



Rangitikei
UNSPOILT...

Rangitikei District Council

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Policy/Planning Committee Meeting

Order Paper

**Thursday, 15 September 2016,
1.00 pm**

**Council Chamber, Rangitikei District Council
46 High Street, Marton**

Website: www.rangitikei.govt.nz

Email: info@rangitikei.govt.nz

Chair

Cr Lynne Sheridan

Deputy Chair

Cr Richard Aslett

Membership

Councillors Cath Ash, Angus Gordon, Rebecca McNeil, Soraya Peke-Mason
His Worship the Mayor, Andy Watson (ex officio)

Please Note: Items in this agenda may be subject to amendments or withdrawal at the meeting. It is recommended therefore that items not be reported upon until after adoption by the Council. Reporters who do not attend the meeting are requested to seek confirmation of the agenda material or proceedings of the meeting from the Chief Executive prior to any media reports being filed



Rangitikei District Council

Policy and Planning Committee Meeting

Order Paper – Thursday 15 September 2016 – 1:00 p.m.

Contents

1	Welcome	2	
2	Apologies/Leave of absence	2	
3	Confirmation of order of business	2	
4	Confirmation of minutes	2	Attachment 1, pages 8-16
5	Chair's Report	2	Attachment 2, pages 17-18
6	Queries raised at previous meetings	2	Nil
7	Council-initiated District Plan Change – Update	2	Verbal Update
8	The 2050 Challenge – future proofing our communities (LGNZ discussion paper)	2	Attachment 3, pages 19-66
9	External Risks to Roading	3	Attachment 4, pages 67-78
10	Activity Management	3	Attachment 5, pages 79-87
11	Update on Communications Strategy	3	Attachment 6, pages 88-92
12	Update on Legislation and Governance Issues	3	Attachment 7, pages 93-102
13	Better Urban Planning	4	Attachment 8, pages 103-142
14	Investigation of Requested Speed Limit Reduction around Kauangaroa	4	Attachment 9, pages 143-155
15	Complaints Policy	4	Attachment 10, pages 156-193
16	Earthquake-prone Buildings Policy and Survey	5	Attachment 11, pages 194-226
17	Bulls Multi-Purpose Community Centre – project update	5	Agenda Note
18	Maori Community Development Programme	5	Attachment 12, pages 227-230
19	Update on the Path to Well-Being Initiative	6	Attachment 13, pages 231-248
20	Late Items	6	
21	Future Items for the Agenda	6	
22	Next Meeting	6	
23	Meeting Closed	6	

The quorum for the Policy/Planning Committee is 4.

At its meeting of 28 October 2010, Council resolved that “The quorum at any meeting of a standing committee or sub-committee of the Council (including Te Roopu Ahi Kaa, the Community Committees, the Reserve Management Committees and the Rural Water Supply Management Sub-committees) is that required for a meeting of the local authority in SO 2.4.3 and 3.4.3.

1 Welcome

2 Apologies/Leave of absence

3 Confirmation of order of business

That, taking into account the explanation provided why the item is not on the meeting agenda and why the discussion of the item cannot be delayed until a subsequent meeting, be dealt with as a late item at this meeting.

4 Confirmation of minutes

Recommendation

That the Minutes of the Policy/Planning Committee meeting held on 11 August 2016 be taken as read and verified as an accurate and correct record of the meeting.

5 Chair's Report

A report is attached.

File ref: 3-CT-15-1

Recommendation

That the Chair's Report to the Policy/Planning Committee meeting on 15 September 2016 be received.

6 Queries raised at previous meetings

Nil

7 Council-initiated District Plan Change – Update

A verbal update will be provided at the meeting.

8 The 2050 Challenge – future proofing our communities (LGNZ discussion paper)

At its meeting on 25 August 2016, Council considered the outcome of the Committee's discussion on this paper and asked the Committee to give the matter further thought before finalising feedback (on behalf of the Council) to Local Government New Zealand. The summary of the Committee's previous consideration and the LGNZ paper are attached.

LGNZ has asked for feedback by 23 September 2016.

9 External Risks to Roothing

At its meeting in October 2015, the Committee considered a discussion paper from Cr Gordon on external risk to roading assets, specifically the potential impacts of land management decisions taken by individual property owners. While logging of forests typically causes substantial damage to local roads (especially unsealed surfaces), Cr Gordon's paper had a much wider focus than that. At its March 2016 meeting, the Committee considered a staff report on risks to roading from flood damage, raising the possibility of a more proactive stance in identifying (and remedying) those sections of the network which have proved vulnerable to damage – such as battering to a smaller angle.

Both papers are attached.

10 Activity Management

- Community leadership
- Environmental services
- Community well-being

Recommendation

That the activity management templates for Community Leadership, Environmental and Regulatory Services and Community Well-Being (August 2016) be received.

11 Update on Communications Strategy

A memorandum is attached.

File ref: 3-CT-15-1

Recommendation

That the update on the Communications Strategy to the Policy/Planning Committee meeting on 15 September 2016 be received.

12 Update on Legislation and Governance Issues

A report is attached.

File ref: 3-OR-3-5

Recommendations

- 1 That the report 'Update on Legislation and Governance Issues' to the Policy/Planning Committee meeting on 15 September 2016 be received.
- 2 That the Policy/Planning Committee recommends to Council that it adopts for consultation, using the special consultative procedure, a draft policy allowing those shops not already exempt under the Shop Trading Hours Act to open on Easter Sunday either throughout the whole Rangitikei District or within particular Wards of

the District, with consultation to be from 11 October 2016 to 11 November 2016, with oral hearings on 1 December 2016 and deliberations on 15 December 2016.

13 Better Urban Planning

The summary of the Better Urban Planning draft report is attached. A presentation will be provided to the meeting, with the intention of using the discussion to prepare a submission for Council's consideration at its meeting on 29 September 2016.

14 Investigation of Requested Speed Limit Reduction around Kauangaroa

The report from GHD is attached.

File ref: 6-RT-6-4

Recommendations

- 1 That the GHD report 'Kauangaroa Road – Speed Limit Development Rating Survey' be received.
- 2 That the Policy/Planning Committee recommends to Council that (having regard to section 156 of the Local Government Act 2002) the proposed change to the speed limit bylaw for an 80 km/h section around Kauangaroa is not likely to have a significant impact on the public and therefore consultation does not require the use of the special consultative procedure.
- 3 That the Policy/Planning Committee recommends to Council that it adopts for consultation, having regard for Council's Significance and Engagement Policy, the introduction of a new 80km/h speed limit along Kauangaroa Road from the western end of the Whangaehu River Bridge, with consultation to be from 11 October 2016 to 11 November 2016, oral hearings on 1 December 2016 and deliberations on 15 December 2016.
- 4 That the Policy/Planning Committee notes that there will need to be liaison with Whanganui District Council around the change in speed limit being on a boundary bridge.

15 Complaints Policy

At its last meeting, Council considered several complaints policies, including that from Auckland Council. Since then, the Office of the Auditor-General has published its report on how Auckland Council deals with complaints. This is instructive, given that Auckland Council set up its complaints system taking into account the best practice guidelines issued by the Office of the Ombudsman.

The Council's policy and the OAG report are attached.

The Committee is asked to consider whether the OAG's report points to aspects of a potential complaints policy for the Council in addition to those identified at the last meeting- i.e.

- simple and short;
- outlines the pathway/process that would be followed if a complaint is made;
- potential template for complaints/compliments; and
- integration with the Customer Service Charter developed by the Chief Executive.

A draft policy will be developed taking into account the meeting's discussion.

16 Earthquake-prone Buildings Policy and Survey

A report is attached.

File ref: 3-PY-1-6

Recommendation

- 1 That the report 'Earthquake-prone Buildings Policy and Survey' be received.
- 2 That, subject to new information being presented at oral hearings, the Policy/Planning Committee recommends to Council that Council adopt [without amendment/as further amended] the proposed amendments to the Earthquake-prone Buildings Policy as outlined in Appendix 3 to reflect (a) its intent that no enforcement action will be undertaken for non-compliance with the current policy and (b) that the policy will lapse with the commencement of the Building (Earthquake-prone buildings) Amendment Act on 1 July 2017.

17 Bulls Multi-Purpose Community Centre – project update

Draft concept and floor plans were available for public feedback during August, particularly at a well-attended public meeting on 8 August 2016. As a result, the Council has amended the floor plan to include a larger main hall seating 300 people. This has had an impact on the cost and on the subsequent fundraising targets for the proposed local fundraising committee. Work to progress local fundraising is in hand and an update will be provided to the Community Committee meeting.

In addition, the application to the Lottery Community Facilities fund was re-submitted at the end of August, reflecting these changes. The Bulls information centre/bus stop property will be marketed this month.

18 Maori Community Development Programme

File ref: 3-GF-10-7

The agreed work programme and final accountability report from the MOU arrangement with Ngati Hauiti is attached, for information. The operational arm of the iwi is Te Maru o

Ruahine Trust which runs from Rata marae. The work programme has supported building iwi capacity, connectedness and communication particularly as the iwi progresses its Waitangi Treaty settlement claims. It is hoped that the MOU to be developed in the future will consolidate the excellent working relationship between Council and the iwi that the initial funded work programme has instigated.

Recommendation

That the final accountability report for the Maori Community Development Programme 2015/16, delivered through the MOU arrangement with Ngati Hauiti, be received.

19 Update on the Path to Well-Being Initiative

A memorandum is attached

File ref: 1-CO-4

Recommendation

That the memorandum 'Update on the Path to Well-Being initiative and other community development programmes – September 2016' be received.

20 Late Items

21 Future Items for the Agenda

22 Next Meeting

This is the Committee's last meeting for the triennium

23 Meeting Closed

Attachment 1

Rangitikei District Council

Policy/Planning Committee Meeting

Minutes – Thursday 11 August 2016 – 1:10 p.m.

Contents

1	Welcome	2
2	Apologies/Leave of absence	3
3	Confirmation of order of business	3
4	Confirmation of minutes.....	3
5	Chair's Report	3
6	Queries raised at previous meetings	3
7	Council-initiated District Plan Change – Update.....	3
8	The 2050 Challenge – future proofing our communities (LGNZ discussion paper)	4
9	Activity Management	4
10	Update on Communications Strategy	4
11	Legislation and Governance Issues	4
12	Review of Class 4 gambling – discussion document from Internal Affairs	5
13	Older people and community sport – the plan 2016.....	6
14	Proposed changes to Building Code Requirements.....	6
15	Investigation of requested speed limit reduction around Kauangaroa	6
16	Complaints Policy – issues to be addressed	6
17	Investigation of a policy on feral cats	6
18	Review of delivery of regulatory services under section 17A of the Local Government Act 2002 – update August 2016	7
19	Bulls Multi-Purpose Community Centre – project update	7
20	Update on the Path to Well-Being Initiative.....	7
21	Late Items	7
22	Future Items for the Agenda.....	8
23	Next Meeting	8
24	Meeting Closed – 4.55pm	8

Present:

Cr Richard Aslett (Chair)
Cr Lynne Sheridan
Cr Cath Ash
Cr Angus Gordon
Cr Rebecca McNeil
Cr Soraya Peke-Mason
His Worship the Mayor, Andy Watson

In attendance:

Mr Michael Hodder, Community & Regulatory Services Group Manager
Mr Johan Cullis, Environmental Services Team Leader
Ms Katrina Gray, Policy Analyst
Ms Samantha Whitcombe, Governance Administrator

1 Welcome

Cr Aslett chaired to meeting.

The Chair welcomed everyone to the meeting

2 Apologies/Leave of absence

That the apologies for lateness from Cr Sheridan and the apologies for leaving early from Cr Peke-Mason and Cr McNeil be received.

His Worship the Mayor / Cr Gordon. Carried

3 Confirmation of order of business

The Chair informed the Committee that there would be no change to the order of business from that set out in the agenda.

4 Confirmation of minutes

Resolved minute number	16/PPL/064	File Ref
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That the Minutes of the Policy/Planning Committee meeting held on 14 July 2016 be taken as read and verified as an accurate and correct record of the meeting.

His Worship the Mayor / Cr Ash. carried

5 Chair's Report

Resolved minute number	16/PPL/065	File Ref	3-CT-15-1
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That the Chair's Report to the Policy/Planning Committee meeting on 11 August 2016 be received.

His Worship the Mayor / Cr Ash. Carried

Cr Sheridan arrived 1.19pm, but did not take over as Chair.

6 Queries raised at previous meetings

The Committee noted the response from Council's Solid Waste Officer.

7 Council-initiated District Plan Change – Update

The Committee noted the update on progress with the Council-initiated District Plan change.

8 The 2050 Challenge – future proofing our communities (LGNZ discussion paper)

MR Hodder spoke briefly to the discussion paper and narrated a presentation on The 2050 Challenge. The Committee discussed the following points:

- The positive and negative aspects of isolation.
- Whether or not New Zealand is considered a desirable place to live.
- What parts of Government should be responsible for what aspects of future-proofing our communities (bringing people into New Zealand vs keeping them here).
- The influence of Central Government on Local Government.
- The speed of change.

The Committee was invited to provide further feedback to Mr Hodder in time for a submission to be drafted for Council to consider at its meeting.

9 Activity Management

Mr Hodder and Mr Cullis spoke briefly to the activity management templates for Community leadership, Environmental services and Community well-being.

The Committee briefly discussed the transition period for the provision of Youth Services within the District. Concerns were raised around the ability to secure the necessary services to establish a Youth One Stop Shop in Marton and Taihape.

Resolved minute number 16/PPL/066 **File Ref**

That the activity management templates for Community Leadership, Environmental and Regulatory Services and Community Well-Being (June 2016) be received.

Cr Peke-Mason / His Worship the Mayor. Carried

10 Update on Communications Strategy

Resolved minute number 16/PPL/067 **File Ref** 3-CT-15-1

That the update on the Communications Strategy to the Policy/Planning Committee meeting on 11 August 2016 be received.

Cr Aslett / Cr Peke-Mason. Carried

Afternoon Tea 3.02pm / 3.19pm

11 Legislation and Governance Issues

Mr Hodder spoke briefly to the report highlighting the requested approval of the submission to the Fire Emergency New Zealand Bill, as delegated by Council.

