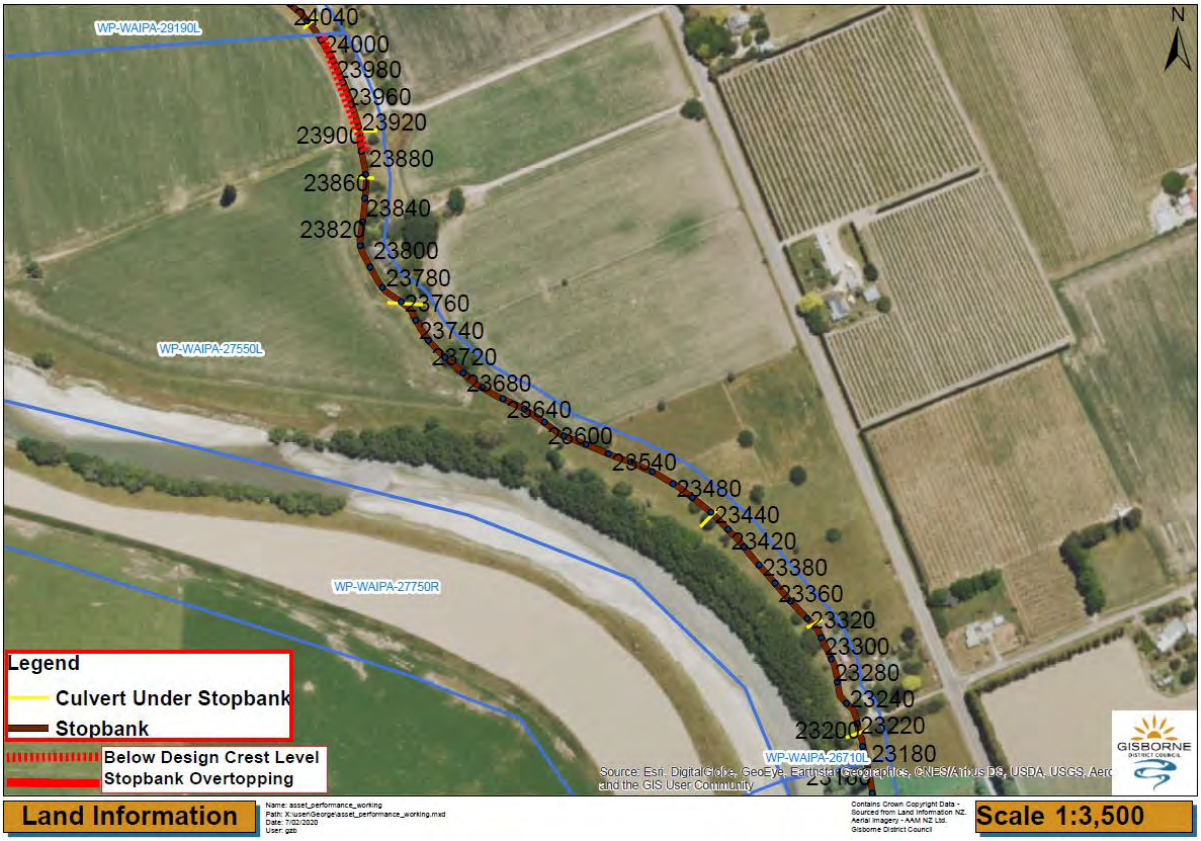
Note the floodwalls in the map above, located in parallel to the overtopping. The floodwalls need to be surveyed properly to understand their freeboard, and this should be compared to minimum freeboard recommended in the GeoSolve (2019) report. The flooding at the upstream extent on the true right back by SH2 is poorly understood; this needs to be interrogated. Stopbank crests should be GPS located for more accuracy.

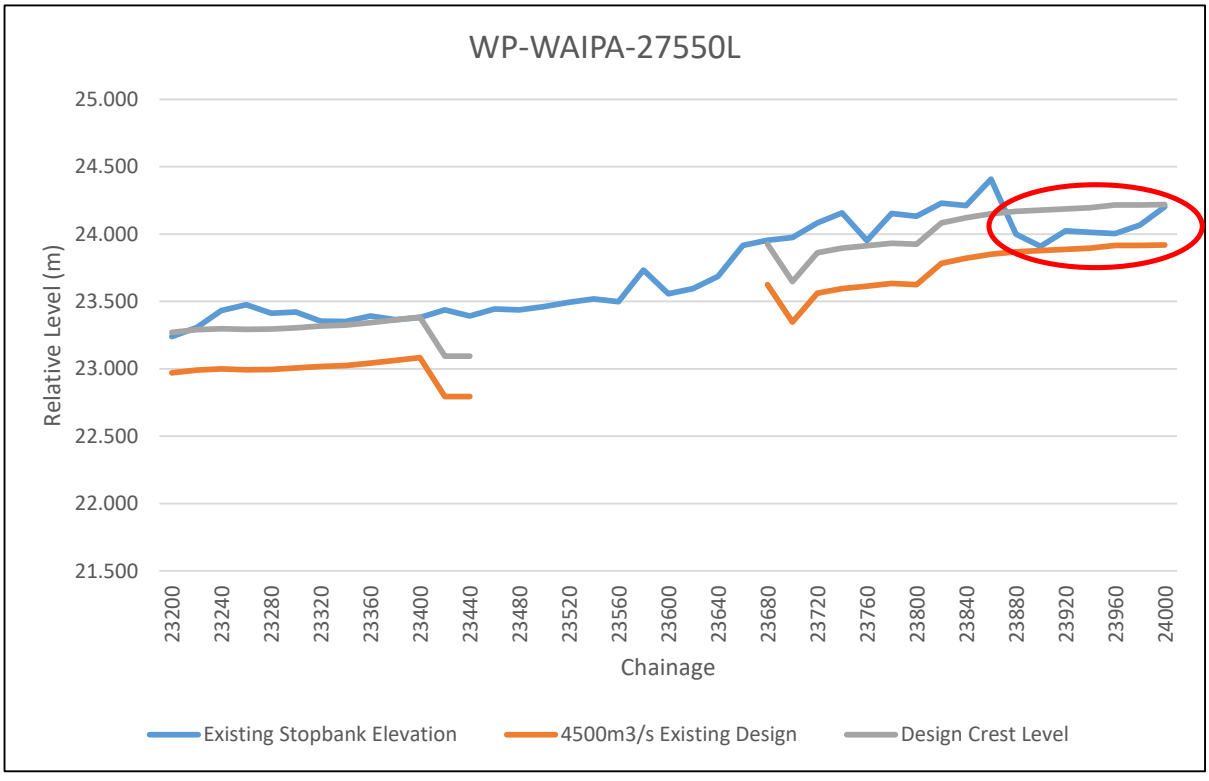


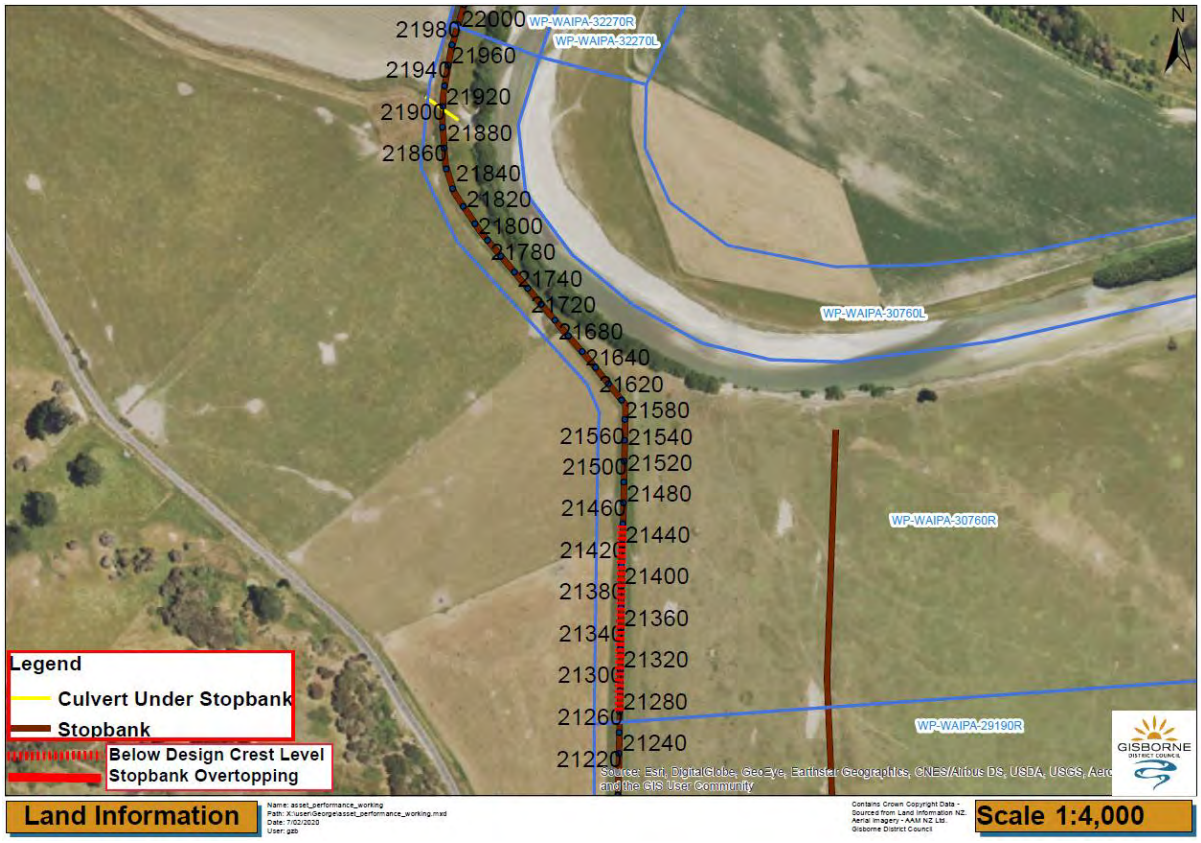


Note the discrete floodwall in the map above, located in parallel to the overtopping. The floodwall needs to be surveyed properly to understand its freeboard, and this should be compared to minimum freeboard recommended in the GeoSolve (2019) report. The stopbank crest should be GPS located for more accuracy.

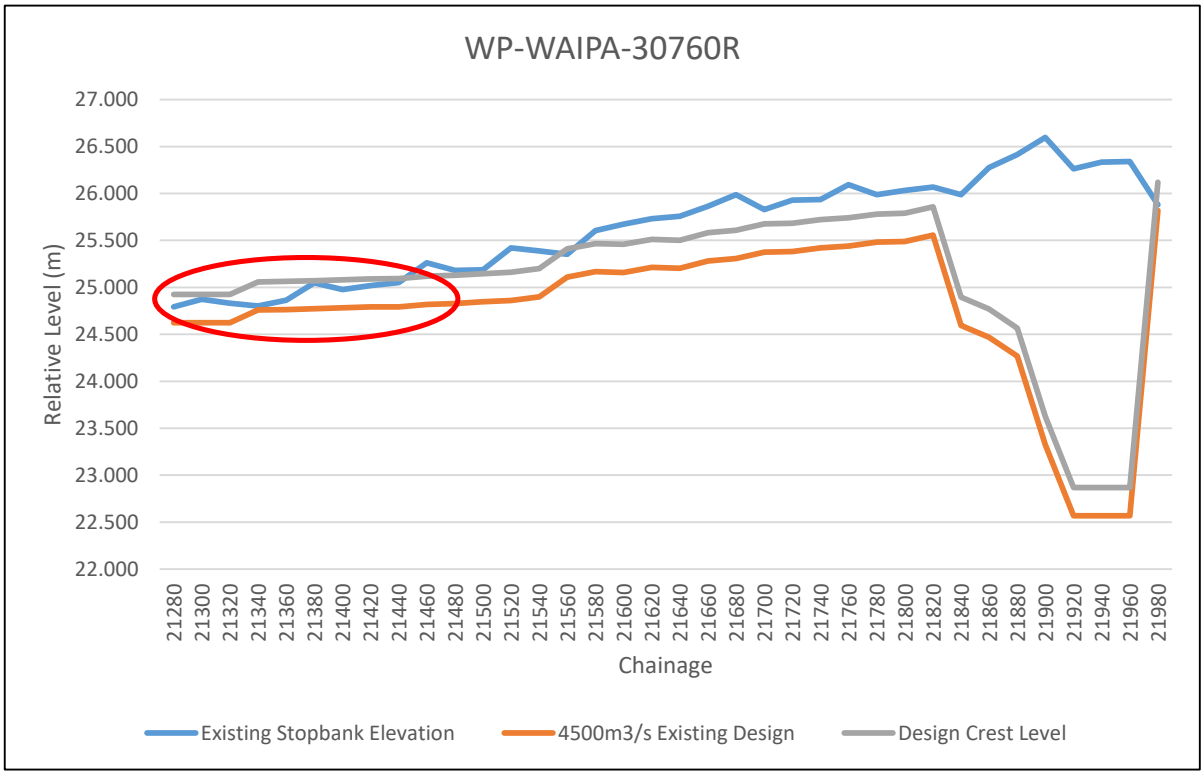



WP-WAIPA-29190L
WP-WAIPA-27550L
WP-WAIPA-27750R
WP-WAIPA-26710L
24040
24000
23980
23960
23920
23900
23880
23860
23840
23820
23800
23780
23760
23740
23720
23680
23640
23600
23540
23480
23440
23420
23380
23360
23320
23300
23280
23240
23220
23200
23180
N
Legend
Culvert Under Stopbank
Stopbank
Below Design Crest Level
Stopbank Overtopping
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, Aero and the GIS User Community
GISBORNE DISTRICT COUNCIL
Land Information
Scale 1:3,500

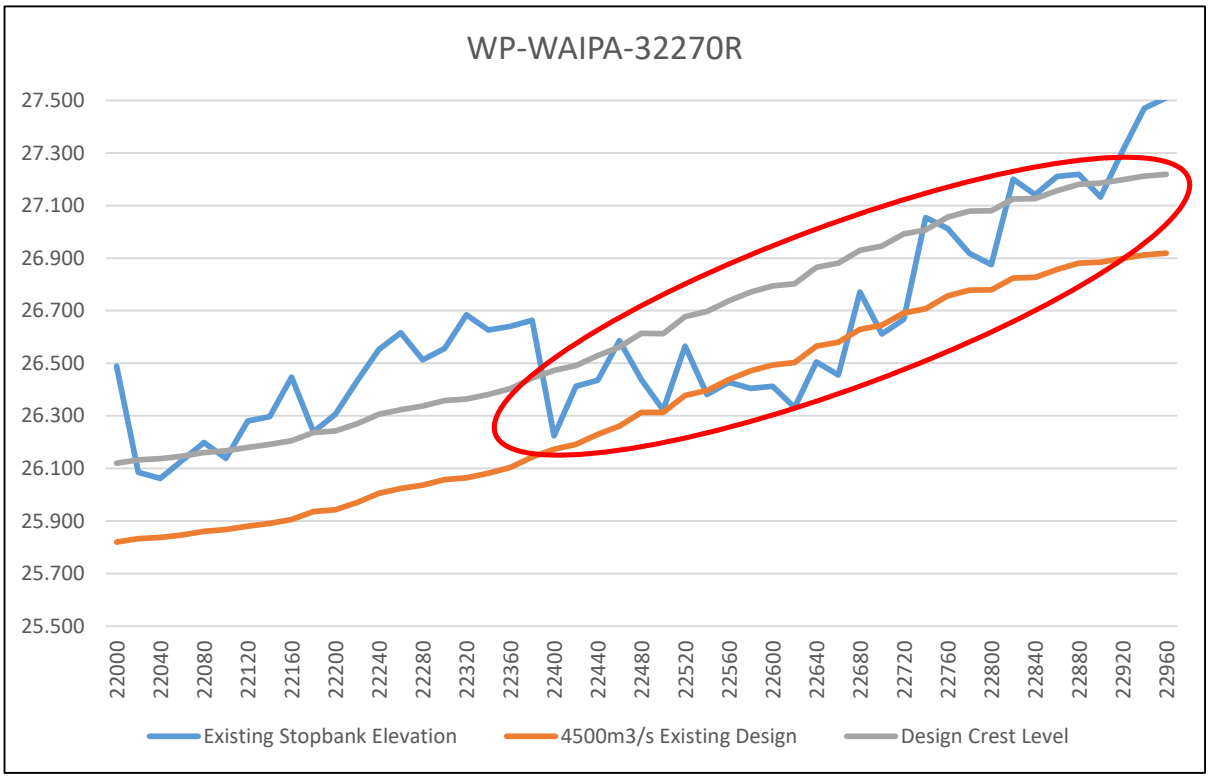

WP-WAIPA-27550L
25.000
24.500
24.000
23.500
23.000
22.500
22.000
21.500
Relative Level (m)
23200
23240
23280
23320
23360
23400
23440
23480
23520
23560
23600
23640
23680
23720
23760
23800
23840
23880
23920
23960
24000
Chainage
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level

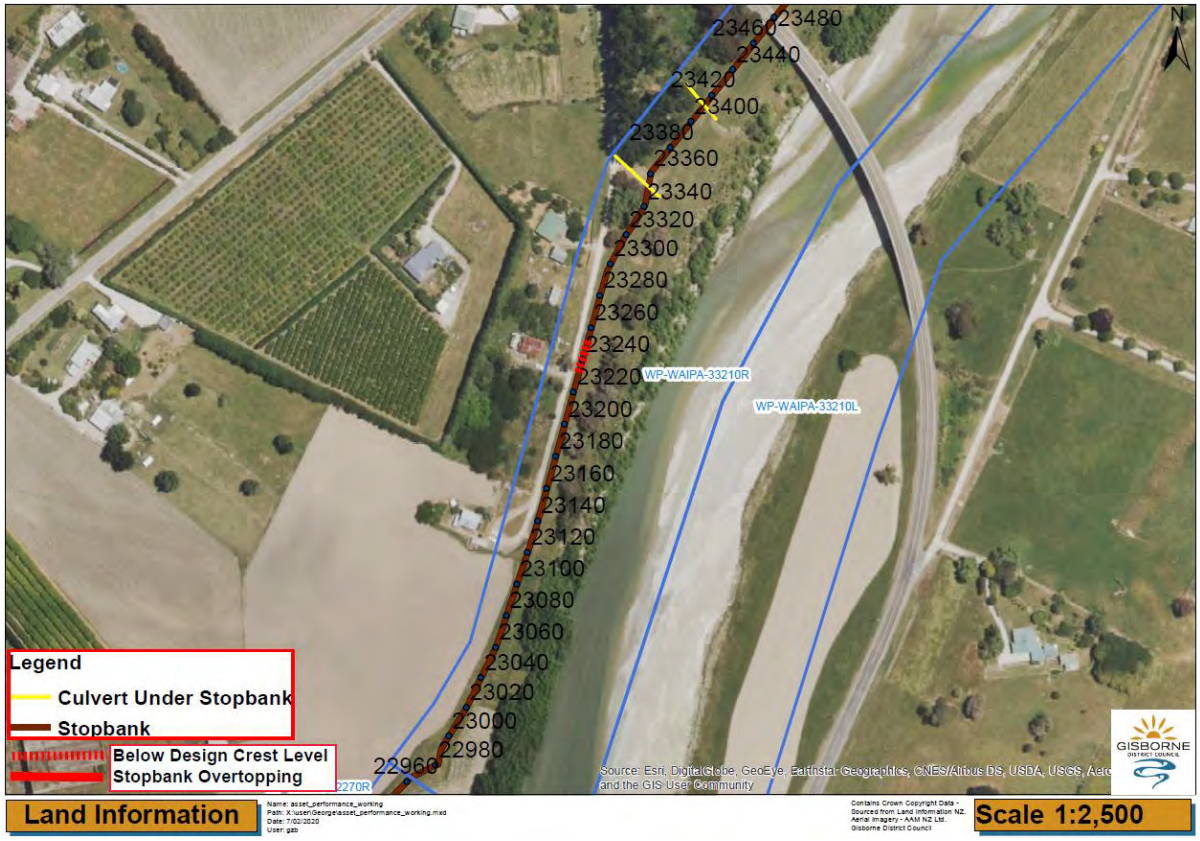


Note the McPhail's floodway stopbank appears to have less than adequate freeboard, however there is overflow from further upstream on the landward side of the stopbank. The model should be interrogated. The floodway itself requires surveying to confirm levels of the berm. These should be compared to any design spillway levels, in order to confirm that the spillway is operating at design. This can increase flood risk up and downstream.