The Committee suggested the addition of wording around the potential for isolated communities to establish their own community fire brigades, how FENZ will manage volunteers and potential financial contributions to individuals, brigades or employers.

Resolved minute number **16/PPL/068** **File Ref** **3-OR-3-5**

That the report 'Legislation and Governance Issues' to the Policy/Planning Committee meeting on 11 August 2016 be received.

Cr McNeil / Cr Peke-Mason. Carried

Resolved minute number **16/PPL/069** **File Ref** **3-OR-3-5**

That the Policy/Planning Committee, under delegated authority from Council, approve (for the Mayor's signature) Council's submissions as amended (to the Government Administration Committee) on the Fire Emergency New Zealand Bill and (to the Department of Internal Affairs) on the discussion paper 'Proposed regulations to support Fire and Emergency New Zealand'.

Cr Sheridan / His Worship the Mayor. Carried

12 Review of Class 4 gambling – discussion document from Internal Affairs

Mr Hodder spoke briefly to the memorandum.

The Committee noted that much of the document lay outside Council's direct knowledge; there was a consensus that the expenditure on machines locally should come back to those communities.

Resolved minute number **16/PPL/070** **File Ref** **3-PY-1-5**

That the memorandum 'Review of Class 4 gambling – discussion document from Internal Affairs' be received.

Cr Aslett / Cr McNeil. Carried

Resolved minute number **16/PPL/071** **File Ref** **3-PY-1-5**

That the Policy/Planning Committee, under delegated authority from Council, approve (for the Mayor's signature) Council's submission to the Department of Internal Affairs on its discussion document 'Review of class 4 gambling'.

Cr Aslett / Cr Sheridan. Carried

13 Older people and community sport – the plan 2016

The Committee discussed possible ways of encouraging older people within the community to participate in sports and the need to establish non-traditional sports that would be more inclusive of older people within the community (e.g. mobility scooter friendly sports and aquatic sports for the less mobile).

They also discussed the possibility of discounted or free activities for those that could not afford to participate in sports otherwise.

This feedback would be conveyed to Sport New Zealand.

14 Proposed changes to Building Code Requirements

Mr Cullis spoke briefly to the item and narrated a presentation in the proposed amendment to the Building Code.

15 Investigation of requested speed limit reduction around Kauangaroa

The Committee noted that the speed limit assessment was unexpectedly delayed, but is anticipated later this month.

16 Complaints Policy – issues to be addressed

Mr Hodder spoke briefly to the item.

The Committee discussed the following aspects of a potential complaints policy:

- simple and short;
- outlines the pathway/process that would be followed if a complaint was made;
- potential template for complaints/compliments;
- needs to integrate with the Customer Service Charter developed by the Chief Executive.

17 Investigation of a policy on feral cats

Mr Hodder spoke briefly to the memorandum.

The Committee needed to make a distinction between feral and stray cats, and which category this policy would apply to. It was noted that Horizons Regional Council would not get involved with this issue.

The Committee discussed a possible process where residents could hire a trap from Council and then bring back any animal they caught for Council to dispose of. The disposal of these animals when caught was seen as the biggest barrier to the community being able to deal with the issue.

Resolved minute number **16/PPL/072** **File Ref** **3-PY-1**

That the memorandum 'Investigation of a policy on feral cats' be received.

Cr Sheridan / Cr Gordon. Carried

18 Review of delivery of regulatory services under section 17A of the Local Government Act 2002 – update August 2016

Mr Hodder spoke briefly to the memorandum.

There is potential for collaboration within the MW-LASS; discussions around this have been held but there has been no outcome to date.

The arrangement with Whanganui District Council for Policy and Planning services has now ended. Discussions around the extension of this agreement or possible other arrangements resulted in the decision to employ a second Policy Analyst/Planner within the Policy Team. External planning advice will still be sought for technical questions.

Resolved minute number **16/PPL/073** **File Ref** **5-FR-1-2**

That the memorandum 'Review of delivery of regulatory services under section 17A of the Local Government Act 2002 – update August 2016' be received

Cr Aslett / Cr Sheridan. Carried

19 Bulls Multi-Purpose Community Centre – project update

The Mayor noted that there had been a good turnout at the recent public meeting in Bulls to launch the proposed design of the building, with initial feedback being very constructive. A local funding committee is being formed.

20 Update on the Path to Well-Being Initiative

Resolved minute number **16/PPL/074** **File Ref** **1-CO-4**

That the memorandum 'Update on the Path to Well-Being initiative and other community development programmes – July 2016' be received.

Cr Sheridan / His Worship the Mayor. Carried

21 Late Items

Nil

22 Future Items for the Agenda

Nil

23 Next Meeting

Thursday 15 September 2016, 1.00 pm (this will be the Committee's last meeting for the triennium)

24 Meeting Closed – 4.55pm

Confirmed/Chair: _____

Date: _____

Attachment 2

Policy /Planning Committee – Chairperson’s Report

September, 2016

Coming to the end of this triennium.

We can look back on the things we have discussed and commented on, however with Councils, the work will not stop simply because this is the end of this triennium.

On our agenda today we continue discussions concerning;

- a proposed complaints policy
- the 2050 Challenge and the
- external risks to roading (previously raised by Councillor Gordon)

The Auditor General’s overview of how Auckland deals with complaints provides an interesting assessment of what seems a relatively simple approach to the issue of complaints. I am sure we can develop a suitable outline if we decide to have our own policy.

The 2050 Challenge is a concept that has identified issues that to some degree could be actioned through adopting suggestions in national reports such as Environment Aotearoa 2015. There may be other national reports available that could also support suggestions in the 2050 Challenge, that might be of help to our district. In the first instance I think focusing on one or maybe two priority (to Rangitikei) aspects of the 2050 Challenge might be less overwhelming.

I am pleased to see that we are also revisiting the issue raised by Councillor Gordon concerning ‘external risks to roading. I hope we can develop a useful outcome to this concern. Perhaps creating a ‘site risk assessment template will be of help.

Thank you to all the staff who have supported our committee, we truly appreciate the effort you have put in to providing our committee with reports and advice.

Thank you to Committee members for their attendance and their contributions to our meetings.

Councillor Lynne Sheridan

Attachment 3

The 2050 challenge – future-proofing our communities

Suggested feedback

The Rangitikei District Council congratulates Local Government New Zealand on this initiative. The discussion paper sets out, clearly and succinctly, five key shifts (and associated enduring problems) which will be significant in decision-making over the next four decades. We think it is useful that, before considering those topics, the paper suggests a shared vision as a key reference point. By highlighting social, cultural, economic and environmental prosperity, the crucial understanding of achieving a balancing of considerations has already been made.

We agree that the five shifts are key matters. However, we wonder whether there are three others which warrant inclusion:

- the comparative isolation of New Zealand,
- the changing nature of 'connected' communities, and
- the increasing speed of change.

The discussion paper recognises the global context mostly in discussing climate change, and as creating uncertainty about the impacts from what is done in New Zealand. However, the sharply rising numbers of international tourists, political instability in other parts of the world, and increasing pressure of water supplies could see increasing pressure from people who want to live here. This would be likely to impact particularly on urbanisation, environmental stewardship and social cohesion.

We think the speed of change warrants inclusion – this is what lies behind the changing future of work with automation and technology developments. But it has a broader and more pervasive impact on how individuals relate to each other and how things get done. We aren't able to foresee the specific changes four decades out, so need factor in constant reflection about such impacts and opportunities.

We also wondered whether there should be more attention to the impact of legislation on our lives. Perhaps, as a Council, we are overly sensitive to the impact that new requirements have on individuals, communities and businesses, but we are uncertain whether future changes by legislators will be driven by the key-shifts and achieving the best balance between them.

The Council thinks an effective approach to developing the 2050 Challenge work stream would be for each local authority to select a facet which it identified with and to consider it in the light of the big picture and what local changes might result or be encouraged. Of course, that will require co-ordination, but it would foster meaningful engagement with these questions without requiring a local authority to address all of these matters and bring into the discussion the full range of local situations.

The 2050 challenge: future proofing our communities

A discussion paper

July 2016



**We are.
LGNZ.**

Contents

Foreword p1

Executive summary p4

1> What future do we want for New Zealand? p8

2> A shared vision for our communities p11

3> The key shifts facing our communities p13

4> Impacts on decision-making p31

5> LGNZ Is taking this debate forward p37

Appendices

Appendix A: References p40

Appendix B: Regional population projections p41

Appendix C: Projected changes in ethnic composition p44

A paper prepared for LGNZ by Castalia Strategic Advisors

Foreword

Foreword



New Zealand is facing a period of uncertainty. How we manage these challenges and the decisions we make, will have a direct bearing on our quality of life in the future.

New Zealand, like nations throughout the world, is facing a period of major uncertainty which is posing challenges for communities throughout the country. How we manage these challenges, and the decisions we make today, will have a direct bearing on our quality of life in the future. Our decision to publish this paper is to ensure that decision-makers, at both the national and local level, are fully informed of the shifts driving these changes. The initiative is designed to stimulate a conversation about the nature of the shifts, how they might impact on our communities and what we can do about them.

This paper focuses on shifts that pose enduring questions for our communities

Some shifts are high-profile, while others, which may be just as important, struggle to find resonance. To have relevance to long-term strategic planning, this paper focuses on shifts that pose “enduring questions” – questions that will persist over time and are likely to have the greatest impact on achieving the vision that we share for our communities. This is not to say that other shifts are not important or deserving of attention, but rather emphasise that our shared vision cannot be achieved without directly confronting the shifts discussed in this paper and the enduring questions they pose.

LGNZ is taking this debate forward

We see this paper as just the first step in a broader 2050 Challenge work stream. It reflects local government’s leadership in planning

for the long-term prosperity of our communities and future work will specifically consider the role councils can play in responding to these shifts. Future work will also be needed to raise local awareness about how the shifts discussed in this think piece are likely to play out for each community.

Decision-makers and thinkers from all different political perspectives have contributed to this work. All agree that this conversation needs to transcend partisan positions. I would like to thank the members of LGNZ young elected members’ group for taking the lead and suggesting that we undertake this initiative and for their contribution to making it the quality paper that it is.

This paper is the starting point for a conversation – not the end of it.

A handwritten signature in blue ink, appearing to read 'L. Yule'.

Lawrence Yule
President
Local Government New Zealand

Future proofing our communities



LGNZ 2050 is a framework for thinking about the future. What will our communities look like in 35 years, and what can we do between now and then to plan in the best interests of those future generations?

Too often in local government our energy is consumed by responding to the issues of the day, which doesn't always leave us with enough capacity to give adequate thought to the future. However, due to the very nature of our long term planning focus, councils are well placed to lead discussions on the strategic issues that matter for New Zealand and our communities.

The genesis of the 2050 Challenge was a paper we wrote for National Council, outlining what the Young Elected Members saw as local government's biggest strategic hurdles. We saw the broad issue being our sector's capacity for longer term planning, not in terms of ability or interest, but in terms of resourcing. Larger metro councils may have strong policy and research units, but for many smaller councils this is a distant dream. We are better off working together, co-ordinated by LGNZ, as we tackle our present and future challenges head on.

LGNZ 2050 is a framework for thinking about the future. What will our communities look like in 35 years, and what can we do

between now and then to plan in the best interests of those future generations? How do we deal with climate change, reducing its effects and dealing with its impacts? What does the future of work mean for the opportunities people have to make valuable contributions to their community? How do we plan for an ageing population, and make the work we do reflective of, and relevant to, an Aotearoa New Zealand that is increasingly ethnically diverse?

This paper doesn't provide all the answers, it simply asks the questions. Together, in the coming months and years, we will rise to the challenge it presents. It is a daunting task, but there is none more valuable or rewarding.

'Ana Coffey and Aaron Hawkins

Co-chairs

Young Elected Members Committee

Executive summary



Executive summary

It is a truism but communities that fail to adapt to change die. Given that we live in a world experiencing unprecedented change making necessary efforts to be prepared, whether by adaption or mitigation, seems the better of the two options. LGNZ 2050 is designed to highlight the choice and begin a conversation. Understanding the changes that communities are likely to face between now and 2050 is the first step in beginning to prepare for those changes.

Critical to our analysis is the notion of 'shifts'. New Zealand is undergoing a series of major shifts that will have a lasting impact on who we are, where and how we will live and how we will earn our living. The research and interviews undertaken for this paper suggest that the most significant of these shifts involve the following:

- our pattern of settlement;
- economic activity;
- demographic makeup; and
- the natural environment.

Although we may have said something similar 30 years ago the way in which these shifts are expected to play out over the coming 30 years calls for fresh thinking if we are to achieve our shared vision for New Zealand and our communities - fresh thinking to contribute to a debate that will maximise opportunities and mitigate threats.

As the starting point for a debate this paper identifies shifts in five key areas and we discuss five ways that those shifts should change the way we make decisions.

Urbanisation, liveable cities and changing demographics

New Zealand's population is expected to further concentrate in cities

- **The shift.** By 2050, 40 per cent of people will live in Auckland (compared to 30 per cent currently). Other major cities including Wellington and Christchurch are also expected to grow, while significant population decline is projected for mid-sized towns throughout many of the regions. We also face uncertainty in whether increased regional connectivity (enabled by technology), or other shifts, might reverse this trend.
- **Enduring questions.** How can areas facing population expansion expand infrastructure, housing and services to support denser populations in sustainable ways consistent with

other community objectives? How can areas facing population contraction decide whether, when, and how to invest in renewing long-lived public infrastructure, and how best to plan urban form, to meet the needs of an uncertain future population?

New Zealand's population is ageing

- **The shift.** By 2050, the working age population will need to support almost double the number of people aged 65+. In the longer-term, it's projected we will follow the rest of the western world in facing a declining population.
- **Enduring questions.** How can we support our changing population to enable those aged over 65 to contribute to our communities and ensure decisions made and the share of burdens are fair on future generations?

Stewardship of our natural environment

- **The shift.** Our natural environment continues to be under threat, despite efforts in many quarters to halt its degradation. There are particularly concerning trends in the areas of biodiversity and freshwater. Since human settlement in New Zealand, nearly one third of native species have become extinct. In many places we are approaching limits to the quantity of fresh water we are able to take sustainably. The quality of water in New Zealand's lakes, rivers, streams, and aquifers is variable, and depends mainly on the dominant land use in the catchment.
- **Enduring questions.** How can we build consensus as a society about bottom lines for environmental prosperity and the trade-offs required to respect those bottom lines? How can we fairly apportion the cost of good environmental stewardship in which all New Zealanders share?

Responding to climate change

We need to be adapting and mitigating concurrently

- **The shift.** Our climate is already changing and will continue to change, the extent to which it does depends on the global emissions trajectory. Changes include: rising sea levels that will cause land loss through coastal erosion and storm events, higher temperatures and changes to rainfall patterns that will affect economic activity and ecosystems, and more intense tropical cyclones which increase the need for (and cost of) emergency response. Low carbon infrastructure and patterns of development are essential to future prosperity.



- **Enduring questions.** How can we take decisive action to reduce our greenhouse gas emissions consistent with the Paris Agreement, achieving net zero carbon emissions by mid-late this century? How can we adapt to the impacts of climate change in a way that shares the burdens fairly and provides the right incentives for people to minimise the costs of climate change to our communities?

The future of work

Automation is changing how we work

- **The shift.** Automation holds the prospect of producing more with less—improving our nation's overall prosperity. However, achieving those benefits may require major structural changes in employment. Some have suggested that 46 per cent of New Zealand jobs are at high risk of automation before 2050. In addition, the jobs of the future do not appear to be like many of the jobs of the past.
- **Enduring questions.** How can we ensure the benefits of greater productivity achieved through automation are shared by all in our communities? How can we enhance our education system to equip people with the skills needed for the jobs of tomorrow and help workers re-train?

Our communities are increasingly moving away from '9 to 5' permanent employment

- **The shift.** One third of New Zealand's working population now work in jobs that are not salaried full time employment. This includes part-time, contracting and those working multiple jobs. This can be beneficial to the extent jobs are more flexible (for example for those raising children). However, research suggests around half of those in temporary work are not doing so out of choice.
- **Enduring questions.** How can we ensure our policy settings preserve the freedom for people to work in the ways they choose, while providing appropriate protection of worker rights, and supporting cohesive communities?

Equality and social cohesion

On some measures inequality has worsened over the last 40 years

- **The shift.** Inequality is difficult to measure, but looking at income levels and the concentration of wealth, inequality has worsened over the past 40 years. Research suggests that inequality reduces social cohesion—and moving from an area of

high social cohesion to an area of low social cohesion is as bad for personal health outcomes as taking up smoking.

- **Enduring questions.** How can we build consensus on the appropriate balance between equality of opportunity and equality of outcomes that we want in society? How can we respond to the other shifts our communities will face in consistent ways that achieve the kinds of equality we want?

New Zealand's ethnic composition is changing

- **The shift.** From a mix of natural population increase and net migration to New Zealand, the European population is expected to decrease by 12 per cent while all other ethnicities are expected to increase (the Māori population by 25 per cent, the Asian population by 71 per cent, and the Pasifika population by 40 per cent).
- **Enduring questions.** How can we best embrace the changing face of New Zealand? How might we empower and enable communities to express and celebrate their diverse cultural heritages, and respect the particular cultural significance of Māori as tangata whenua of New Zealand?

Impacts for decision-making

The key shifts and enduring questions can be daunting, which creates the risk that decisions are simply "too hard" to make. But decisions need to be made across the public and private sector because failing to act will not create the prosperous communities we strive to enjoy. Five common challenges we see are in:

- **Taking a 'whole of systems' approach to policy and planning.** Achieving the shared vision for prosperous communities relies on decision-makers taking a 'whole of systems' approach when responding to the shifts. This approach must recognise the complex interactions between them. Shifts can have cumulative or offsetting impacts, and we have the potential to respond to multiple shifts simultaneously. We can also design our responses to deliver co-benefits (for example to public health from town planning) that strengthen the policy justification for interventions. Many councils have already developed (and are continuing to develop) new models that support coordinated response. The scale of the coordination needed, however, particularly between central and local government, appears to be growing. We need to share experience to develop better models.
- **Responding to unequal impacts.** Almost all the shifts discussed in this think piece either have inherently unequal impacts on communities or generations, or have the potential



for unequal impacts depending on how we respond to them. Different regions are also expected to be affected in different ways. We need to ensure that we recognise equality concerns that shifts present and make decisions consistent with our priorities.

- **Responding to uncertain and dynamic shifts.** All of the shifts discussed in this think piece are uncertain—and many will occur over time. This uncertainty needs to be embedded within dynamic processes that are receptive to, and capable of, incorporating an evolving evidence base.
- **Increasing the strength and legitimacy of public decisions through greater civic participation.** Decisions need to represent the diversity of our communities and reflect the unique relationship between iwi and the crown established by

The Treaty of Waitangi. We need to share thinking and develop new initiatives to increase voter turnout and civic participation, and through that the representativeness of decision-making, including across dimensions of age, ethnicity and gender.

- **Defining our communities in constructive ways.** We need to consider the way we define our communities in responding to the shifts, because how we respond reveals much about what we value, how we design interventions, and how we measure success. This is particularly the case in the context of unequal impacts. The definition can differ for different shifts. For some shifts, we define our communities more locally, while shifts like climate change might be something defined across a number of scales and levels of interaction: simultaneously local, regional and global.

1

What future do we want for New Zealand?



New Zealanders want to live in vibrant, sustainable, and socially inclusive communities. But how we can achieve these outcomes—particularly in the face of the substantial long-term changes facing our communities? Through its 2050 Challenge work stream, Local Government New Zealand wants to stimulate an open conversation on the major “shifts” facing our communities.

What future do we want for New Zealand?

By identifying and describing the shifts facing New Zealanders, this paper provides a basis for the critical discussions we need to have about how best to respond. By building a stronger understanding of the kinds of shifts underway in our communities, and the potential trajectories of those shifts, we can turn our minds to how to maximise the opportunities and address the challenges that come with change. In some cases, we can also change the trajectory of shifts to achieve greater prosperity.

Understanding the role of local government comes next

This paper is directed at a broad range of decision-makers – those in local government, central government, business, and those within our communities. It considers impacts on communities first and foremost, as the decisions of all stakeholders need to be informed by a shared understanding of the kinds of shifts our communities are likely to face. No one party holds all the cards, and so we need to work together to respond to future challenges.

LGNZ sees this paper as the first step in a broader 2050 Challenge work stream, reflecting the leadership role that local government plays in planning for the long-term prosperity of our communities. Future work in this area will specifically consider the role that local government can play in effectively responding to the shifts facing our communities.

This paper is the starting point for a conversation – not the end of it. Decision-makers and thinkers from all different political persuasions have contributed to this work. All agree that this conversation needs to transcend partisan positions. We welcome and encourage debate on the shifts discussed in this paper and what they mean for our communities.

< There are key factors which I think will fundamentally shape the future of New Zealand, with many of them already influencing the current landscape. That includes increased migration, a dramatic rise in tourism and the ‘phenomenon’ of Auckland with its massive housing, infrastructure and related challenges. But fundamentally I feel optimistic – every one of these areas is an opportunity to create positive growth sectors and, if we can invest intelligently and innovatively over the next 10 years, will shape how New Zealand develops as an innovative and sustainable country against the backdrop of an uncertain world. >

Anthony Healy, Managing Director and Chief Executive Officer, BNZ.

The remaining sections of this paper summarise the key shifts identified and the enduring questions they pose

The remainder of this paper is set out as follows:

- Section 2 articulates the shared vision we have for our communities as the basis on which to analyse the impact of shifts;
- Section 3 summarises perspectives on the key shifts that our communities will face out to 2050 and the enduring questions they pose;
- Section 4 discusses what these shifts mean for how we make decisions that will drive the future shape of our communities; and
- Section 5 discusses how LGNZ plans to take the 2050 Challenge work stream forward.

Thought leaders and sector experts have helped to identify the long-term changes that will shape our communities

LGNZ has developed this paper through direct interviews with thought leaders and sector experts, and by synthesizing the wide range of literature available on trends and challenges. Interviews and literature reviewed spanned the full range of social, cultural, economic, and environmental areas of expertise and research – providing a diverse range of perspectives to draw on in this work.

We extend our thanks to the interviewees who generously gave their time to contribute to this work and point us to valuable sources of knowledge on the topics discussed in this paper:

- Dr Marie Brown, Senior Policy Analyst, Environmental Defence Society

- Professor Peter Crampton, Pro-Vice Chancellor, Health Sciences, University of Otago
- Lani Evans, Director, Thankyou Payroll
- Anthony Healy, Managing Director and Chief Executive Officer, BNZ
- Natalie Jackson, Director, Natalie Jackson Demographics, Adjunct Professor of Demography, School of People, Environment and Planning, Massey University
- Dr Alexandra Macmillan, Public Health Physician and Senior Lecturer, Environmental Health, Department of Preventive and Social Medicine, University of Otago
- Max Rashbrooke, Author, academic and journalist
- Caroline Saunders, Professor and Director, Agriculture Economics Research Unit, Lincoln University
- Tā Mark Solomon, Kaiwhakahaere (Chair), Te Rūnanga o Ngāi Tahu
- Paul Spoonley FRSNZ, Distinguished Professor and Pro Vice-Chancellor, College of Humanities and Social Sciences, Massey University
- Dr Janet Stephenson, Director, Centre for Sustainability, University of Otago
- Sir Stephen Tindall, Founder and Non-Executive Director, The Warehouse Group

We also acknowledge the contributions of central government in this area. Cross-government and departmental initiatives, such as the Ministry of Transport Futures Project and the Treasury's work on living standards, have provided valuable insights into what the future may hold.

To understand the importance of the changes facing our communities, we need a clear understanding of how shifts are likely to influence the ability to achieve our shared objectives and interests. This understanding needs to extend across all of New Zealand's communities: urban and rural, growing and shrinking, rich and poor, and of all ethnic and racial compositions.

A shared vision for our communities

Acknowledging that the way in which communities live and work changes over time, this paper defines a shared vision that focuses on the core attributes needed for prosperous communities. Drawing on the 'four wellbeings' with their origin in the Local Government Act 2002, prosperity can be thought of as encompassing:

- **Social prosperity.** We want our communities to be characterised by equality, social cohesion and inclusiveness—with freedom from prejudice across all dimensions including ethnicity, gender and religion. We also want our communities to promote inter-generational equity—meeting the needs of the present population, without compromising the ability to meet the needs of future generations.
- **Economic prosperity.** We want to have a sustainable economy with world-leading productivity in which all New Zealanders have the opportunity to contribute and succeed. Our economy should support the living standards New Zealanders need to lead happy, healthy lives.
- **Cultural prosperity.** We want our communities to be empowered and enabled to express and celebrate their diverse cultural heritages, and recognise the particular cultural significance of Māori as tangata whenua of New Zealand.
- **Environmental prosperity.** We want to nurture our natural resources and ecosystems as environmental stewards, promoting biodiversity and environmental sustainability – embodying the concept of kaitiakitanga. We want our social, cultural and economic activities to be aligned with our goals for the environment.

While the emphasis within these dimensions may differ, we expect a large degree of consensus on the core elements of this vision. The remainder of this report identifies a range of shifts that will challenge the way we achieve this vision, and explains what these challenges might mean for decision-makers.

3

The key shifts facing our communities

The key shifts facing our communities

New Zealand communities are faced with a raft of shifts that will affect how we live. This section groups the key shifts that our communities may experience in the next 30-50 years under the following headings:

- Urbanisation, liveable cities and changing demographics (section 3.1);
- Stewardship of our natural environment (section 3.2);
- Responding to climate change (section 3.3);
- The future of work (section 3.4); and
- Equality and social cohesion (section 3.5).

These shifts raise broad challenges for the decisions we make that affect our communities. The implications for decision-makers are discussed in section 4.

3.1 Urbanisation, liveable cities and changing demographics

The shape and nature of our communities are determined by the people that belong to them. Shifts in how and where people live and work pose enduring questions in how we can provide key infrastructure and services, and empower communities to respond to changes, in both growing and declining areas. By 2050, it is projected that:

- More New Zealanders will live in urban centres (Section 3.1.1); and
- Our communities will face an increasingly ageing population (Section 3.1.2).

3.1.1 New Zealand's population is expected to further concentrate in cities

Driven by a mix of natural population increase and net immigration, Auckland is projected to add 800,000 people by 2043, expanding to 40 per cent of New Zealand's population (currently 30 per cent).¹ Outside of Auckland, cities like Wellington and Christchurch also are projected to grow. While these projections are Statistics New Zealand's best estimate, other shifts could arrest or reverse them.

< The twenty-first century is creating novel challenges for those charged with managing communities in some way – and for those who live in them. One of the most significant challenges is the result of demographic change – structural ageing, sub-replacement fertility, outmigration from some cities and regions, immigration and enhanced diversity ('superdiversity') for others – with very different demographic futures for different communities. For some, the challenge will be to manage growth to ensure that social and economic values are preserved. For others, it will be to understand and then manage population and economic stagnation – or even decline. New thinking and new policies are essential. >

Paul Spoonley FRSNZ, Distinguished Professor and Pro Vice-Chancellor, College of Humanities and Social Sciences, Massey University

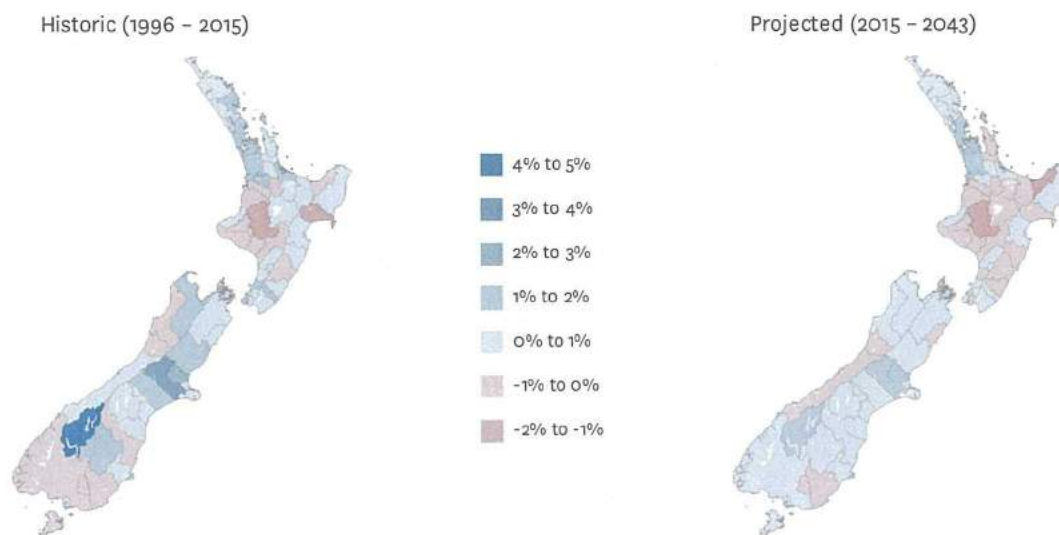
This concentration of population in cities is expected to come with a 'hollowing-out' of many mid-sized towns and rural areas across New Zealand, which have previously served industries that have declined, relocated, or are predicted to do so in the future.