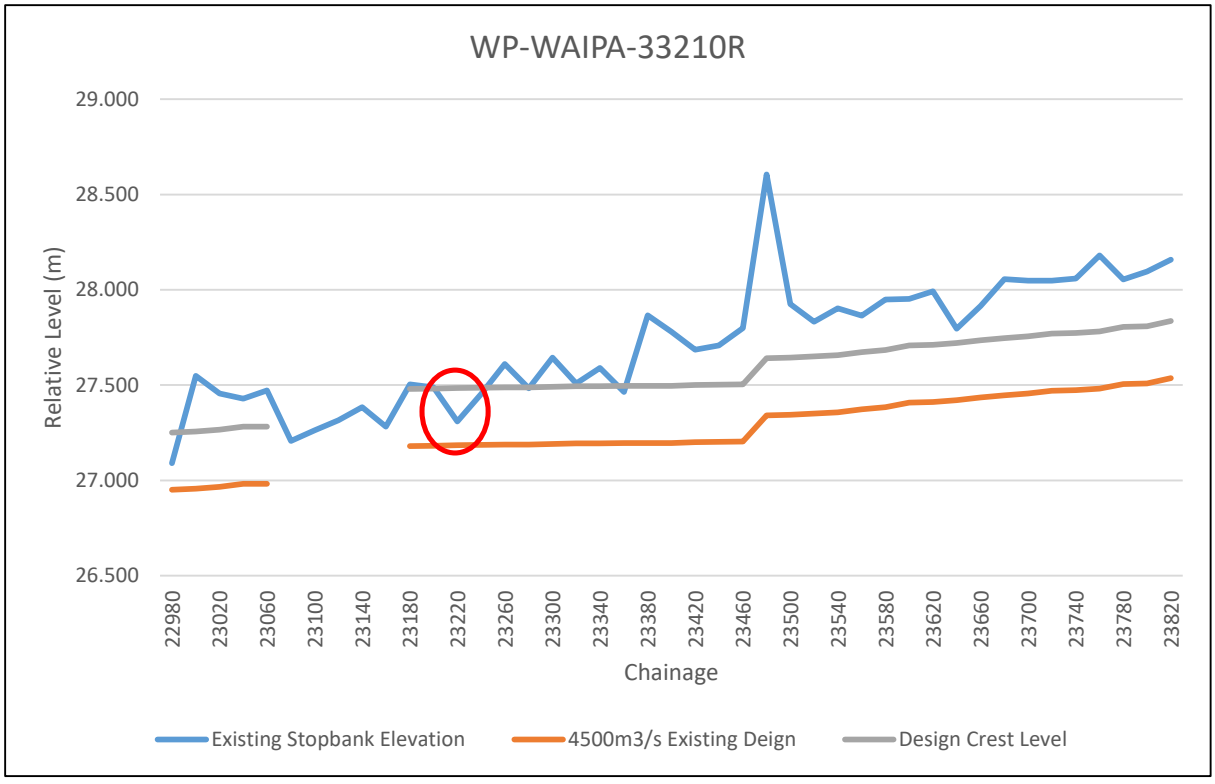



WP-WAIPA-33210R
WP-WAIPA-33210L
WP-WAIPA-32270R
WP-WAIPA-32270L
WP-WAIPA-30760R
Legend
Culvert Under Stopbank
Stopbank
Below Design Crest Level
Stopbank Overtopping
Land Information
Scale 1:5,000
N
GISBORNE DISTRICT COUNCIL

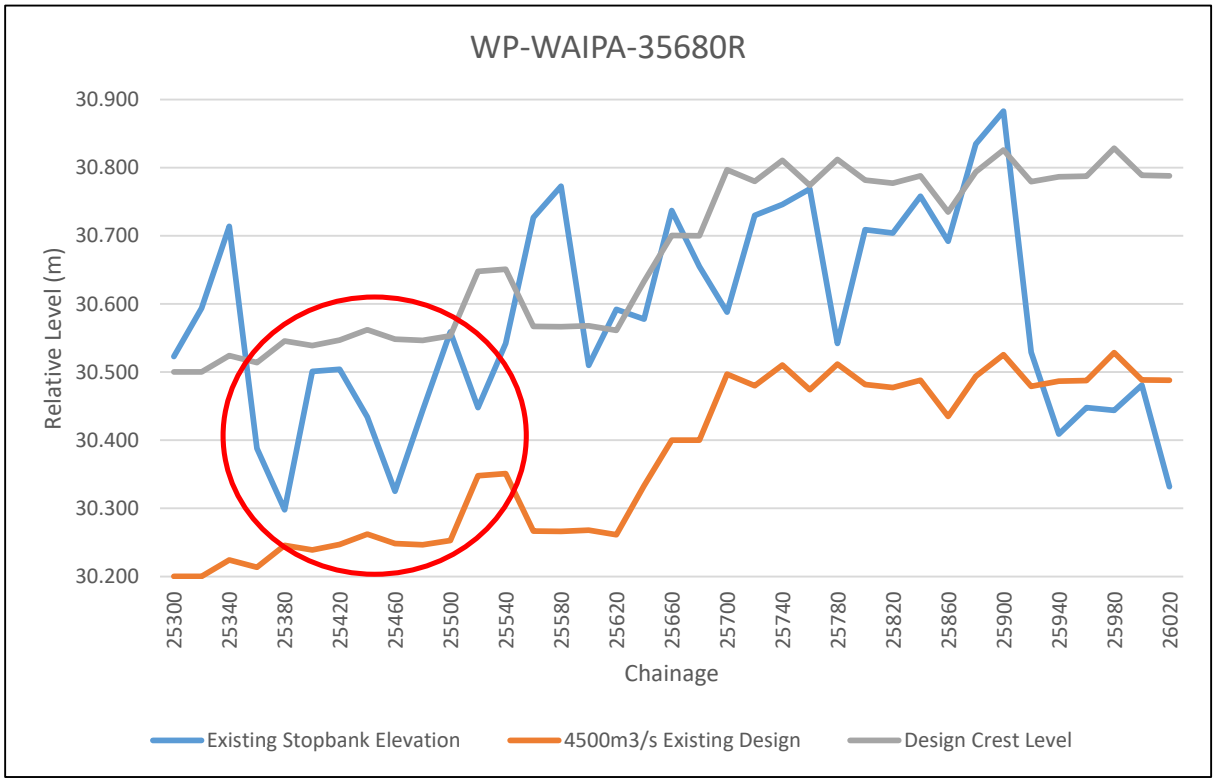

WP-WAIPA-32270R
27.500
27.300
27.100
26.900
26.700
26.500
26.300
26.100
25.900
25.700
25.500
22000
22040
22080
22120
22160
22200
22240
22280
22320
22360
22400
22440
22480
22520
22560
22600
22640
22680
22720
22760
22800
22840
22880
22920
22960
Existing Stopbank Elevation
4500m3/s Existing Design
Design Crest Level



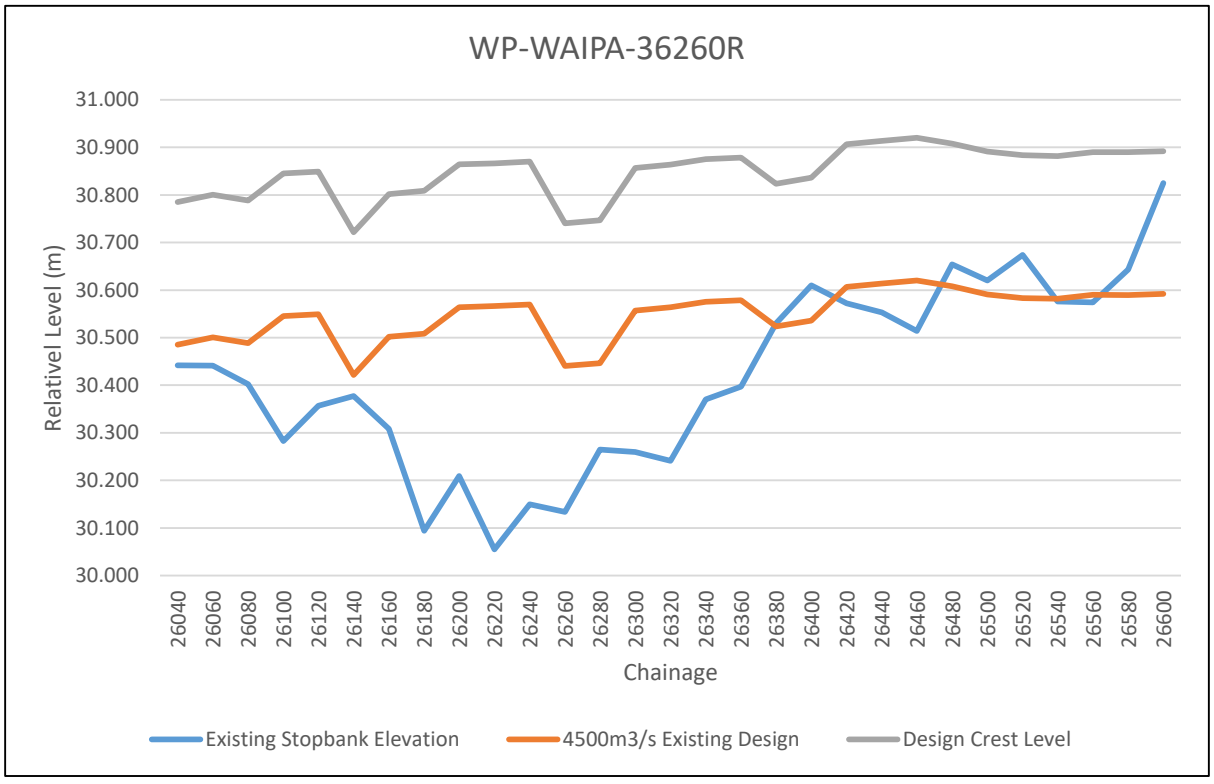
Note a very localised low spot. The LiDAR has been interrogated and it appears that there is a low spot here. It will be interesting to review this area once the model has been re-calibrated with the 2019 LiDAR.



The stopbank appears to be overtopping in to model, however it is not clear whether this is because of ponding upstream flowing past this stopbank. Based on the flood spread and flood peaks it does suggest overtopping in this section. However the model needs to be interrogated to confirm this.



Note the graph below shows that the stopbank is overtopping for a significant length. However it is not clear whether this overtopping is from the riverside, or due to ponding on the landward side which then overtops into the river. The model needs to be interrogated. The triple gates culvert just downstream has three drains flowing to it. These would not be able to drain during a 1% AEP, so ponding is plausible, but to that degree?