Population growth and contraction is expected to differ significantly across the regions

In many areas, Statistics New Zealand projects recent trends of growth or decline to continue or strengthen. However, some areas that have experienced recent rapid growth (in percentage terms) are expected to slow down, such as Queenstown-Lakes and Selwyn. In addition, reversals of recent trends are forecast in areas like the West Coast. The existing understanding of these trends is shown in Figure 3.1.

¹ Statistics New Zealand 'Population Projections Tables', 2014.

Figure 3.1: Annual average population growth rate for territorial authorities



Source: Schiff Consulting using data from Statistics New Zealand

Population changes are also not expected to be uniform within regions. While Figure 3.1 indicates that South Wairarapa, Carterton and Masterton are expected to experience population growth, sub-regional trends suggest there may be significant changes at the local level. Figure 3.2 takes a closer look at projections out to 2043 for these three local councils. Each blue dot represents a person gained and each red dot represents a person no longer living in the neighbourhood.² If current trends continue without intervention, modelling suggests:

- Significant changes in land use in town centres. The town centres of all cities and towns in the three councils (except Carterton) are expected to experience population loss, which may represent conversion of residential to commercial property.
- Strong growth on the outskirts of central Masterton, and dispersed population expansion outside of Masterton—perhaps with a greater demand for lifestyle blocks.
- While the Wairarapa region's population is set to grow overall, a large part of Masterton District Council is expected to decline in population.

These changes, whilst based on assumptions, provide scenarios to test and plan around. In some cases, they pose significant challenges

for the liveability of towns and cities, and for rural productivity, and raise questions about sustainability. Significant sub-regional shifts in population are projected across the country, highlighting the need for interventions to change the demand trajectory, or local services and infrastructure to match new centres of demand.

Challenges arise from rapid population change—both expansion and contraction

Auckland and other areas expected to face population expansion will have different challenges to those experiencing contraction. Areas facing population expansion will need to expand services and infrastructure to support larger populations. This must be done in sustainable ways consistent with other community objectives.

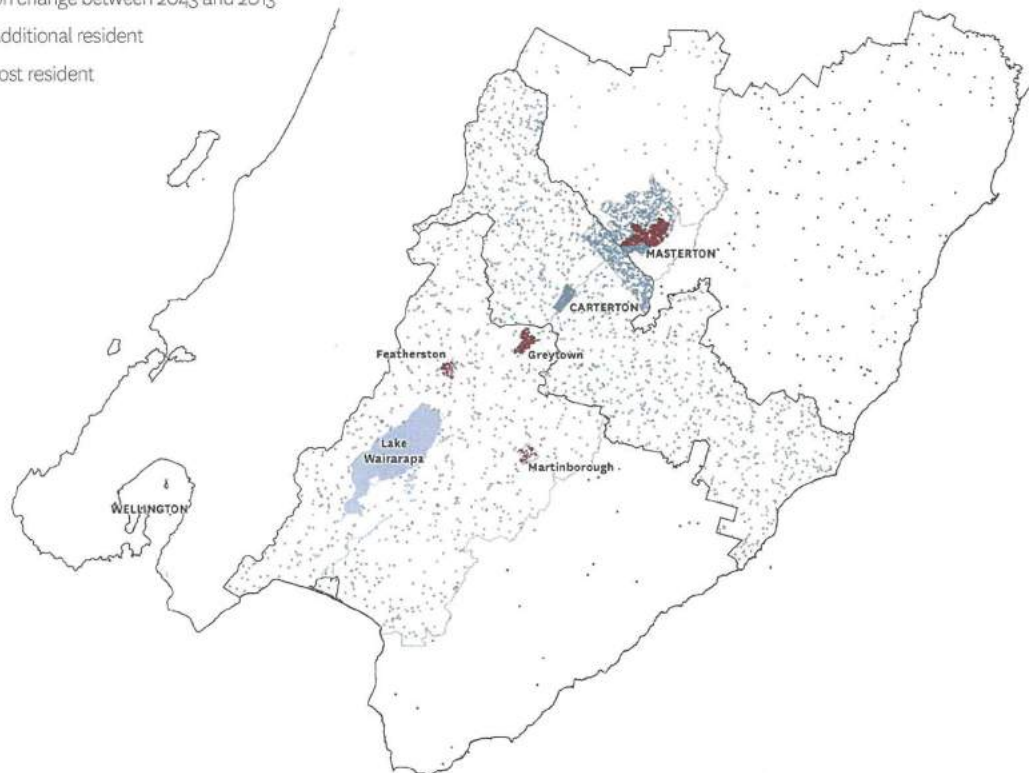
For example, urban planning rules will need to strike a balance between preserving the look and feel of communities while allowing for density to sustainably accommodate rising populations. That balance will be challenging to strike given it is likely to differ from neighbourhood to neighbourhood, will require innovative models of engagement to create truly community-led decision-making, and will involve hard decisions in the face of unequal impacts. Urban planning rules will also need to accommodate public open and green spaces in promoting community wellbeing and social cohesion.

² While the area of the dot generally aligns with where that person is from, the dots represent averages for each census area unit so the map incorporates some 'averaging'.

Figure 3.2: Resident population projections in the Wairarapa: 2013 to 2043

Population change between 2043 and 2013

- Additional resident
- Lost resident



Source: Schiff Consulting using data from Statistics New Zealand

These decisions are further complicated by the question of who should pay for these transformations to occur – with objectives of affordable housing potentially conflicting with the need to ensure that growth is fully funded.

Areas facing population contraction face different challenges. These communities need to decide whether, when, and how to invest in renewing large-scale, long-lived public infrastructure to meet the needs of an uncertain future population. Funding these investments sustainably is difficult, given that existing rate-based funding models are based on population. Opportunities to re-invigorate these communities need to be identified and fostered – for example, by maximising attractive lifestyle options enabled by mobile connectivity (particularly for ‘satellite towns’ serving major cities). Employing planning frameworks to achieve long-term strategies will also be critical, ensuring efforts to bolster population in the short term do not undermine the affordability of infrastructure provision and sustainability of urban form in the longer term.

While projections give us a sense of the existing state of knowledge, other shifts could arrest or reverse these projections

Our communities choose to live and work in an area for many reasons, including family and cultural ties, lifestyle, and economic opportunities. These sum of these ‘decision-drivers’, plus others identified shifts at play, could change the population dynamics in any given area.

Key interacting shifts in this space include the extent to which people embrace ‘localism’ over metropolitan lifestyles, the type of urban form that is promoted and regulated through urban planning, the nature of communication and transport technology (including automation) within and between regions, the potential influx of climate refugees, and immigration policy.

• We are starting to see quite different consumer expectations about mobility, such as the perspective amongst many young people that car ownership no longer represents freedom but is a burden. The emergence of flexible options for personal mobility, such as shared vehicles, and (before long) smart autonomous vehicles that can be available on demand, may create a new mobility option that is neither public transport nor a private vehicle but something of each. If this proves to be attractive, it will have major implications for future levels of road use and provision of road infrastructure, as well as settlement patterns.³

Dr Janet Stephenson, Director, Centre for Sustainability, University of Otago

3.1.2 New Zealand's population is ageing

To 2050 and beyond, Statistics New Zealand projects our communities will face an increasingly ageing population. Combining ageing with urbanisation is likely to create significant challenges for all communities but particularly those smaller rural communities that face both a decline in population and a greater proportion of older people.

Statistics New Zealand's projections incorporate two population trends:

- **The shorter-term dynamic of the baby boomer bulge.** By 2050, the 'dependency' ratio of those aged 65+ to those aged between 15 and 64 is likely to almost double from 22 per 100 people (currently) to approximately 40 per 100 people.⁴ At the same time, life expectancy is increasing—expanding the range of ways in which the elderly can contribute to our communities. While this poses significant challenges, the baby boomer bulge will, by its nature, eventually dissipate.
- **The longer-term projection is for New Zealand's population to peak and then decline**, following the experience of many developed countries internationally. This decline is expected to be caused by births being below that necessary to maintain population levels and net migration not making up for the

difference. Although this is influenced by factors including national immigration policy, Statistics NZ suggests there is a 1 in 3 chance that this will be happening by 2068.⁵ The extent of the trend and the level at which population will settle is unclear.⁶

- New Zealand's ageing population presents us with opportunities and challenges. The opportunities lie in the positive capacity of older people to contribute to family and community life and wellbeing in new and expanded ways. Capitalising on this will require a rethink of how we conduct the day-to-day business of living in communities. Challenges also lie in providing care and support for older people as they become less independent and more in need of health care. These opportunities and challenges are of course linked together.

Peter Crampton, Pro-Vice-Chancellor, Division of Health Sciences & Dean, University of Otago Medical School

Figure 3.3 illustrates the combination of these two trends as graphs showing the proportion of New Zealand's resident population that is expected to fall within each 20-year age bracket through time. The proportion of total population in each year in a given age bracket is shown on the vertical axis and time is shown on the horizontal axis. Reading from left to right, allows us to trace the proportion of the population in each age bracket through time ("baby boomers" are shown in red). While the proportion of our population aged between 40–59 years is expected to remain steady, a clear decline is expected in younger age groups with a clear increase expected across older age groups.

Ageing rates are also expected to be uneven across the regions. Figure 3.4 compares the expected age distribution of people living in Auckland versus Thames-Coromandel in 2013 and 2043. This is an example of a wider trend: rural populations tend to be older than the New Zealand average, while Auckland and other cities have relatively youthful populations.⁷

For a full set of graphs showing this dynamic for each territorial authority, see Appendix B.

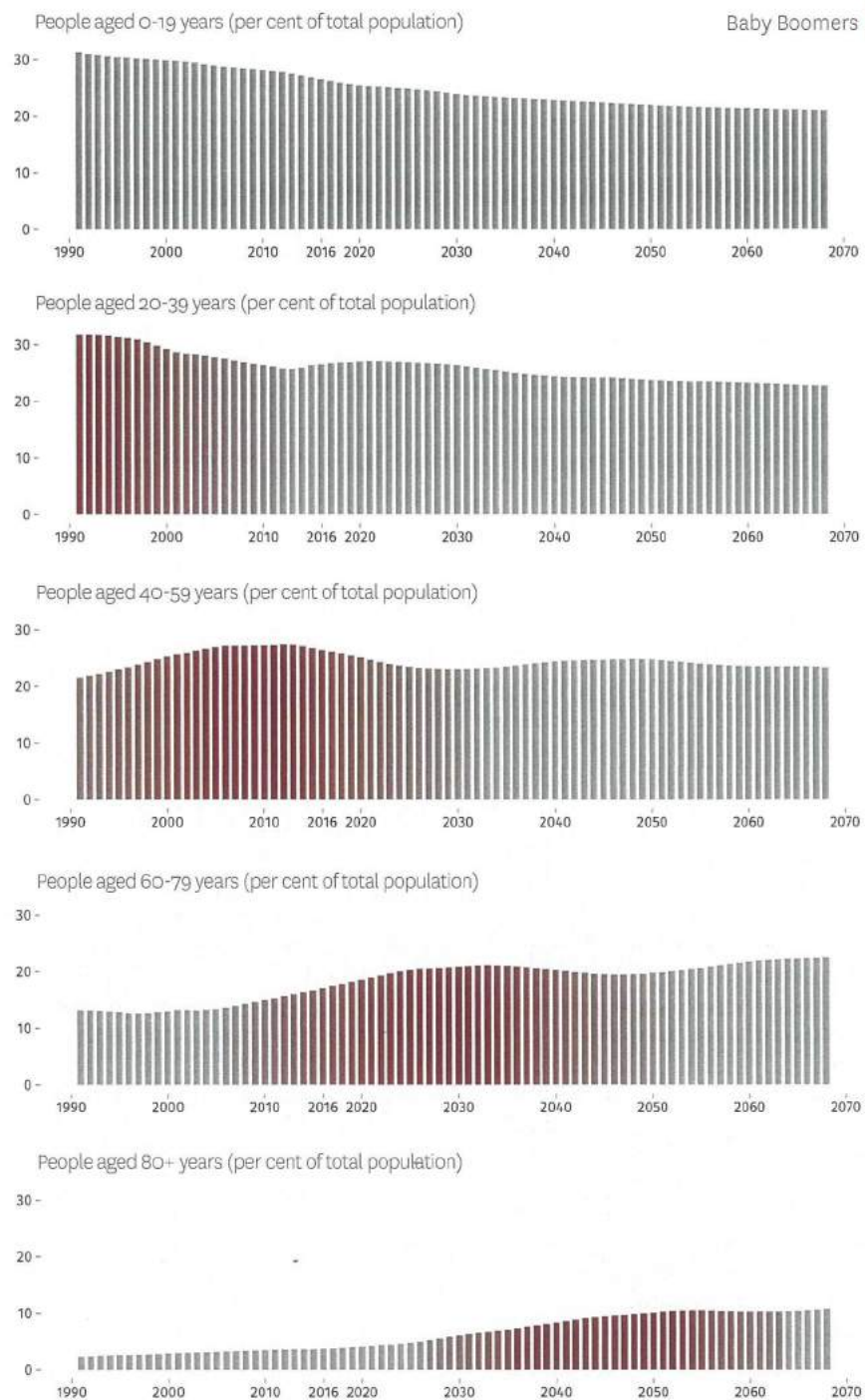
3. Statistics New Zealand 'National Population Projections: 2014 to 2068', 28 November 2014.

4. Statistics New Zealand 'National Population Projections: 2014 to 2068', 28 November 2014.

5. See Statistics New Zealand 'The Changing Face of New Zealand's Population'.

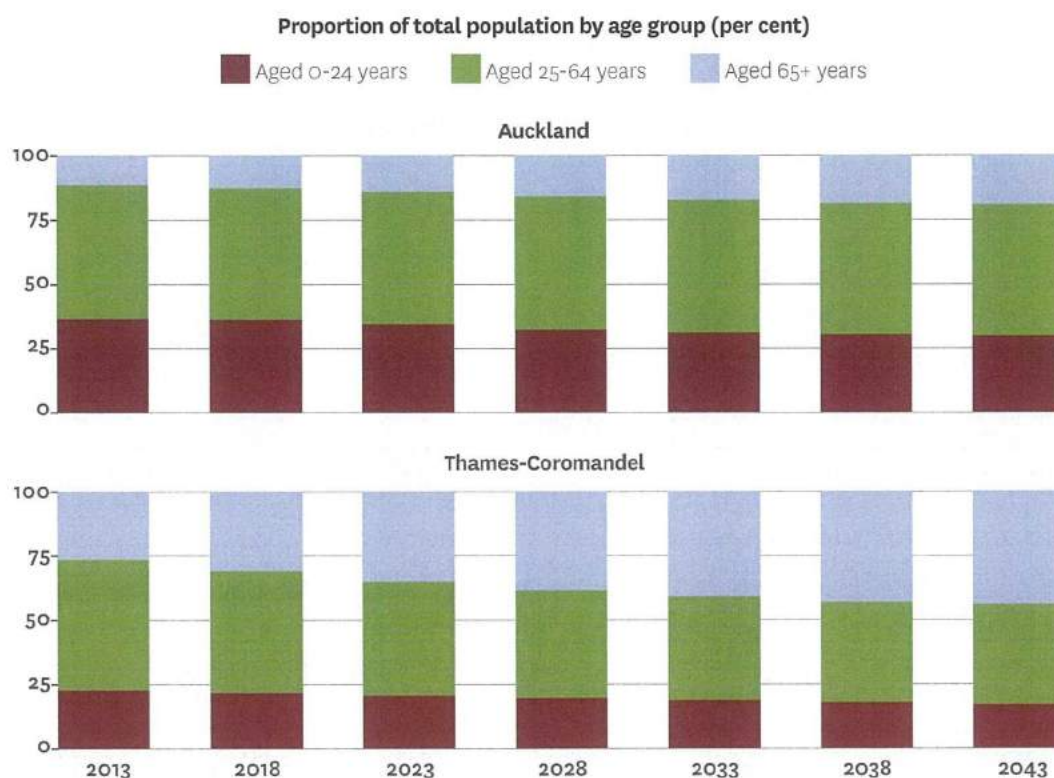
6. Jackson, N. (2014). 'Sub-National Depopulation in Search of a Theory – Towards a Diagnostic Framework' *New Zealand Population Review*, 40:3–39.

Figure 3.3: The age profile of New Zealand's projected population



Source: Schiff Consulting using data from Statistics New Zealand

Figure 3.4: Regional population ageing dynamics



Source: Schiff Consulting using data from Statistics New Zealand

The enduring demographic question is how we support a changing population

New Zealand's population has changed in significant ways in the past 50 years, and further change is expected in the next 50 years. Urbanisation and the changing nature of our towns, as well as an aging population, mean that local services and infrastructure will need to adapt to meet future demands.

Based on the available evidence, the baby boomer bulge will move through the population, eventually dissipating and leaving in its wake a declining population. In that case, the enduring question may be in investing in infrastructure and services that can cater to the changing age composition of our communities. For example, the extent of aged care infrastructure and services that will be needed to support baby boomers may not be needed in the longer-term so adaptive measures which provide flexibility to re-purpose housing will be valuable.

< It is difficult, at this stage, to say exactly what the implications will be of the transition from population growth to decline—or at least to the ending of appreciable growth. Having more elderly than children, for example, is a very new phenomenon. However, two things are certain: population ageing will be played out at the local level, and local trends will not simply 'net out'. >

Natalie Jackson, Director, Natalie Jackson Demographics, Adjunct Professor of Demography, School of People, Environment and Planning, Massey University

3.2 Stewardship of our natural environment

New Zealand is facing challenges in sustainably managing its natural environment. These challenges include declining quality of freshwater, and what some have described as a crisis in biodiversity. These are results of both historical and ongoing economic and social activity, and raise enduring questions for communities around how we can promote social, economic and cultural prosperity in ways that align with our vision for environmental prosperity and our responsibilities as stewards of our natural environment.

Our natural environment is being affected by human activity

New Zealand is one of the most well-endowed countries in the world in terms of its natural resources—estimated to be eighth out of 120 countries and second in the OECD. Connected with this, our natural resources play an important part in our economic wellbeing.⁷ However, many of our current approaches to harnessing this natural resource wealth are negatively impacting on ecosystems.⁸

< Managing the loss of natural capital in New Zealand relies on not only proactive conservation, but on the sympathetic and effective exercise of statutory duties. Local government are key catalysts of environmental outcomes; the importance of their role can't be understated.>

Marie Brown, Senior Policy Analyst, Environmental Defence Society

Many of New Zealand's native species are threatened, with 32 per cent of indigenous land and freshwater birds having become extinct since human settlement in New Zealand.⁹ Ongoing habitat modification and human activity are, in many cases, continuing the circumstances which have caused this loss, and threatening further loss.¹⁰

Freshwater quality also is a key concern for New Zealand. The Ministry for the Environment reports that in many places we are approaching limits to the quantity of fresh water we are able to take sustainably.¹¹ In some areas of New Zealand, declines in fresh water quality are creating conditions in which existing ecosystems cannot function in the way they have in the past. In the Waikato and Waipa rivers, for example, fresh water quality has been graded a "C+" by the Waikato River Authority.¹² The quality of water in New Zealand's lakes, rivers, streams,

and aquifers is variable, and depends mainly on the dominant land use in the catchment. Water quality is very good in areas with indigenous vegetation and less intensive use of land. Water quality is poorer where there are pressures from urban and agricultural land use. Rivers in these areas have reduced water clarity and aquatic insect life, and higher levels of nutrients (ie nitrogen and phosphorus) and E.coli bacteria¹³.

Sustainable development should continue to underpin our decision-making

Sustainability is embedded in New Zealand's legislative and policy framework through the Local Government Act 2002 and Resource Management Act 1991. This reflects the reality that our economy operates within certain environmental limits with finite resources. Ultimately, social and economic activity depends on natural resources (directly or indirectly) and will only be sustainable as long as the environment can support that activity in the future. Our environment also has intrinsic value, and our social fabric and cultural identity are deeply rooted in it. The concept of kaitiakitanga—so central to Te Ao Māori (the Māori world)—is embedded in our resource management legislation, acknowledging our role as guardians of natural resources and ecosystems.

We are yet to agree on how to align environmental and economic goals

The future of New Zealand's economy needs to align with our vision for environmental prosperity. However, we face an enduring challenge in building a consensus as a society about bottom lines for environmental prosperity and the trade-offs required to respect these:

- There are national economic benefits in environmental stewardship, but the incidence of costs and benefits is not shared evenly across New Zealand. For example, most of New Zealand's biodiverse and conservation-rich land is outside of urban centres. While all New Zealanders contribute to the ongoing costs of conservation through national taxes, many regions are 'carrying the load' of biodiversity and environmental stewardship more broadly. These areas are restricted from developing when they otherwise might do so. This suggests that funding models may need to emerge that take into account the benefits of good environmental stewardship in which all New Zealanders share, while evolving to accommodate other shifts like the demographic changes highlighted above.
- Our international image can help us succeed by promoting New Zealand as a tourism destination and an attractive place to live, allowing our exporters to charge premium prices and enabling

⁷ New Zealand Treasury 'Affording Our Future: Statement of New Zealand's Long-Term Fiscal Position: Natural Resources'.

⁸ NIWA 'How Clean Are Our Rivers?' 22 July 2010.

⁹ M. Brown, R. Stephens, R. Peart & B. Fedder (April 2015) 'Vanishing Nature: Facing New Zealand's Biodiversity Crisis' Environmental Defence Society and New Zealand Law Foundation.

¹⁰ Department of Conservation 'Threatened Species Categories'.

¹¹ Ministry for the Environment 'Freshwater Quality and Availability' September 2014.

¹² Waikato River Authority 'Report Card for the Waikato River and Waipa River' February 2016.

¹³ Ministry for the Environment, Environment Aotearoa, 2015



our employers to attract highly-skilled staff. However, while these outcomes can help to improve New Zealand's economic prosperity and raise living standards, there are 'feedback loops' on the environment. Tourist activity, for example, needs to be carefully managed to preserve the environment within which it operates.

- We already have a range of regulations and laws that seek to protect the environment. We will need to examine how these regulations and laws interact and the outcomes they produce, alongside considering new tools to deliver the outcomes we want for our environment (for example the use of uniform standards and locally-driven targeted environmental regulations, rates and charges).
- Implementing regulation that aligns economic activity with the vision we have for our environment will call for carefully planned strategies given the contribution of primary industries to New Zealand's economy and the distribution of wealth within it. Agriculture, for example, currently contributes approximately six per cent to national Gross Domestic Product (GDP).¹⁴ Addressing the continued role of primary industries in our economy also presents opportunities to consider whether and how alternative approaches to current farming practices, and diversifying the current primary production mix, have the potential to deliver better environmental outcomes while still achieving economic prosperity and increasing living standards.

< New Zealanders are doing amazing things in developing alternative approaches to farming practices and exporting agricultural technology that improves animal welfare, promotes environmental sustainability, and demonstrates social responsibility. We know consumers internationally value these outcomes, although we have yet to realise our potential in these markets. Developing new ways to capture this value creates the potential not only for economic success but increased alignment between our agriculture sector and our goals for the environment including across fresh water quality and responses to climate change. >

Caroline Saunders, Professor and Director, Agriculture Economics Research Unit, Lincoln University

3.3 Responding to climate change

< New Zealand is being affected by climate change and impacts are set to increase in magnitude and extent over time. >

Professor James Renwick, Chair, Royal Society of New Zealand Expert Panel on Climate Change: Implications for New Zealand

Climate change is already impacting how our communities live and function, and these impacts are expected to increase in magnitude and extent over time.¹⁵ We also know that the decisions made today will affect how much our climate changes and our ability to respond in effective ways to a changing climate.

Climate change is transforming our world

New Zealand is already being affected by climate change and this will continue to some extent, regardless of how much we (and the rest of the world) reduce carbon emissions.¹⁶ More widespread outcomes will then depend on the global emissions trajectory.

The current predictions for New Zealand are for:¹⁷

- **Rising sea levels:** New Zealand sea levels are expected to continue rising to 2050 and continue rising for centuries in all emissions scenarios (just under 1 metre by late this century under a mid-range scenario);
- **Higher temperatures:** Warming is expected to continue (0.8 degrees by 2090 in a low carbon emissions scenario; 3.5 degrees by 2090 in a high carbon scenario), with greater extremes in the temperatures observed;
- **Regional rainfall changes:** Rainfall change is expected to be strongly regional, with increased droughts in the east and north of the North Island. Extreme rainfall is also expected to increase; and
- **More intense tropical cyclones:** New Zealand is expected to experience stronger, but fewer, tropical cyclones.

Future policy decisions will need to take into account the improving evidence base as well as responding to the evolving global emissions trajectory.

¹⁴ Statistics New Zealand 'Gross Domestic Product' March 2015.

¹⁵ Royal Society of New Zealand 'Climate Change: Implications for New Zealand' April 2016.

¹⁶ Royal Society of New Zealand 'Climate Change: Implications for New Zealand' April 2016, p.28.

¹⁷ See New Zealand Climate Change Centre 'Climate Change: IPCC Fifth Assessment Report – New Zealand Findings'.

Climate change will have complex and far-reaching impacts on our communities and industries

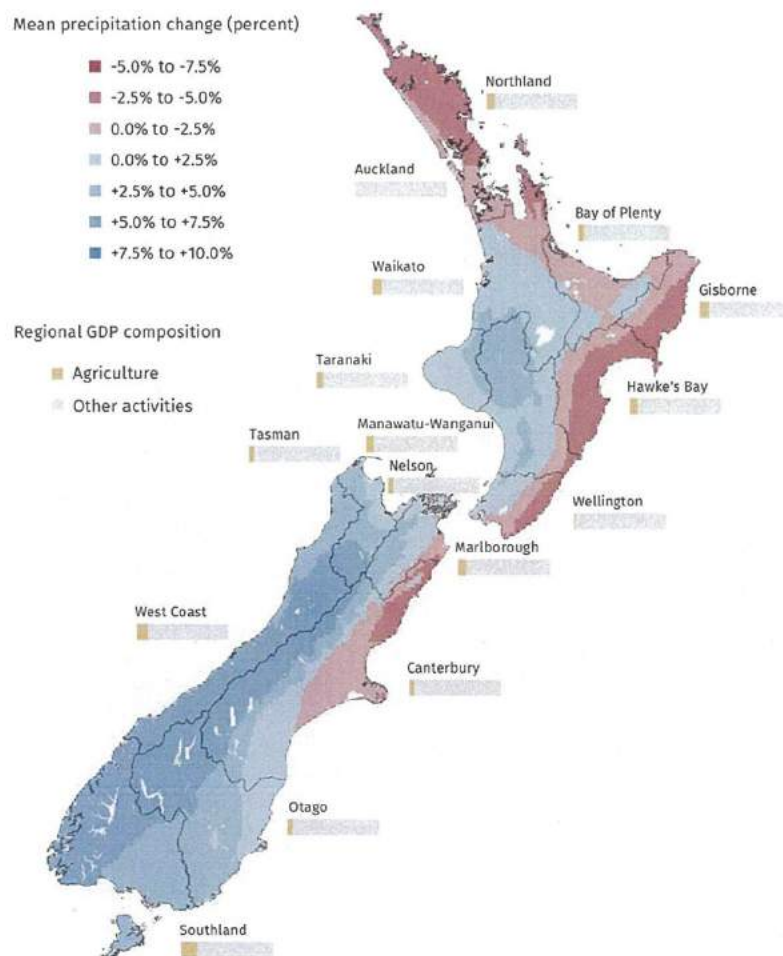
Some of the expected impacts of climate change include:

- More frequent flooding of settled areas and areas of cultural and historic significance;
- The potential for an influx of climate-induced refugees from neighbouring Pacific nations affected by sea level rise;
- The need to respond more frequently to more damaging natural events including droughts, fires, floods, and tropical cyclones; and

- Changing industry prevalence nationally and regionally for agriculture and other industries directly and indirectly affected by climate change.