Appendix 3 - Culvert CCTV Inspection Assessment

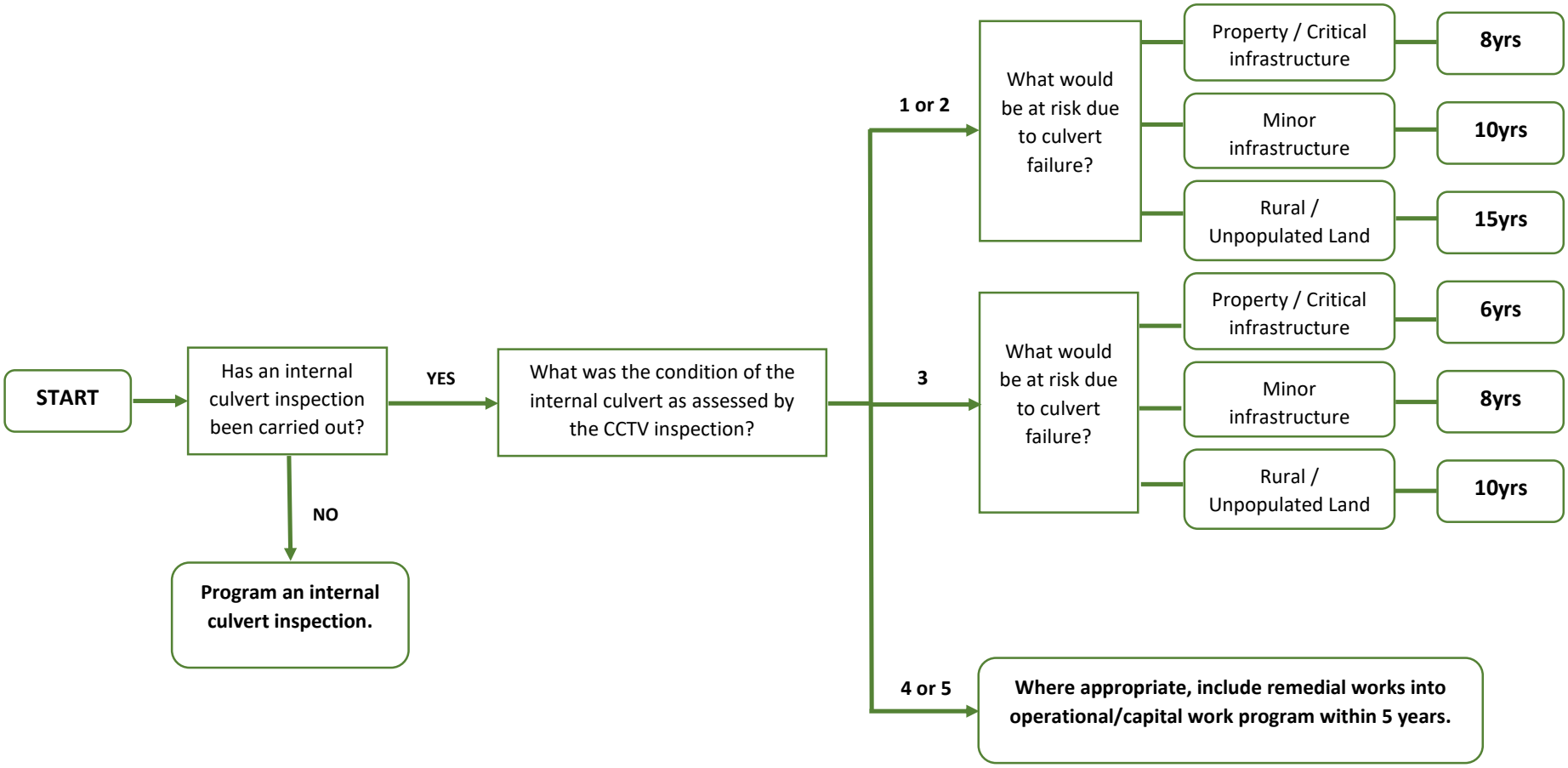
COMPKEY	Diameter	Stopbank Segment	ID	Issues Identified from CCTV	Condition
90420	150	WP-MAHUN-00000L	L2	Multiple joint displacements, soil exposed.	4
90421	150	WP-MAHUN-00000L	L2A	Rubber seal visible	NA
90422	150	WP-MAHUN-00000L	L3		2
90423	150	WP-MAHUN-00000L	L4	Joint displaced, soil exposed	4
90428	225	WP-MAHUN-00000L	L5	Pipe reduces in diameter, inspection abandoned 3.1m.	NA
90429	150	WP-MAHUN-00000L	L6	Joint displaced, soil exposed. Large circumferential cracking, soil exposed.	4
90424	150	WP-MAHUN-00000L	L6A	2x large circumferential cracking, soil exposed, 1x root invasion.	4
90430	375	WP-MAHUN-00000L	L7	Longitudinal crack along large length of culvert, and slight joint displacement.	2
90431	150	WP-MAHUN-00000R	R1	Multiple hairline circumferential cracking, 1x joint displacement, soil exposed	3
90435	150	WP-MAHUN-00000R	R2	Multiple circumferential cracking.	3
90436	225	WP-MAHUN-00000R	R3	Pipe broken 17.7m from d/s floodgate.	5
90437	225	WP-MAHUN-00000R	R4	Largely sound condition. Inspection abandoned because of mud obstacle.	2
90438	225	WP-MAHUN-00000R	R5	Slight displacement at joints, more significant towards u/s end of pipe.	3
90439	150	WP-MAHUN-00000R	R6	Multiple joint displacements, soil exposed. Large rock debris risk to blockage.	4
90440	150	WP-MAHUN-00000R	R7	Multiple circumferential cracking. Hole resulting from floodgate attachment	4
90441	150	WP-MAHUN-00000R	R8	Largely sound condition. U/s pipe enters large concrete basin.	2
90442	225	WP-MAHUN-00000R	R8A	Multiple joints open, soil exposed. Pipe changes direction, circumferential crack.	4
90443	150	WP-MAHUN-00000R	R9	Pipe has failed. Joint significantly displaced with soil exposed and eroded.	5
90386	900	WP-TEAR-00000R	R1		NA
90382	900	WP-TEAR-00500L	L1		NA
90451	900	WP-WAIPA-02440R	R1		NA
108440	375	WP-WAIPA-03130L	L2		NA
90397	900	WP-WAIPA-06900L	L2	Join faulty, medium, from 5 to 7 o'clock (rubber seal visible)	2
90399	300	WP-WAIPA-11040L	L4	Sealing faulty, root penetration, circumferential cracks, minor longitudinal cracks	4
90400	150	WP-WAIPA-11780L	L5		NA
90401	300	WP-WAIPA-11780L	L6	PB(M) piece of pipe missing, Path to outside	3
90402	675	WP-WAIPA-11780L	L7	Joint faulty, longitudinal crack at top of joint (12 o'clock)	3

COMPKEY	Diameter	Stopbank Segment	ID	Issues Identified from CCTV	Condition
90444	50	WP-WAIPA-12530R	R2		NA
90403	900	WP-WAIPA-13300R	R3		NA
90433	50	WP-WAIPA-15370R	L4		NA
90434	50	WP-WAIPA-15370R	L4		NA
90446	50	WP-WAIPA-15370R	L4		NA
90447	50	WP-WAIPA-15370R	L4		NA
90404	300	WP-WAIPA-17150L	L8		NA
90406	600	WP-WAIPA-17150L	L9	Change in pipe diameter, soil/material evident at transition	3
90408	375	WP-WAIPA-17790R	R5		NA
90338	300	WP-WAIPA-18740R	R6		NA
90339	1200	WP-WAIPA-18740R	R7		NA
90381	375	WP-WAIPA-19560L	L12	CL(M), CL(S) CL(S)	4
90340	225	WP-WAIPA-19560R	R7A		NA
90448	220	WP-WAIPA-19560R	R8		NA
90380	300	WP-WAIPA-20270L	L13	Dips in pipe	4
90379	300	WP-WAIPA-20270L	L14	Debris/silt at 18.2m	4
90378	300	WP-WAIPA-20270L	L15	General condition photo	2
90341	300	WP-WAIPA-20270R	R9		NA
90377	225	WP-WAIPA-21150L	L16		NA
90376	225	WP-WAIPA-21150L	L17	Sealing faulty, seal exposed	3
90418	1500	WP-WAIPA-21150L	L18		1
90375	300	WP-WAIPA-25190L	L19	Multiple circumferential cracking, indicating deflection.	4
90449	150	WP-WAIPA-26050L	L20	Joint badly displaced twice at 5.5m and 7.3m	4
90450	150	WP-WAIPA-26050L	L21		NA
90374	150	WP-WAIPA-26710L	L23	Joint displaced x2 areas, 1 major circumferential cracking 1.3m from outlet.	4
90373	150	WP-WAIPA-26710L	L24	Joints looks to be displaced	3
90372	150	WP-WAIPA-26710L	L25	Minor joint displacement and piped holes from floodgate attachment	3
90425	300	WP-WAIPA-26710L	L26		NA
90371	300	WP-WAIPA-26710L	L26A	Generally sound, circumferential cracks, minor root invasion 2.5m from d/s outlet.	3
90370	300	WP-WAIPA-26710L	L27	Joint displaced x2 areas with exposed reinforcement and soil.	4
90369	600	WP-WAIPA-27550L	L28	Root penetration at base of culvert 2.5m from outlet.	3
90368	300	WP-WAIPA-27550L	L29	Generally sound condition, no major issue, sealant loss at joints.	2

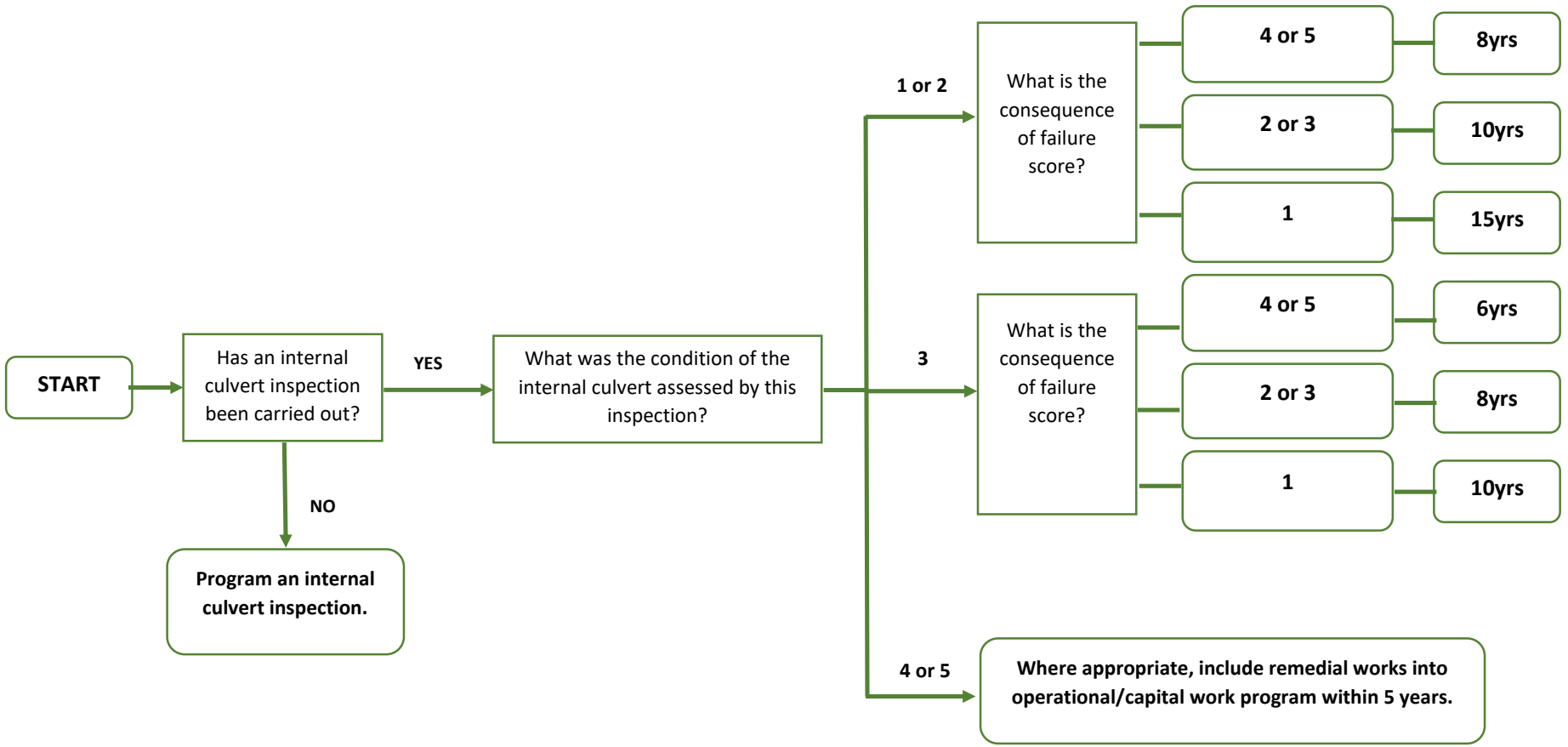
COMPKEY	Diameter	Stopbank Segment	ID	Issues Identified from CCTV	Condition
90367	150	WP-WAIPA-27550L	L30	Joint badly displaced - ultimately will lead to failure through gradual deformation	3
90366	150	WP-WAIPA-27550L	L31	Minor exposed reinforcement with rusting/corrosion at u/s section of pipe.	3
90365	225	WP-WAIPA-27550L	L32	Largely sound condition.	2
90364	225	WP-WAIPA-27550L	L33	Large chunk of culvert missing towards u/s end, exposing soil.	4
90362	150	WP-WAIPA-29190L	L34	Significant circumferential crack (possible joint displacement), exposing soil.	4
90363	225	WP-WAIPA-29190L	L35	Joint displaced towards u/s inlet.	3
90361	225	WP-WAIPA-29190L	L36		NA
90360	450	WP-WAIPA-30760L	L37		NA
90432	225	WP-WAIPA-30760L	L38		NA
90359	225	WP-WAIPA-30760L	L39		NA
90358	900	WP-WAIPA-30760L	L40		NA
90347	750	WP-WAIPA-33210R	R15		NA
90346	600	WP-WAIPA-33210R	R16		NA
90348	300	WP-WAIPA-34060R	R17		NA
90349	300	WP-WAIPA-34060R	R18		NA
90350	375	WP-WAIPA-34800R	R19		NA
90351	300	WP-WAIPA-35680R	R20		NA
90352	225	WP-WAIPA-35680R	R21		NA
90354	300	WP-WAIPA-35680R	R23		NA
90355	150	WP-WAIPA-36260R	R24		NA
90388	600	WP-WHAK-00000L	L1		NA
90426	1040	WP-WHAK-00990L	L2		NA
90390	375	WP-WHAK-01490L	L4		NA
90395	375	WP-WHAK-01490R	R1		NA
90391	150	WP-WHAK-01990L	L5		NA
90394	225	WP-WHAK-02490R	R2		NA
90393	225	WP-WHAK-02990R	R3		NA

Appendix 4 – Internal Culvert Inspection Frequency Options

Option 1



Option 2


START
Has an internal culvert inspection been carried out?
YES
NO
Program an internal culvert inspection.
What was the condition of the internal culvert assessed by this inspection?
1 or 2
What is the consequence of failure score?
4 or 5
8yrs
2 or 3
10yrs
1
15yrs
3
What is the consequence of failure score?
4 or 5
6yrs
2 or 3
8yrs
1
10yrs
4 or 5
Where appropriate, include remedial works into operational/capital work program within 5 years.

See Pg 96

Appendix 5 - Engineering Integrity Assessment - Hotspots

On Tuesday 28th January the Consultant undertook an Engineering Integrity Assessment (EIA) across 10 sites along the Waipaoa River. The hotspots identified during the EIA are summarised below with reference to photos and suggested remediation measures.

Table 23. Hotspots identified during Engineering Integrity Assessment with suggested remediation measures.

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-03130R		Deep rotational failure	Drain may cause issues

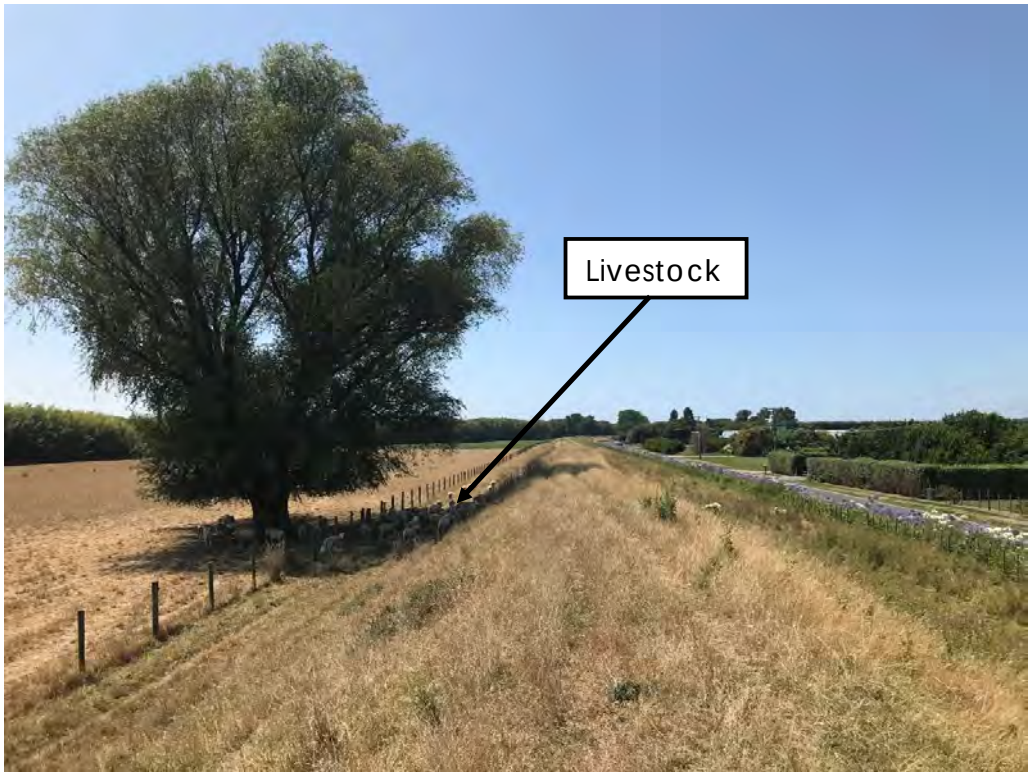
Suggested remediation measure(s):

This has not flagged up as red or amber status during engineering integrity process, however the Consultant is flagging this area. Sand boils have previously been located in the vicinity, as well as the foundation assessment showing that there is a 2.4m thick layer of low strength clays.
One of the common causes of deep rotational failure is due to the excavation of a ditch at the stopbank toe. This issue is exacerbated by the presence of soft clays and silts.
The ditch is ~5m from the toe, but it still poses a risk.

-Monitor (especially during/after flood and earthquake events).

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-06310R		Slope stability	Surface erosion

Livestock congregating in the shade of the tree, which is unfortunately within 6m of the stopbank, but more importantly, the livestock have caused surface erosion.



Segment(s)	Status	Engineering Integrity Issue(s)	Description

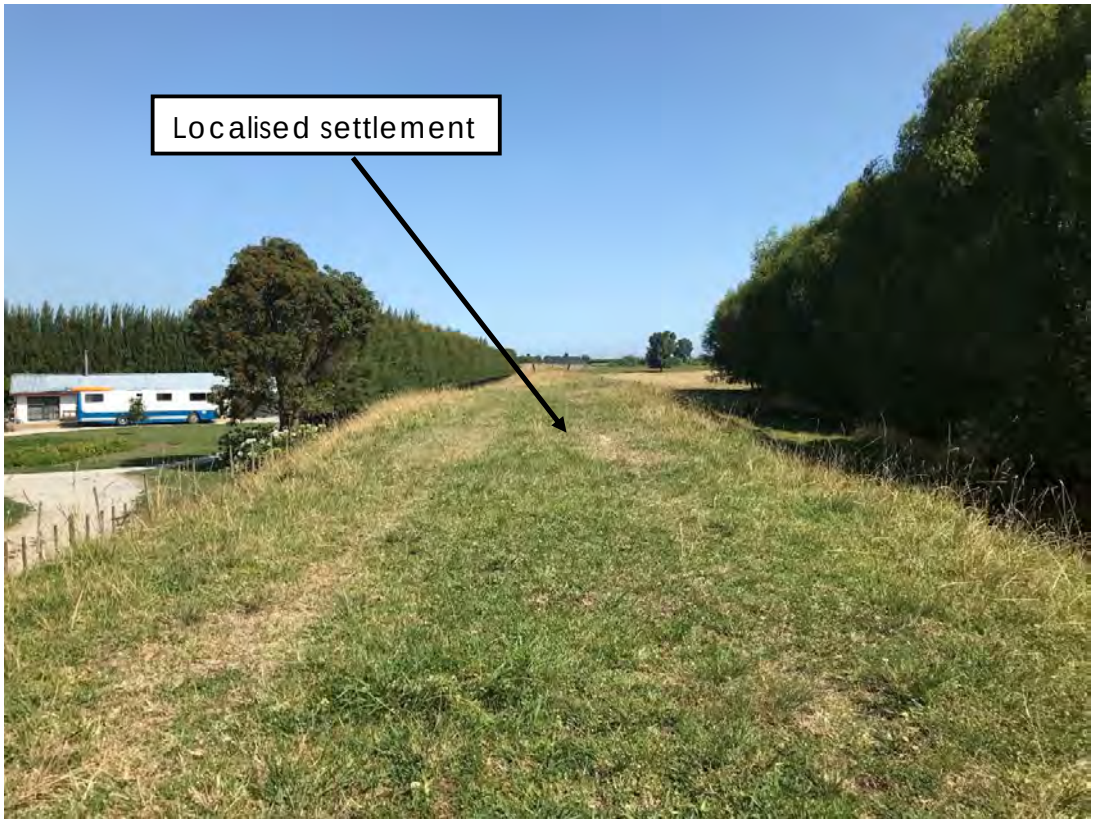
Suggested remediation measure(s):

Stopbank may be compromised and deteriorate gradually if the problem is not addressed. If no action is taken, area needs to be monitored frequently. Water from rainfall can seep into stopbank and increase moisture, which can subsequently decrease stability and weaken the structure.

-Short-term measure: Restrict grazing only to sheep (e.g. no cattle)
-Long-term measure: Remove the tree (and therefore shade) during the upgrade and re-batter the slopes.