A strong theme in these impacts is the unequal ways our communities will be directly affected. Sea level rise clearly affects coastal communities most (although impacts can flow inland along waterways and be felt through a rising water table) and agricultural regions will also be affected in different ways. Some of the direct impacts may be positive in some areas, while other areas will suffer from reduced rainfall and prolonged drought. Figure 3.5 overlays the expected impacts of climate change on rainfall patterns with the current prevalence of agriculture throughout the regions.

Figure 3.5: Interaction between agriculture and expected rainfall change



Source: Schiff Consulting using data from NIWA¹⁸

¹⁸ Based on data from Fourth Assessment Report of the Intergovernmental Panel on Climate Change. NIWA will soon publish updated data based on the more recent Fifth Assessment Report.

Action is needed both to mitigate greenhouse gas emissions, and to adapt to a changing climate

We need to respond to climate change now by creating and implementing strategies to:

- Reduce carbon emissions to help reduce the extent of climate change (often known as **mitigation**)—for example by decreasing our reliance on fossil fuels for transport (Section 3.3.1); and
- Reduce the impact of a changing climate on our prosperity (often known as **adaptation**)—for example by supporting or re-settling exposed coastal communities (Section 3.3.2).

Mitigation and adaptation will affect the way New Zealanders live. LGNZ is currently developing a position statement on the role LGNZ sees for local government in responding to climate change.

3.3.1 Mitigating emissions to promote the shared vision for our communities

“We have the potential to make the transition to a low-carbon economy within several decades by taking mitigation actions. While this will have costs, it will also bring benefits and opportunities that need to be considered. We can do it if individuals, households, communities, cities, industries, commercial enterprises and land-users share aspirations and take action.”

Professor Ralph Sims, Chair, Royal Society of New Zealand Expert Panel on Climate Change: Mitigation Options for New Zealand

New Zealand has committed to playing its part in reducing carbon emissions by signing the Paris Agreement on climate change.¹⁹ Under the Paris Agreement, countries including New Zealand are expected to agree to implement measures to achieve net zero carbon emissions by mid-late this century, to hold the increase in the global average temperature to below 2°C. By 2030, New Zealand's stated goal is to reduce emissions to 30 per cent below 2005 levels.²⁰ Strong targets are necessary if we are to avoid the worst predicted impacts of climate change.²¹

The future will be influenced by the decisions made today – we can help move the world on to a lower emissions trajectory, reducing the

extent of climate change and the adaptation required. New Zealand contributes approximately 0.2 per cent of global greenhouse gas emissions (largely through agriculture and transport). New Zealand can contribute to a global reduction through reductions it can make, exporting the technologies and techniques that will be developed in doing so, and the extent to which our actions can help influence other countries to reduce their emissions.

To achieve our goals in reducing emissions, we need to create strategies now

The challenge for New Zealand is to develop strategies now that will not only enable us to meet our international obligations but also in a way that achieves the shared vision we hold for our communities. Domestic climate change policy has made some progress in New Zealand, including with the introduction of a partial emissions trading scheme (that currently excludes agriculture), but we also need new policies and responses now if we are to meet the goals we have set. The infrastructure and other decisions we make now will chart the path for our emissions later this century. There will also be many options for reducing carbon emissions and we face enduring questions in:

- Deciding on which interventions to pursue as a collective since some interventions will have different cost and benefit profiles, and there will be ‘winners’ and ‘losers’;
- Deciding the extent of intervention at national, regional, and local levels, and in the private sector, and the relative balance between public-led and market-led solutions;
- Playing New Zealand's part in reducing carbon emissions while maintaining international competitiveness and achieving our vision for our communities;
- Taking advantage of opportunities for co-benefits alongside emissions reduction, for example in public health by promoting cycling and walking for commuter transportation, and in economic development from the greater ability to market New Zealand internationally as responsible environmental stewards;
- Ensuring incentives are set up right for people to pursue economic activities that are aligned with the shared vision we have for our communities; and
- Promoting inter-generational justice. The evidence suggests that reducing emissions more rapidly reduces the overall costs of climate change²². Whilst reducing emissions now may impact on current generations, delaying action would result in higher costs and the burden of those costs will fall on future generations.

¹⁹ Under the United Nations Framework Convention on Climate Change, Ministry of Foreign Affairs and Trade ‘Minister Bennett Signs Paris Agreement’ 23 April 2016.

²⁰ Ministry for the Environment ‘New Zealand's 2030 Climate Change Target’ 29 February 2016.

²¹ Royal Society of New Zealand ‘Climate Change: Implications for New Zealand’ April 2016.

²² Intergovernmental Panel on Climate Change ‘Assessment Report Five: Summary for Policymakers’ at p.12.

< Local government responses to climate change in active transport, healthy and energy efficient housing, low carbon energy and resilient, healthy food systems can all yield significant win-wins for health. But these co-benefits won't come automatically. Food, housing, transport and energy are all complex systems where unintended harms to health and fairness are also a possible consequence of policy choices. This means that taking a systems approach and putting human health and fairness at the centre of decision-making will be crucial for reaping the benefits and avoiding the harms. >

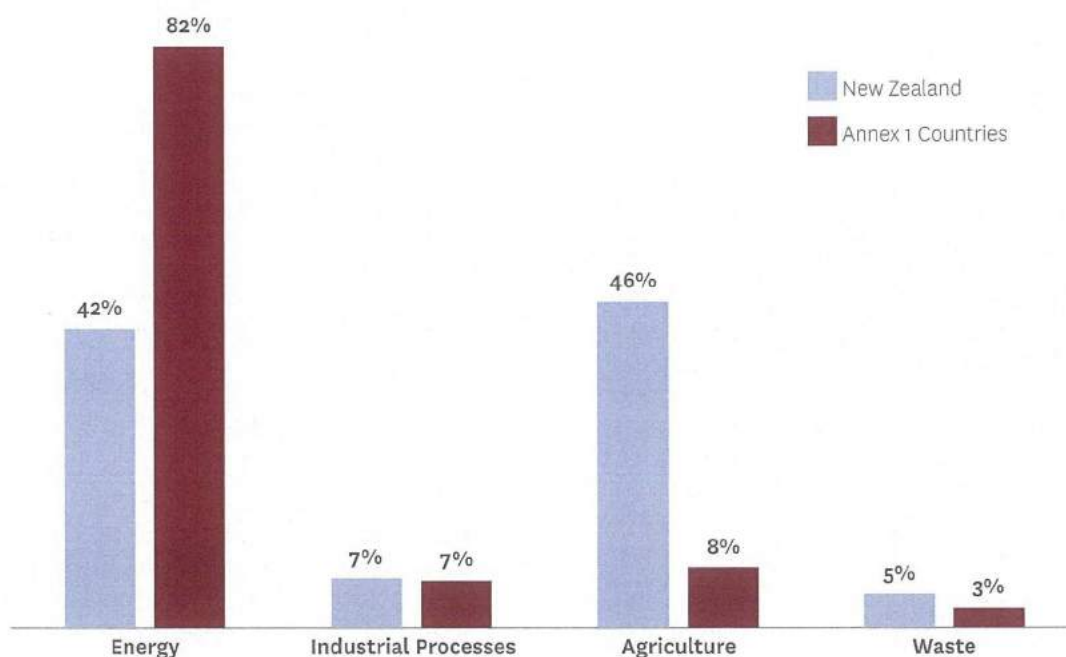
Dr Alexandra Macmillan, Public Health Physician and Senior Lecturer, Environmental Health, Department of Preventive and Social Medicine, University of Otago

New Zealand also faces different challenges to other countries in reducing carbon emissions

New Zealand's most emissions-intensive industries are different to many other developed countries, creating unique challenges for New Zealand in reducing emissions. Figure 3.6 shows emissions by sector for New Zealand compared with 'Annex 1' countries—those considered by the United Nations to be developed countries. New Zealand has half the emissions from energy and six times the emissions from agriculture than the Annex 1 average.

Our unique emissions profile should not be used as an excuse for failing to take action. While international experience with reducing emissions will be an important part of the evidence base for New Zealand's strategy to reduce emissions and adaptation costs, these data suggest that we will have to create strategies tailored to our situation to achieve our vision for our communities. Reducing emissions at the national level involves reducing emissions at the local level. Some of our regions are already showing leadership in creating strategies for mitigating emissions. We need to acknowledge the contribution of these regions in charting a path

Figure 3.6: New Zealand's greenhouse gas emissions by sector v Annex 1 average



Source: United Nations 'Greenhouse Gas Emissions Profiles for Annex 1 Parties'.

toward a low carbon New Zealand, including those by Auckland,²³ Wellington,²⁴ Waipa,²⁵ and Dunedin.²⁶ We must also acknowledge the contributions of central government, including through the Ministry of Transport's work on the future of low-carbon transport.²⁷

3.3.2 Carefully-planned strategies will be needed to adapt to a changing climate

We also face an enduring question in how we can achieve the vision for our communities while adapting to the impacts of a changing climate. Key facets of this problem are discussed below.

Communities will be differently affected by climate change.

Some in our communities will be heavily affected, while others may experience few direct effects at all. The stark differences in how our communities will be affected prompts questions around how the burden of climate change adaptation will be shared and what the level and nature of national, regional and local support for affected communities and neighbourhoods should be.

Should exposed coastal communities face the cost of damage to property and infrastructure and potential resettlement? What if someone moved there when it was clear the area would no longer be liveable? What about a farmer going out of business from drought? These decisions need to be made in a consistent way—and with adaptation required right now, the future implications of 'precedent-setting' actions must be understood and taken into account.

People will also be differently affected through time with future generations inheriting the world of their predecessors. The extent to which adaptation is financed through public debt, for example, will shift the burden onto future generations.

Adaptation will require large amounts of resources that need to come from somewhere. If we approach adaptation with an 'emergency' mind-set, there are risks that we divert resources from other activities in ways that are inconsistent with the shared vision for our communities.

Public support for communities must be designed in ways that support incentivising them to minimise their exposure and vulnerability to climate change. We want communities to

take the steps they can to lessen the impact of climate change on them and in turn, the resources required for adaptation. Support, therefore, needs to be carefully designed so that it does not undermine this goal. For example, if coastal land occupiers are guaranteed full relocation at no cost, then people may not move away from the coast as quickly or at all. This principle also extends far beyond coastal communities—for example into the changing viability of agricultural businesses affected by rainfall.

Enabling people to respond to incentives requires providing information on how a changing climate will affect them.

Public, academic, and private sector-led research efforts are underway (for example on the localised impacts of sea level rise), but more work will be required to translate this information into the implications for individuals and to support them in the decisions they can make.

Beyond information, there is a growing body of literature suggesting that people's behaviour and response to incentives can be different to what might be expected—and is significantly shaped by context.²⁸ We also need to ensure that interventions are designed to take into account these behavioural insights.

All the above challenges would arise even if we had perfect foresight of what the impacts of climate change could be. An added challenge is, therefore, that we do not (and will not in the future) have full certainty on:

- The evolving local and global carbon emissions trajectory that will play a defining role in the extent of climatic impacts our communities will face; and
- The precise climatic impacts and when they will occur given the complexity of predicting them. This is particularly so of 'threshold' effects and irreversible outcomes.

Adapting to climate change will, therefore, call for decision-making frameworks that explicitly address uncertainty, and put emphasis on the value of having flexibility to adopt courses of action that can evolve with new information. This is discussed further in Section 4.2.

23 Auckland Council 'Low Carbon Auckland: Auckland's Energy Resilience and Carbon Action Plan' July 2014.

24 Wellington City Council 'Draft 2016 Low Carbon Capital Plan'.

25 Waipa District Council 'Our Future Decided: The Path Ahead for Waipa ~ 10-year Plan 2015-2025'.

26 Dunedin City Council 'Emissions Management and Reduction Plan', 17 February 2015.

27 Ministry of Transport 'Transport Futures'.

28 See, for example, OECD 'Behavioural Insights and New Approaches To Policy Design: The Views From the Field' 23 January 2015.

3.4 The future of work

We face the potential for significant changes in the types of work our communities do and the way they do it. Automation is a key potential catalyst for this change. Automation holds the prospect of producing more with less—improving our standard of living. While we should embrace that change, it also raises enduring challenges in increasing our economic prosperity in a way that aligns with our vision for social prosperity, with all New Zealanders given the opportunity to prosper.

Automation promises a brighter future for all of us in increasing our productivity and international competitiveness. Automation offers the potential to transform our forestry sector, for example, where in Gisborne it is enabling us to compete internationally in the processing of raw logs into consumer products. By moving us into the value-add and using our kiwi ingenuity, automation can help us capture more of the value chain and improve our economic prosperity, particularly for our regions. If automation would not be at the expense of jobs, in fact it will add jobs. At present unprocessed logs are exported. Under automation these are sawn into smaller pieces and then glued together to make structural engineered timber which returns a much higher price for our forest investments. >

Stephen Tindall, Founder of The Warehouse and the Tindall Foundation, Philanthropist and Investor

Automation has had widespread impacts on how our communities work and live

Automation is the replacement of human labour with machine labour. We can think of this widely as including everything from the mechanisation of manufacturing processes, the advent of transport technologies like steam and fossil fuel-driven road and rail, right through to computer processing.