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-11780L		Slope stability; crest degradation; seepage	Slip & minor crest settlement above culvert; dead tree stump in stopbank

Segment(s)	Status	Engineering Integrity Issue(s)	Description



Segment(s)	Status	Engineering Integrity Issue(s)	Description

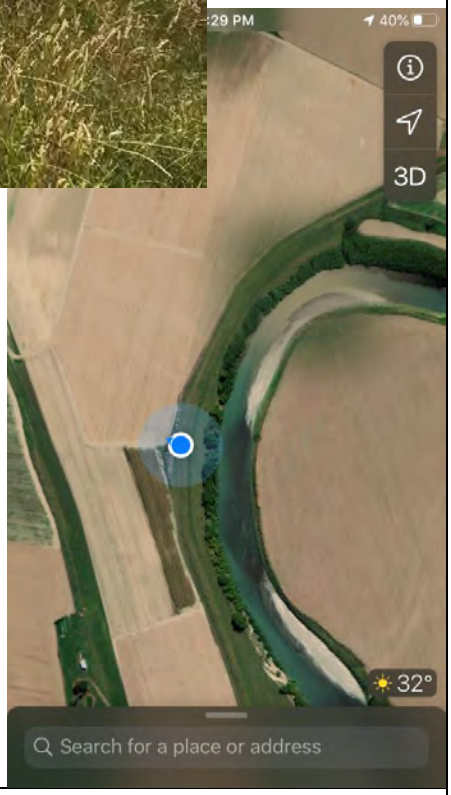
Suggested remediation measure(s):

Dead tree stump in stopbank structure. Rotting roots create preferential seepage paths.

Localised settlement of crest and slumping of riverside slope. These both coincide above a culvert running through the culvert. Reviewing CCTV, the condition of culvert is 'Poor'. The sealing in the joints is gone, significant root penetration and circumferential cracks.

-Renew the culvert.
-Remove the stump and backfill.

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-15370R		Slope stability; crest degradation	Minor slip & heave on landward toe; local crest settlement



Suggested remediation measure(s):

There does appear to be heave of the toe and localised settlement of the stopbank.

-Mowing of stopbank
-Further site investigations to confirm whether this is heave of the toe.
-Locate 4x culverts which could not be found during the assessment.

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-26050L		Slope stability; crest degradation; seepage	Local slip on landward side; minor crest degradation; 2x trees <2m of stopbank toe

Segment(s)	Status	Engineering Integrity Issue(s)	Description
			
			
Suggested remediation measure(s):			

Segment(s)	Status	Engineering Integrity Issue(s)	Description
WP-WAIPA-26710L		Slope stability; seepage	Minor slips, x1 above culvert; trees present along toe and dead tree stumps in stopbank

Segment(s)	Status	Engineering Integrity Issue(s)	Description

Suggested remediation measure(s):

This whole area needs attention. Consider bringing the stopbank upgrade forward.

-Mowing of the stopbank
-Renew culvert.
-Remove tree stumps and backfill.
-The floodwall should also be removed.

Waipaoa River Flood Control Scheme
Asset Performance Assessment
ADDENDUM 2021

Executive Summary

The Waipaoa Asset Performance Assessment 2020 was updated in March 2021. The original assessment was updated in the following ways:

- Integrating asset condition data that was collected after the original assessment was completed;
- Including the four new segments created at the Waipaoa-Mahunga confluence;
- Adopting 2 of the 4 sensitivity analyses presented in the original report;
- Reviewing any new geotechnical investigations and updating the corresponding parts of the assessment accordingly;
- Updating the assessment where new stopbanks have been constructed;
- An interactive report was developed to supplement this updated assessment.

The 2020 Asset Performance Assessment report has been republished in 2021 (this document), with an addendum, incorporating the new results of the 2021 assessment.

How to use this document:

The original 2020 report has been reproduced in this document and precedes this Addendum. Changes are highlighted in the document and have corresponding page references tagged in the margins. These tags refer to pages in this addendum, wherein details of each change are explained. The addendum is also cross-referenced back to the original pages.

Section	Page	Changes
Executive Summary	5	Update: Change highlighted text to "7 key recommendations"
Executive Summary	5	Add to end of list of recommendations: 7. Prioritise maintenance and remediation of Very Poor and Poor assets in High and Very High risk areas.
Executive Summary	5	Add to end of Executive Summary: To date, a number of the recommendations have or are being progressed. GDC are encouraged to continue progressing with these recommendations, and consider programming the remaining recommendations. An interactive report was developed to complement and supplement this Asset Performance Assessment report. This should be used in conjunction with reading this report.
1. Introduction	8	Update: 7 key recommendations
3.1 Capacity	12	Update: "the above equations were used for the assessment, but numbers related to freeboard criteria were adapted to more appropriate figures as agreed with GDC. Refer to Section 4.5 for further detail.
3.2.1 Foundation softening	13	Update: 'Change 3 (possible failure)' to '2 (unlikely failure)'.
3.3 Condition	18	Delete highlighted text.

<table>
<tr><th>Section</th><th>Page</th><th>Changes</th></tr>
<tr><td>3.4 Consequence</td><td>20</td><td>Table 6 updated as below.

<table><tr><th>Consequence Score</th><th>No. of Properties Damaged</th></tr><tr><td>1</td><td>Minor damage</td></tr><tr><td>2</td><td>Several houses impacted</td></tr><tr><td>3</td><td>1-3 houses damaged and some impacted</td></tr><tr><td>4</td><td>4-49 houses damaged and multiple impacted</td></tr><tr><td>5</td><td>>50 houses damaged</td></tr></table></td></tr>
<tr><td>4. Results</td><td>21</td><td>Update:

Change date to 18/3/2021</td></tr>
<tr><td>4.1 Capacity</td><td>21</td><td>Update:

Change statistics from:
23% to 19%; and
22 out of 94 to 18 out of 96.</td></tr>
<tr><td>4.1 Capacity</td><td>21</td><td>Table 7 updated as below.

<table><tr><th>Probability of Overtopping</th><th>No. of Segments</th><th>%</th></tr><tr><td>1 – Rare</td><td>42</td><td>44</td></tr><tr><td>2 – Unlikely</td><td>10</td><td>10</td></tr><tr><td>3 – Possible</td><td>8</td><td>8</td></tr><tr><td>4 – Moderate</td><td>18</td><td>19</td></tr><tr><td>5 – Almost Certain</td><td>18</td><td>19</td></tr><tr><td>Total</td><td>96</td><td>100</td></tr></table></td></tr>
<tr><td>4.1 Capacity</td><td>22</td><td>Figure 10 updated on Pg 98 of this Addendum</td></tr>
</table>

<table>
<tr><th>Section</th><th>Page</th><th>Changes</th></tr>
<tr><td>4.2 Intrinsic Strength</td><td>23</td><td>Update:

Change statistics from:
12% to 10%; and
12 out of 94 to 10 out of 96.</td></tr>
<tr><td>4.2 Intrinsic Strength</td><td>23</td><td>Table 8 updated as below.

<table><tr><th>Probability of Failure</th><th>No. of Segments</th><th>%</th></tr><tr><td>1 – Rare</td><td>0</td><td>0</td></tr><tr><td>2 – Unlikely</td><td>43</td><td>45</td></tr><tr><td>3 – Possible</td><td>13</td><td>14</td></tr><tr><td>4 – Moderate</td><td>30</td><td>31</td></tr><tr><td>5 – Almost Certain</td><td>10</td><td>10</td></tr><tr><td>Total</td><td>96</td><td>100</td></tr></table></td></tr>
<tr><td>4.2 Intrinsic Strength</td><td>24</td><td>Figure 11 updated on Pg 99 of this Addendum</td></tr>
<tr><td>4.2.4 Engineering Integrity Assessment</td><td>29</td><td>Update Table 13:

Delete first 2 rows (not including heading) of Table 13 (WP-WAIPA-00570L & WP-WAIPA-01350L).</td></tr>
<tr><td>4.3 Condition</td><td>29</td><td>Update paragraph to:

The condition element of the performance assessment was completed in-house by GDC Rivers personnel. The overall condition of the Waipaoa River Flood Control Scheme is presented by the thematic map (presented on Pg 99 of this Addendum) and summarised in the table below. 85% of segments are in Very Good to Moderate condition. The other 15% are in Poor condition.</td></tr>
</table>

Section	Page	Changes

Segment Condition	No. of Segments	%
1 – Very Good	1	1
2 – Good	60	60
3 – Moderate	24	24
4 – Poor	15	15
5 – Very Poor	0	0
Total	100	100

As discussed in the methodology (section 3.3), an overall condition score is calculated for each segment using a specific calculation involving the peak score. This means that some individual assets in a segment may be in worse condition than that assigned to the overall segment. Likewise, it is likely some assets will be in a better condition than that assigned to the overall segment. Thus, it is prudent to have a look at the results of the stopbank condition assessment, as these assets are generally deemed critical. We can see in the table below that there are 4 stopbank assets in Poor condition, and 1 is Very Poor.

Segment Condition	No. of Segments	%
1 – Very Good	6	6
2 – Good	73	78
3 – Moderate	10	11
4 – Poor	4	4
5 – Very Poor	1	1
Total	100	100

Looking across all the assets inspected, as presented in the table below, the majority of assets are in Very Good to Moderate condition, accounting for over 90% of assets inspected. Only 9.5% of assets are in Poor or Very Poor condition.

<table>
<tr><th>Section</th><th>Page</th><th>Changes</th></tr>
<tr><td></td><td></td><td>
<table>
<tr><th>Asset Condition</th><th>1</th><th>2</th><th>3</th><th>4</th><th>5</th></tr>
<tr><td>Active Edge</td><td>16</td><td>49</td><td>23</td><td>12</td><td>1</td></tr>
<tr><td>Active Edge Assets</td><td>12</td><td>33</td><td>13</td><td>6</td><td>0</td></tr>
<tr><td>Berm</td><td>38</td><td>41</td><td>13</td><td>3</td><td>5</td></tr>
<tr><td>River Conveyance</td><td>78</td><td>18</td><td>1</td><td>4</td><td>0</td></tr>
<tr><td>Stopbank</td><td>6</td><td>73</td><td>10</td><td>4</td><td>1</td></tr>
<tr><td>Structures</td><td>6</td><td>27</td><td>0</td><td>3</td><td>9</td></tr>
<tr><td>Total</td><td>156</td><td>241</td><td>60</td><td>32</td><td>16</td></tr>
<tr><td>%</td><td>30.9</td><td>47.7</td><td>11.9</td><td>6.3</td><td>3.2</td></tr>
</table>

Note: there are a number of culvert assets that only have a visual condition assessment of exterior components. Internal CCTV inspections should be considered for those culverts without an inspection. Use Appendix 4 for guidance.
</td></tr>
<tr><td>4.3 Condition</td><td>N/A</td><td>New figure on Pg 100 of this Addendum</td></tr>
<tr><td>4.4 Consequence</td><td>30</td><td>Update paragraph:

The consequences of failure by segment is presented by the thematic map in Figure 14. The various consequences of failure proportional to the total number of segments are presented in Table 14. The number of segments with either a major or catastrophic consequence is 18 and 22%, respectively; 37.4% overall.</td></tr>
<tr><td>4.4 Consequence</td><td>30</td><td>Table 14 updated as below.

<table>
<tr><th>Consequence of Failure</th><th>No. of Segments</th><th>%</th></tr>
<tr><td>1 – Insignificant</td><td>27</td><td>25.2</td></tr>
<tr><td>2 – Minor</td><td>18</td><td>16.8</td></tr>
<tr><td>3 – Severe</td><td>22</td><td>20.6</td></tr>
<tr><td>4 – Major</td><td>18</td><td>16.8</td></tr>
<tr><td>5 – Catastrophic</td><td>22</td><td>20.6</td></tr>
<tr><td>Total</td><td>107</td><td>100</td></tr>
</table>
</td></tr>
</table>

<table>
<tr><th>Section</th><th>Page</th><th>Changes</th></tr>
<tr><td>4.4 Consequence</td><td>31</td><td>Figure 14 updated on Pg 101 of this Addendum</td></tr>
<tr><td>4.6 Risk</td><td>32</td><td>Update heading to “4.5 Risk”</td></tr>
<tr><td>4.6 Risk</td><td>32</td><td>Update:

Change statistics from:
24% and 16% to 21% and 15%; and
40% overall to 37% overall</td></tr>
<tr><td></td><td></td><td>Table 15 updated as below.
<table>
<tr><th>Overall Risk</th><th>No. of Segments</th><th>%</th><th>No. of Segments</th><th>%</th></tr>
<tr><td>TBC</td><td>9</td><td>8.74</td><td rowspan="4">62</td><td rowspan="4">60</td></tr>
<tr><td>Very Low</td><td>4</td><td>3.88</td></tr>
<tr><td>Low</td><td>9</td><td>8.74</td></tr>
<tr><td>Medium</td><td>40</td><td>38.83</td></tr>
<tr><td>High</td><td>25</td><td>24.27</td><td rowspan="2">41</td><td rowspan="2">40</td></tr>
<tr><td>Very High</td><td>16</td><td>15.53</td></tr>
<tr><td>Total</td><td>103</td><td>100</td><td>103</td><td>100</td></tr>
</table></td></tr>
<tr><td>4.6 Risk</td><td>33</td><td>Figure 16 updated on Pg 102 of this Addendum</td></tr>
<tr><td>4.6 Risk</td><td>34</td><td>Add following content to end of highlighted section.

Sensitivity analysis 3 and 4 were adopted for the 2021 asset performance assessment.</td></tr>
<tr><td>6. Data Confidence and Uncertainty</td><td>40</td><td>Update:

Change highlighted section under Intrinsic Strength section to “a default score of 2”.</td></tr>
<tr><td>7. Recommendations</td><td>41</td><td>Update:

7 key recommendations</td></tr>
<tr><td>7. Recommendations</td><td>41</td><td>Delete 3 highlighted bullet points under Recommendation 1.</td></tr>
</table>

<table>
<tr><th>Section</th><th>Page</th><th>Changes</th></tr>
<tr><td>7. Recommendations</td><td>42</td><td>Update Table 21:

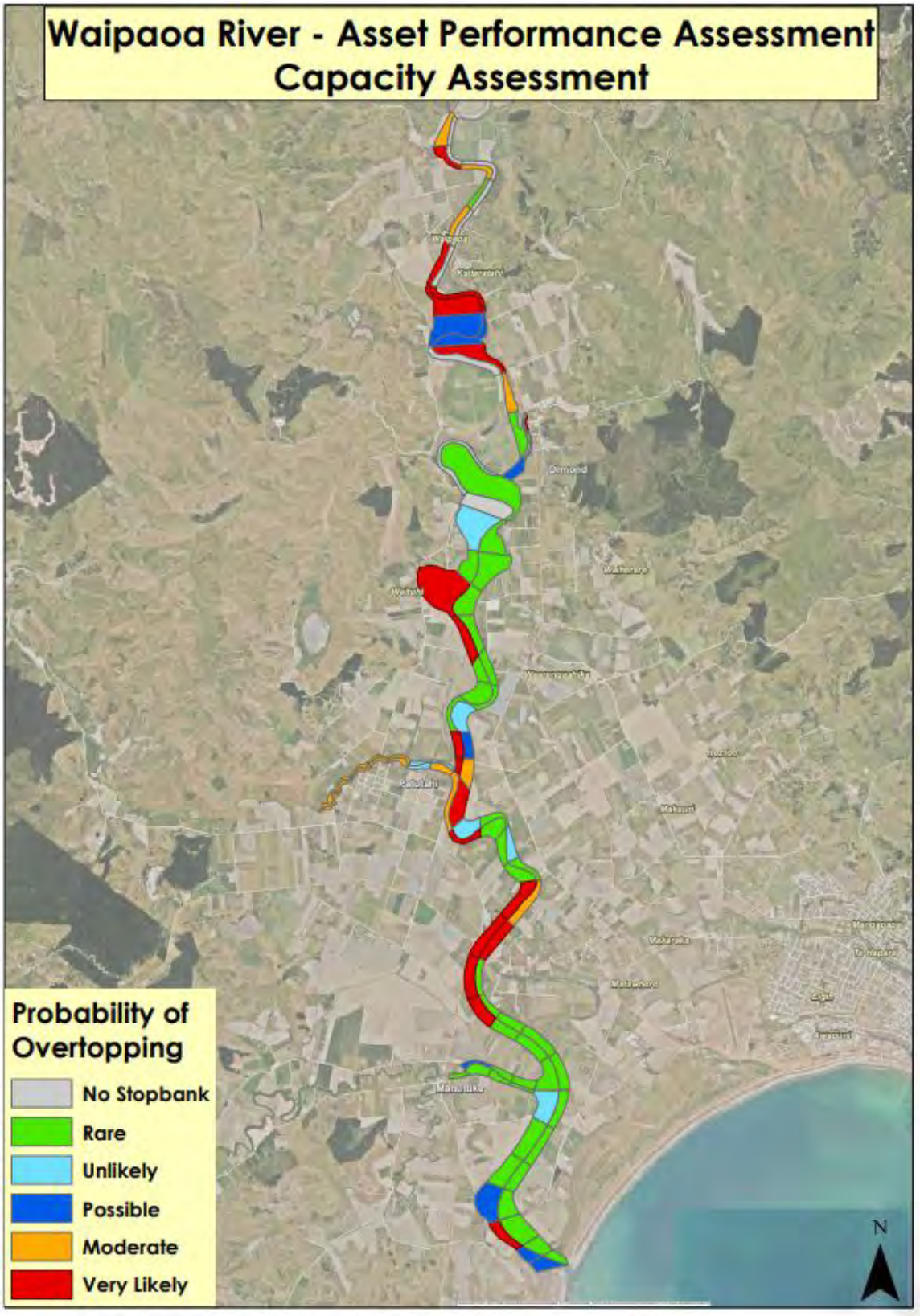
Delete row 3 (not including heading) of Table 21 (WP-WAIPA-00570L & WP-WAIPA-01350L).</td></tr>
<tr><td>7. Recommendations</td><td>44</td><td>New Section to be added after content on Recommendation 6:

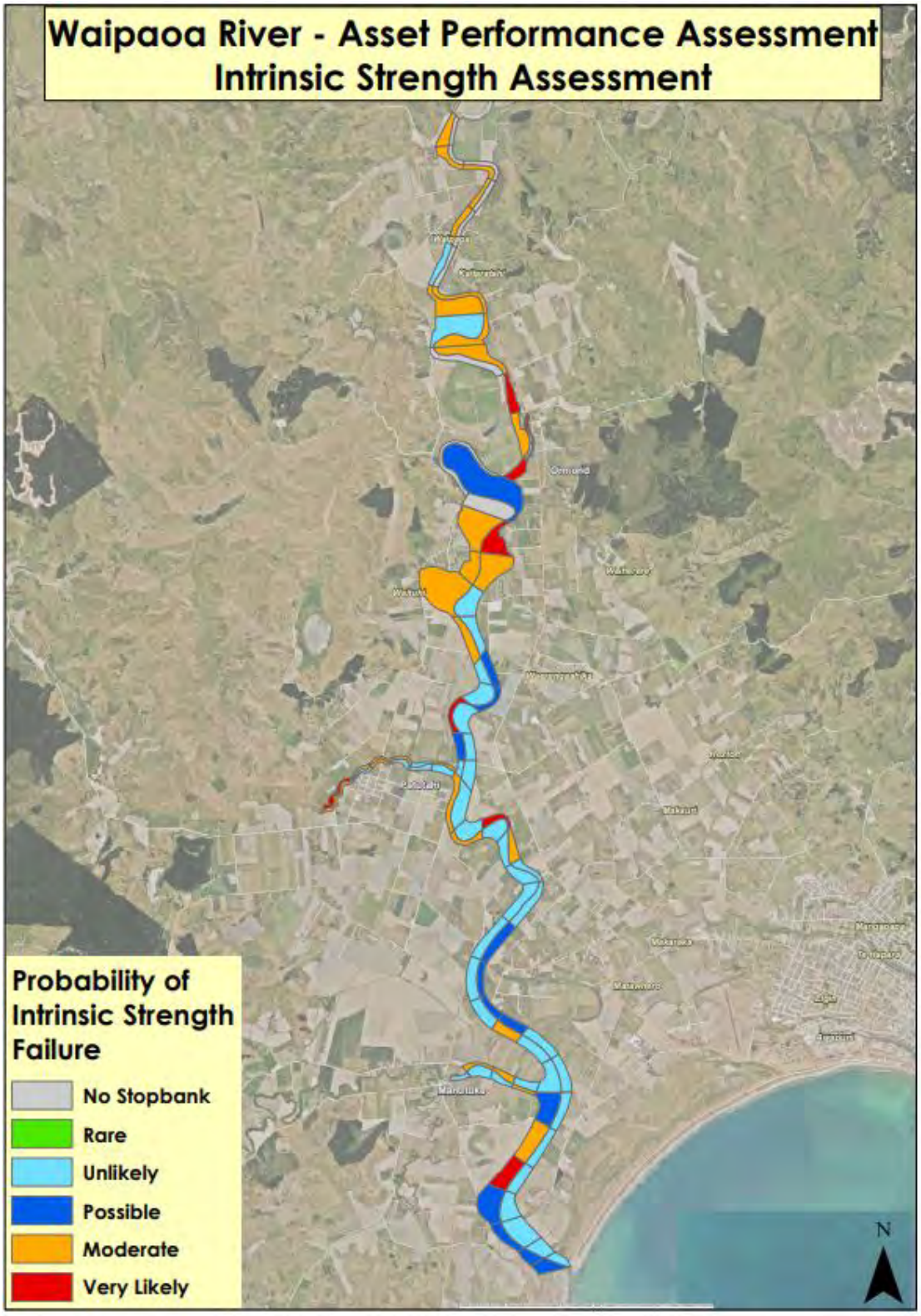
7. Prioritise maintenance and remediation of Very Poor and Poor assets in High and Very High risk areas.