Automation clearly causes a loss of jobs in the task being replaced. However, automation increases jobs in the industry doing the automation. In the past 30 years, computers have replaced many functions, including the role of thousands of bank employees that manually processed banking transactions. However, the decline of these kinds of jobs has come with a growing ICT sector that delivers and supports computers and computing services. The greater productivity from automation can also increase jobs in the wider economy.²⁹

While the impacts of automation on labour markets are challenging to tease out, the skills needed to get a job are changing

Advances in automation in the last 30 to 50 years have proceeded alongside the widespread market reforms of the 1980s, a series of financial crises, major change in the global markets we supply, among many other factors. Over this time, there does not appear to have been any overall trend in unemployment over this period (increasing or decreasing)—let alone one that can be attributed to automation.³⁰ One thing that does seem clear, though, is that automation is changing the skills that individuals need to find work. In addition, many of the skills needed now are not like those needed in the past—creating challenges for workers to re-train. The ICT sector as we now know it, for example, did not exist 50 years ago—and it now reports the highest rates of job vacancy in New Zealand.³¹

There seems to be widespread agreement that automation will continue to change the skills we need. However, the extent of that change is the subject of greatly differing perspectives. Some have suggested that the pace of technological change now is ten times that experienced in the industrial revolution and that 46 per cent of New Zealand jobs are at high risk of automation in the next 20 years.³² Others caution that the pace of technological change has historically tended to be overstated and that the predictions of the past have yet to come true.³³

It is clear that automation will continue (along with wider technological change) and that it will continue to pose challenges for our communities. Automation raises the enduring question of how we can ensure we have the right education systems in place to both help existing workers adapt to changes in skills required and to ensure that future generations are equipped with the skills they need to lead happy, healthy lives. It also raises the question of how New Zealand communities can get the most from technology. Technology will play an important role in enabling our shared vision of prosperity to be achieved through:

29. Autor, David H. 2015. "Why Are There Still So Many Jobs? The History and Future of Workplace Automation." *Journal of Economic Perspectives*, 29(3): 3-30.

30. Statistics New Zealand in 'Brien Easton, 'Economic history - Government and market liberalisation', *Te Ara - the Encyclopedia of New Zealand*, updated 27-Apr-16.

31. Ministry of Business, Innovation and Employment 'New Zealand Sector Report Series: ICT', 2015, at p.37.

32. Chartered Accountants New Zealand and the New Zealand Institute of Economic Research 'Future Inc: Disruptive Technologies, Risks and Opportunities—Can New Zealand Make The Most of Them?'

33. Autor, David H. 2015. "Why Are There Still So Many Jobs? The History and Future of Workplace Automation." *Journal of Economic Perspectives*, 29(3): 3-30.



- New ways to manage environmental impacts;
- New ways to learn and access knowledge;
- New opportunities to interact and increase civic awareness and participation; and
- New opportunities to communicate with each other – irrespective of socio-economic status.

Beyond skills, changes in the way we work raise questions for social cohesion

New Zealanders also are reporting that they are changing the ways they work. While the decades since World War II saw an expansion of those in full-time employment, some have suggested that in the last 30 years New Zealand has seen a de-standardisation of work.³⁴ 'De-standardisation' refers to people moving into part-time, fixed term or contracting jobs, or working multiple jobs. Statistics New Zealand reports that one third of New Zealand's working population now work in non-standard jobs.³⁵

The future trends for the way we work are unclear. However, we will need to monitor the way working arrangements develop and better understand the issues that can arise. Non-standard jobs can create flexibility for both workers and the firms they work for. In some cases, this can come with increasing social prosperity; for example, the extent to which jobs are becoming more flexible for those raising children. However, there are also risks for equality and social cohesion where non-standard jobs are not taken out of choice. A survey undertaken by Statistics New Zealand found that around half of those in temporary work would have preferred being in full-time employment.³⁶

While people should be free to work in the ways they choose, we need to ensure that our policy settings, and the influence they have on the job market, provide appropriate protection of worker rights.

3.5 Equality and social cohesion

< Diverse and pluralistic communities have to work harder to maintain a strong sense of social cohesion, especially in the face of social and economic forces, such as radically different work opportunities, that push communities apart. Nevertheless, social cohesion brings with it a sense of belonging within and investment in one's community that in turn pays dividends in terms of health and social outcomes. >

Peter Crampton, Pro-Vice Chancellor, Division of Health Sciences & Dean, University of Otago Medical School

Shifts in equality and social cohesion primarily affect our achievement of social prosperity, although they are linked with achieving all aspects of the shared vision. The three shifts discussed in this section are:

- Existing and potential trends in equality;
- Changes in ethnic composition; and
- Inter-generational justice.

3.5.1 Current trends and potential drivers of changes in equality

Inequality affects our ability to achieve the shared vision for our communities by producing a range of negative flow-on consequences. Inequality risks reducing social cohesion and weakening social bonds.³⁷ We need to define what type of equality we seek to achieve, and to better understand the available data and develop strategies to address the root causes of inequality.

What aspects of equality form part of our vision for social prosperity?

Equality can mean different things and we need to build a consensus on what types of equality matter.³⁸ **Equality of outcomes** ensures that all have the same level of resources regardless of the way they contribute to society. **Equality of opportunity**, on the other hand, ensures that people all have the same opportunities and are equally empowered to succeed. One of the consequences of rewarding

³⁴ Spoonley, P, Dupuis, A, and de Bruin, A (eds) (2004). *Work and Working in Twenty-First Century New Zealand*. Palmerston North: Dunmore Press.

³⁵ Spoonley, P, Dupuis, A, and de Bruin, A (eds) (2004). *Work and Working in Twenty-First Century New Zealand*. Palmerston North: Dunmore Press.

³⁶ Statistics New Zealand 'Flexibility and Security in Employment: Findings from the 2012 Survey of Working Life', at p.13.

³⁷ Max Rashbrooke 'Inequality.Org: Understanding Inequality'.

³⁸ Sen, A (1992), 'Inequality Re-Examined', Oxford University Press, New York.

people for their contributions is at least some level of inequality in outcomes. On the spectrum between these two options there are middle-grounds which, for example, prioritise equality of opportunity but ensure all have a specified minimum level of income. It may be possible to aim for equality of outcomes in some areas while promoting equality of opportunity in others.

On the two most common measures, equality of outcomes has decreased in the past 40 years

> As Robert Putnam's seminal work *Bowling Alone* shows, the effects of social ties and bonds—especially in reducing stress—are so strong that moving from an area high in social cohesion to one that is low in social cohesion is as bad for your health as taking up smoking. >

Max Rashbrooke, author, academic and journalist

We face challenges in identifying what measures of equality are most useful, and the way inequality relates to outcomes like health and education. Measures like income can be problematic. Those with the lowest income represent both the poorest and richest in society – because of the way incomes are reported. More than 10 per cent of people on the minimum wage also live in a household in the top 10 per cent of incomes.³⁹

Leaving aside these challenges, the most-used measures of inequality are incomes and the concentration of wealth. On these measures, inequality in New Zealand increased between the 1980s and 1990s, although it has either not significantly changed or declined⁴⁰⁻⁴² since then.

Ethnic dimensions of inequality need to be addressed

Analysing social and economic outcomes by ethnicity highlights an even greater degree of inequality across New Zealand communities. Poverty and incarceration rates for Māori and Pasifika people are significantly higher than national averages.⁴³ Similar statistics are observed across education pass rates⁴⁴ and other key indicators of prosperity and social mobility. We face an enduring question in how we address this ethnic dimension to inequality.

The future trend in inequality is unclear but the shifts discussed in this report have significant potential to impact inequality

Many of the shifts discussed in this report, and the way we respond to them, have the potential to make New Zealand more or less equal:

- Māori and Pasifika communities are over-represented in many outcome-focused measures of inequality. They are also set to grow as a percentage of New Zealand society. We need to ensure the systems we have set up are tackling this ethnic dimension to inequality, which has the potential to get worse;
- Many coastal communities are wealthy, although not all are, such as South Dunedin.⁴⁵ Since coastal communities will be some of the worst affected by climate change, climate change might exacerbate extreme poverty for those poorer coastal communities which do not have the financial resources required to relocate; and
- Many of the jobs considered to be at the greatest threat of automation are lower-skilled, lower-paid jobs.

3.5.2 Changes in ethnic composition

Ensuring that changing ethnic compositions are embraced calls for a greater understanding of how we can retain cultural heritages while promoting broader social cohesion.

Statistics New Zealand expects the ethnic composition of our communities to change

By 2038, Statistics New Zealand project that national ethnic compositions are likely to change significantly—as shown in Table 3.1. This is expected to come from migration (particularly to Auckland) and through differing net birth rates by ethnicity.⁴⁶

These are at a highly aggregated level and include many diverse ethnicities. In addition, people can identify as more than one ethnicity. However, they suggest the face of New Zealand will change.

Sub-regional ethnic change is also expected. By 2038 the percentage of people in Manurewa identifying as European is expected to drop from 62 per cent to 17 per cent—largely replaced by those identifying as Māori and Pasifika. Changes of a similar magnitude can also be found in many other parts of the country – three parts of the Auckland region expecting significant change are shown in Figure 3.7.⁴⁷

39 NZIER 'Understanding Inequality: Dissecting the Dimensions, Data and Debate' November 2013.

40 Rashbrooke, M. in Radio New Zealand 'Opinions Mixed on Income Inequality' 18 September 2014.

41 NZIER 'Understanding Inequality: Dissecting the Dimensions, Data and Debate' November 2013.

42 See Marriott, L and Sim, D. (2014). 'Indicators of inequality for Māori and Pacific People' Victoria University Working Papers in Public Finance.

43 Ministry of Education 'Māori Participation and Attainment in TCEA'

44 South Dunedin has been identified by the Parliamentary Commissioner for the Environment as "the most troubling example" of high groundwater levels in the country. See: Parliamentary Commissioner for the Environment "Preparing New Zealand for Rising Seas: Certainty and Uncertainty" November 2015.

45 Statistics New Zealand 'National Ethnic Population Projections: 2013 to 2038', 21 May 2015. Note that people may identify with more than one ethnic group, so these compositions will not add to 100 per cent.

46 Statistics New Zealand 'Subnational Ethnic Population Projections: 2013-2038', 30 September 2015.

Table 3.1: Projected National Changes in Ethnic Composition

	2013	2038	Change (%)
Māori	16%	20%	25%
Asian	12%	21%	71%
Pasifika	8%	11%	40%
European and Other	75%	66%	(12%)

Source: Statistics New Zealand

Ethnic change of the nature predicted by Statistics New Zealand can pose challenges in promoting social cohesion while enabling ethnic groups to celebrate and express their cultural heritage. Some have suggested that socioeconomic inequalities tend to negatively impact ethnic relations⁴⁷—so, increasing ethnic diversity may increase the challenges of inequality discussed above.

3.5.3 Promotion of social cohesion across generations

Inter-generational justice is being brought into focus by ageing populations, climate change, and population concentration in cities. Since decisions that achieve greater welfare overall may impose additional costs on those living now, there are tensions between the interests of different generations through time. An added challenge

is that the generations currently living have the power to affect the outcomes of future generations—but not the other way around. This creates risks of resentment and a decline in cohesion across age groups. Challenges in this area include:

- Ensuring actions taken to mitigate and adapt to climate change take into account the importance of inter-generational justice;
- Ensuring that urban planning rules are fair for future generations and sustainably accommodate projected population increases; and
- Ensuring housing is affordable and that housing for elderly populations maximises the opportunity they have to contribute to our communities and be involved in their children's lives.

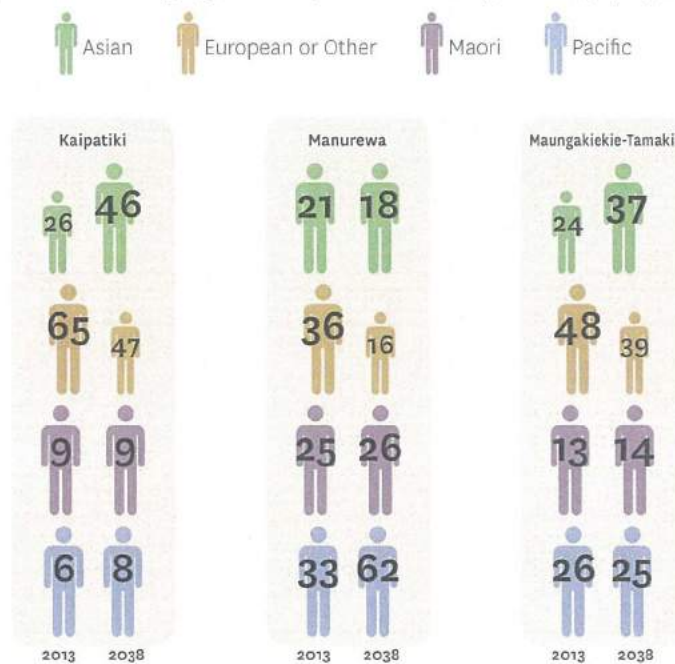
⁴⁷ Ward, C., & Liu, J. (2012). 'Ethno-Cultural Conflict in Aotearoa/New Zealand: Balancing Indigenous Rights and Multicultural Responsibilities'.

Figure 3.7: Auckland region resident populations identifying with major ethnicities



Source: Google; Schiff Consulting using data from Statistics New Zealand

Resident population identifying with major ethnicities (per cent): projections to 2038



Source: Statistics New Zealand. Note that the graphics are not to scale.

Impacts on decision-making

The key shifts and enduring questions identified in Section 3 can be daunting, which creates the risk that decisions are simply “too hard” to make. But decisions need to be made across the public and private sector and failing to act will clearly not create the prosperous communities we want to create.