GDC should use the interactive report to identify the highest risk areas along the Waipaoa River and subsequently identify all assets in Poor and Very Poor condition, paying particular attention to stopbank assets and structures in stopbanks (e.g. culvert and floodgates). Maintenance and remediation should be prioritised for the assets in poorest condition in high risk areas.</td></tr>
<tr><td>7. Recommendations</td><td>44</td><td>Table 22 updated as below.

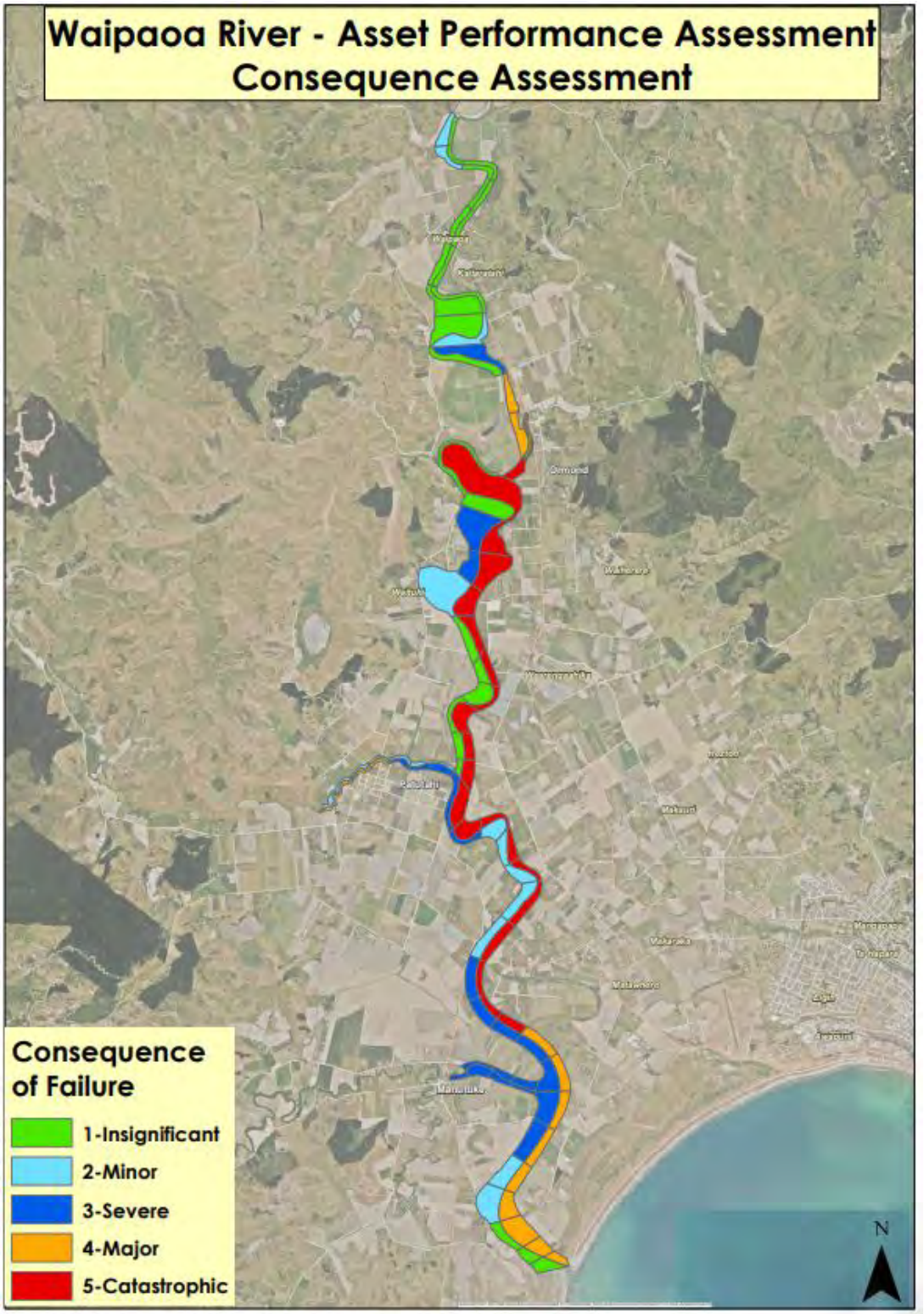
<table>
<tr><th>#</th><th>Key Recommendation</th><th>Priority</th><th>Programme</th></tr>
<tr><td>7</td><td>Prioritise maintenance and remediation of Very Poor and Poor assets in High and Very High risk areas.</td><td>1</td><td>Within 12 months</td></tr>
<tr><td>4</td><td>Re-run the hydraulic model, produce updated flood hazard maps and update the consequence assessment</td><td>2</td><td>2021/22</td></tr>
<tr><td>1</td><td>Update the performance assessment with new information when available</td><td>3</td><td>Ongoing</td></tr>
<tr><td>3</td><td>Consider remediation for issues identified during Engineering Integrity Assessment</td><td>4</td><td>Refer Table 21</td></tr>
<tr><td>5</td><td>Continue with the existing WRFCS upgrade programme (except Mahunga Bypass)</td><td>5</td><td>Ongoing</td></tr>
<tr><td>6</td><td>Bring the Mahunga Bypass project forward to 2021/22</td><td>6</td><td>2021/22</td></tr>
<tr><td>2</td><td>Adopt one of the proposed options for internal culvert inspection frequency</td><td>7</td><td>Immediately</td></tr>
</table>
</td></tr>
</table>

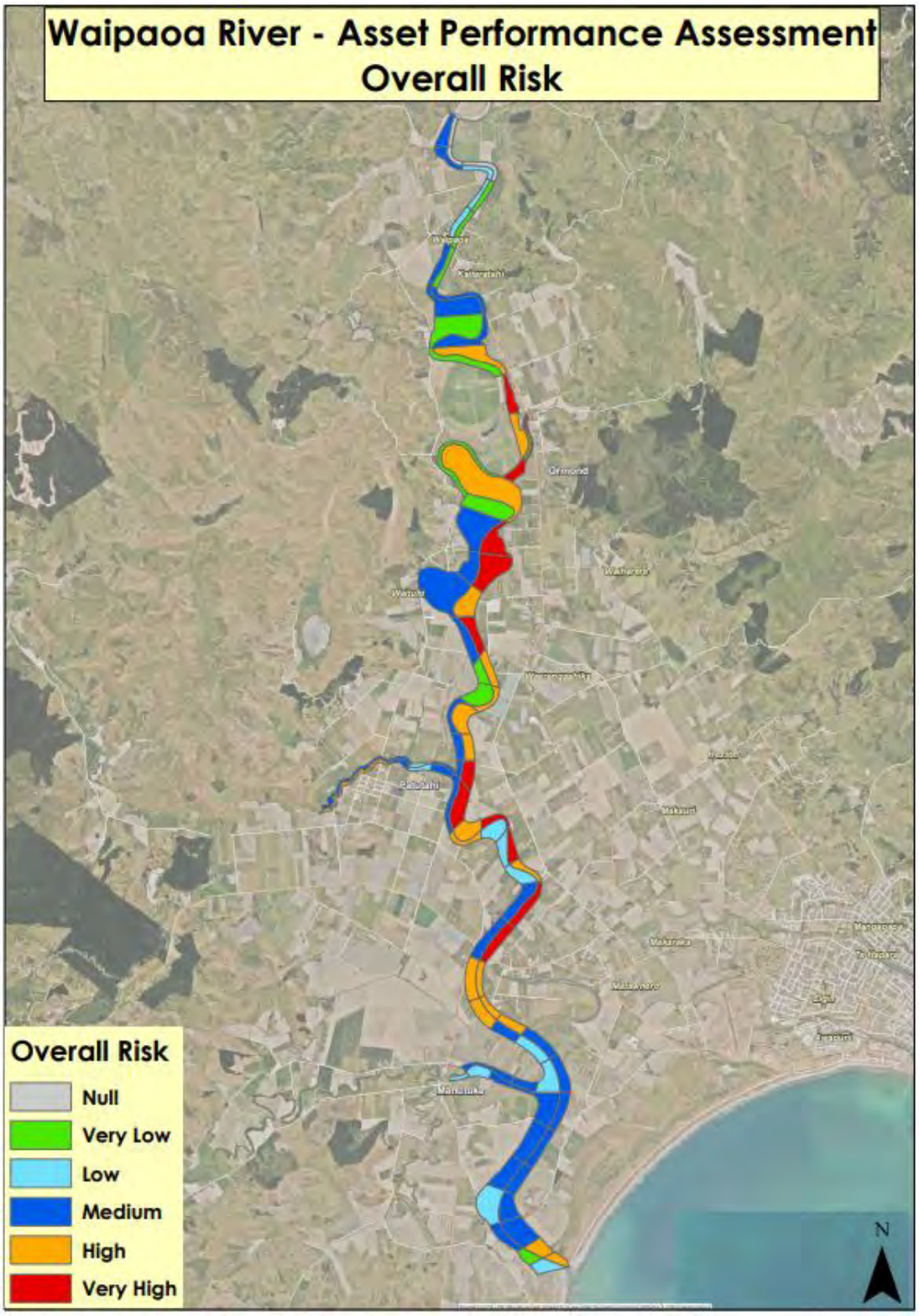
Section	Page	Changes
8. Conclusion	46	Update highlighted text to: "GDC continue to progress with the recommendations outlined within this report. The assessment should be used to prioritise further investigative activities, develop maintenance and capital expenditure plans, and confirm the staging of the WRFCS upgrade programme."
Appendix 1 – Thematic Maps	50-54	Figures 19-22 updated on Pg 98-102 of this Addendum
Appendix 2 – Overtopping Hotpots	55-57	Graphs involving areas where new stopbanks have been constructed were deleted from original report.
Appendix 5 – Engineering Integrity Assessment – Hotspots	78	Content related to segments WP-WAIPA-00570L & WP-WAIPA-01350L were deleted from original report.
Appendix 6 – AMP Sections	90-91	Appendix 6 was deleted from the original report.


Waipaoa River - Asset Performance Assessment
Capacity Assessment
Probability of Overtopping
No Stopbank
Rare
Unlikely
Possible
Moderate
Very Likely
N


Waipaoa River - Asset Performance Assessment
Intrinsic Strength Assessment
Probability of Intrinsic Strength Failure
No Stopbank
Rare
Unlikely
Possible
Moderate
Very Likely
N


Waipaoa River - Asset Performance Assessment
Visual Condition
Visual Condition
Not Inspected
Very Good
Good
Moderate
Poor
Very Poor
N


Waipaoa River - Asset Performance Assessment
Consequence Assessment
Consequence of Failure
1-Insignificant
2-Minor
3-Severe
4-Major
5-Catastrophic
N


Waipaoa River - Asset Performance Assessment
Overall Risk
Overall Risk
Null
Very Low
Low
Medium
High
Very High
N

12. 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 29 January 2026

Public Excluded Business

Item 12.1 Technical Option Report

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 12.1	7(2)(h)	Enable any Council holding the information to carry out, without prejudice or disadvantage, commercial activities.