One of the contributions of the 2050 Challenge work stream is to look across the shifts and identify common challenges in how we make decisions. In this section, we outline five common challenges we think the shifts identified in this report create for decision-makers of all types:

- Taking a ‘whole of systems’ approach to policy and planning (Section 4.1);
- Responding to unequal impacts (Section 4.2);
- Responding to uncertain and dynamic shifts (Section 4.3);
- Creating buy-in and increasing civic participation (Section 4.4); and
- The need to define our communities in constructive ways (Section 4.5);

Section 5 then lays out LGNZ’s next steps for developing the debate on what these shifts mean for local government and asks for your feedback on this Issues Paper.

4.1 Taking a ‘whole of systems’ approach to policy and planning

The shifts discussed in this paper have diverse and complex interactions. Achieving the shared vision for prosperous communities relies on all decision-makers (central and local government, public and private sector) taking a ‘whole of systems’ approach to responding to the shifts that recognises these interactions.

This is not a new concept – many councils have already developed and are continuing to develop new models of coordinated approaches to strategy, policy, planning and governance. However, the scale of the coordination needed appears to be growing and we need to share experience to develop better models.

Shifts have diverse and complex interactions

To take a ‘whole of systems’ approach we need to develop a clear picture of how the shifts interact. The main types of interaction between shifts can be grouped as follows:

- **Changes that have cumulative or offsetting impacts.**
Climate change adaptation and automation might both increase

inequality, depending on how we respond to them. We need to identify the impacts shifts may have and consider how those impacts create greater challenges or offer potential solutions.

- **The potential to respond to multiple shifts simultaneously**
and avoid situations where ‘single-track’ responses reduce our ability to respond to other shifts effectively. While shifts differ, they can have common ‘sites’ of interaction. For example, urban planning rules are shaped by our responses to shifts including demographic change, climate change and inequality. If we change urban planning rules to respond to demographic change, we should ensure these new rules are simultaneously responding to climate change and inequality.
- **Responses that deliver co-benefits across several dimensions of the shared vision for our communities.** For example, developing rules that improve the sustainability of denser housing can have public health benefits—both in the quality of built environments and increasing walking and cycling. These co-benefits can further strengthen the policy justification for responding to shifts, helping to build consensus for action.
- **Responses to a shift may reduce** our ability to respond to other shifts and/or can create challenges in promoting other dimensions of the shared vision for our communities. While we should aspire to achieving the shared vision across all four dimensions of prosperity, we are likely to face trade-offs in specifically how we do so. We need to ensure that we make those decisions through broad and inclusive civic participation (discussed in Section 4.4).

We need to develop approaches that make these identified interactions part of the conversation

Developing ‘whole of systems’ approaches to responding to shifts will call for highly effective methods of cross-sectoral and local/national engagement and coordination. This includes:

- Communication between stakeholders;
- Coordination between local and central government—and key government agencies; and
- Coordination between public bodies and other stakeholders, including community groups, interest groups, and the business community.

There are existing models of this kind of collaboration within and between local councils already. We will also need to share experiences of these models.

4.2 Responding to unequal impacts

The story of the shifts discussed in this paper is one of unequal impacts. How we respond to these unequal impacts will significantly shape our identity and values—and reveal a lot about how we define our communities.

Unequal impacts are the rule rather than the exception

Almost all the shifts discussed in this paper either inherently have unequal impacts or can have unequal impacts depending on how we respond to them—analysed in Table 4.1.

Table 4.1: The unequal impacts of shifts facing our communities

Dimensions with unequal impacts	
Urbanisation	<ul style="list-style-type: none"> • Absolute population levels and projected growth and decline differ greatly throughout the regions • How areas of population growth accommodate population increases can affect relative living standards and the distribution of wealth — for example increasing tenant protections or re-zoning land • How areas of declining population fund infrastructure to the extent local rates are below the levels necessary to recover costs
Ageing	<ul style="list-style-type: none"> • How the burdens of supporting the elderly are shared: <ul style="list-style-type: none"> - Within communities - Across communities given ageing profiles are highly localised and in some cases are deliberately so — for example areas that market themselves as places to retire - Across successive generations
Climate change adaptation	<ul style="list-style-type: none"> • The effects of climate change can be highly regional — particularly sea-level rise (coastal communities), changes in rainfall, and the occurrence of natural disasters (drought, flood and tropical cyclone). They can be so unequal, in some ways, that some communities will experience some positive effects — for example in improving the viability of farming • The extent of private, local, regional and national sharing of the burdens of adapting to a changing climate
Climate change mitigation	<ul style="list-style-type: none"> • The differing opportunities and costs of reducing emissions in different sectors • The emission sources we choose to target in reducing emissions • The extent of private, local, regional and national sharing of the burdens of reducing emissions
Automation	<ul style="list-style-type: none"> • Some industries are at much higher risk of automation than others • Many of the industries at risk of automation tend to be those with lower-skilled, lower-paid jobs
Non-standard jobs	<ul style="list-style-type: none"> • Industry characteristics strongly affect the prevalence of non-standard jobs • Those in non-standard jobs include those valuing flexibility and running their own businesses, as well as poor and vulnerable members of society
Equality	<ul style="list-style-type: none"> • New Zealand is not equal in opportunity or outcome—and the relative significance of the two depends on our vision of social prosperity. Inequality also has ethnic, gender and religious dimensions
Ethnic change	<ul style="list-style-type: none"> • Ethnic change is expected to be strongly regional
Civic participation	<ul style="list-style-type: none"> • Civic participation rates differ by age, gender and ethnicity
Māori co-governance	<ul style="list-style-type: none"> • Differing models provide differing outcomes in the nature and extent of Māori involvement

Responding to unequal impacts calls for inclusive and consistent decision-making frameworks

To answer how we should respond to the unequal impacts that shifts generate, we have to first know what our vision is for equality. This includes the types of equality (opportunities or outcomes) we want to prioritise. We then need to ensure that we recognise equality concerns that shifts present and make decisions consistent with our priorities.

We will need to review existing mechanisms and potentially design new ones to implement our responses to unequal impacts

Many of the unequal impacts of shifts discussed in this Issues Paper will already be addressed in some way through existing mechanisms. For example, the general 'safety net' of welfare benefits applies to people experiencing the worst of shifts—like those who become 'domestic climate refugees'. However, whilst these measures may mitigate the worst impacts, they may not be fully consistent with our vision for social prosperity. In addition, responding to some shifts may require new mechanisms—like a national biodiversity levy or a climate change levy that funds broad compensation tools for those affected by climate change. In developing strategies to respond to these shifts, we will need to carry out a 'regulatory stocktake' to identify ways the existing mechanisms need to be enhanced to align with the shared vision.

4.3 Responding to uncertain and dynamic shifts

All of the shifts discussed in this paper are uncertain—and many will occur over time. This uncertainty needs to be embedded within dynamic processes that are receptive to, and capable of, incorporating an evolving evidence base.

Incorporating uncertainty into planning models

There are different forms of uncertainty. For example, predicting outcomes in the context of evolving climate science is a challenge in devising an agreed response to climate change. In contrast, getting agreement on the 'measurement of the problem' is difficult in understanding phenomena like social cohesion.

Of course, our communities already deal with uncertainty, so this is not a new challenge. However, the extent of uncertainty highlighted in this paper suggests that we will need to reflect on whether there are ways we can improve our approaches to making decisions under uncertainty. LGNZ's view is that decision-making frameworks that manage uncertainty well do the following:

- Recognise uncertainty where it exists—including its extent and significance in the context of the outcomes we want for our communities;

- Gather information to understand likely trajectories and scenarios for outcomes, including concepts of risk management;
- Understand the indicators that are likely to show which trajectory or scenario is playing out in practice;
- Identify options that specifically recognising the value of flexibility in options to modify actions over time and respond to an evolving evidence base;
- Evaluate those options and the ways they promote the shared vision for our communities
- Formulate policy and implement decisions based on the best available evidence and recognising the value of flexibility; and
- Monitor the indicators of how uncertainty is playing out and develop an 'ongoing portfolio' view of areas of uncertainty.

'Valuing-in' the flexibility of options can mean making tough decisions now for longer-term benefits. For example, building a sea wall with stronger foundations that can be extended later may be less costly than building a cheaper wall that would need to be fully replaced.

The real challenge for decision-makers and their officials and advisors is then to integrate new information as it becomes available. This will allow us to make "no regrets" decisions – which may be larger projects that pre-emptively adapt to future consequences, or incremental investments that preserve options for a future time when better evidence is available.

Incorporating dynamism into planning models

Even if we had perfect certainty on the shifts discussed in this paper, we would still face the challenge of responding to their gradual and evolving nature. For example, we cannot simply plan for population expansion out to a defined date in the absence of considering what comes afterward. We need to consider how we make incremental decisions to maximise our achievement of the shared vision over time. This is also true of shifts like population ageing and climate change.

Technology is a major contributor to both uncertainty and dynamism

Technology has contributed to profound changes in the look, feel, location and size of our communities. Early Pākehā settlement in New Zealand was enabled by transport technology, and refrigeration technology heralded the expansion of our agricultural exports.

However, we can only expect technology to cause profound change through its interaction with community desires—whether existing



or in response to technological possibilities. For example, New Zealand's population has been concentrating in cities. Declining transport costs and increasing technological connectivity might have been expected to cause the opposite.

In planning for technological uncertainty and dynamism, we need to specifically consider how technology interacts with the diverse preferences of those in our communities. This includes behavioural interactions with:

- **Ways we want to get from A to B.** The relative degree of preference for public versus personal or semi-personal transport is still evolving, especially in response to technological shifts and associated new business models (like ride-sharing applications).⁴⁸ This factor is essential for transport strategies and urban planning rules given it can significantly change what patterns of settlement better support community needs. Since public transport tends to work best in 'hub and spoke' models that can benefit from concentrated usage on 'artery' routes, urban development patterns promoting public transport (like bus lines) look different to those promoting highly-utilised personal or semi-personal transport (which can be less 'hub and spoke').
- **Where we want to live.** While existing projections are consistent with most people desiring a city life, the lifestyle attraction of the regions combined with developments in transport and communications technology have the potential to significantly change New Zealand's pattern of settlement. This has the potential to reduce or even reverse projections of urbanisation.

4.4 Creating buy-in and increasing civic participation

Addressing the shifts identified must involve broad, inclusive civic participation. For example, developing strategies to respond to climate change that recognise the need for intergenerational justice must involve youth in decision-making. The recent trend of Council amalgamations raises questions about how we maintain (and enhance) people's sense of belonging and connectedness with their representatives. Decision-making entities should represent the diversity of our communities and reflect the unique relationship between iwi and the crown established by The Treaty of Waitangi.

Civic participation is declining at both the national and local levels

Despite the importance of involving all New Zealanders in these decisions, we face challenges in ensuring that all New Zealanders are represented at both national and local levels. This extends beyond turnout in elections to participation in the full range of ways in which public bodies make decisions. As one measure, though, voter turnout at the **national level** has steadily declined over the past 12 elections—each election approximately 1 per cent less of the population have voted. In absolute terms, voter turnout in four of the last five national elections was below 80 per cent. The trend at the **local level** is less conclusive, although in absolute terms, turnout in 2013 in local authority elections ranged from 31.6 to 64 per cent.⁴⁹ It is unclear whether these trends will continue but we should clearly strive for higher rates of voter turnout.

Civic participation needs to reflect communities' diversity

Strategies aimed at increasing civic participation also need to increase the diversity of community members participating. New Zealand and international research has found that local government engagement using conventional consultation models are unlikely to capture representative input—particularly across youth, ethnic and gender dimensions.⁵⁰ Since conventional systems do not seem to be achieving this goal, we need new strategies. This may include civics education in schools.⁵¹ It may also include new methods of community participation, for example neighbourhood-level outreach on planning matters. Technology may also play a role in the future, for example in electronic voting. Some of these initiatives are already underway and we encourage those exploring their use to share their experiences.

Diverse models for involving Māori in public decision-making are evolving

We also face challenges in ensuring that all ethnic dimensions of New Zealand are involved in decision making—including Māori as tangata whenua of New Zealand. The increasing recognition of Māori rights and rights to participation in public decision-making is a key part of New Zealand's identity, evolving as it is in the context of Treaty Settlement processes and the crown seeking to redress past wrongs. Against this context, models of co-governance and co-management have been emerging.⁵² We need to build experience on how specific models of co-governance are working and generate a conversation about the best ways to structure co-governance to achieve the shared vision for our communities.

⁴⁸ This is part of the Ministry of Transport's strategic policy programme through its work on Public Transport 2045.

⁴⁹ Department of Internal Affairs '2013 Local Authority Election Statistics'.

⁵⁰ Bloomberg, P. 'Opportunities for Dialogue or Compliance with Legislation? An Investigation Into Representation and Satisfaction Levels of Submitters to the 2009 New Zealand Local Government LTCCP Consultations' 2012, Masters Thesis, Massey University, New Zealand, para 6.3.2.

⁵¹ Constitutional Advisory Panel 'New Zealand's Constitution: A Report on a Conversation', November 2013.

⁵² See LGNZ 'Local Authorities and Māori: Case Studies of Local Arrangements', February 2011.

Some models appear to be working well and this experience should also be shared. For example, in the Canterbury Earthquake Recovery Act 2011, Te Rūnanga o Ngāi Tahu were granted the right to have input into the development of the recovery plan for the central business district. Other calls for greater Māori participation in decision-making have been resisted – such as in the recent New Plymouth referendum on creating a Māori ward.

< I was asked by Minister Gerry Brownlee to attend a cabinet meeting held in Christchurch in the months after the February 2011 earthquake. Prime Minister John Key asked me how Ngāi Tahu felt communication with the Christchurch City Council and the Canterbury Earthquake Recovery Authority had been since the earthquakes and my specific words were “I’m waiting for the sky to fall on me”. We were very pleased to be included in the many decisions being made at the time. >

Tā Mark Solomon, former Kaiwhakahaere (Chair) of Ngāi Tahu

4.5 Defining our communities in constructive ways

Defining communities is important to ensure that we strike the balance between shared values (for example, at the national level as New Zealanders) and other important decision drivers such as local place-shaping.

This raises the question: what do we mean by communities? An overarching definition of community is the space within which we understand and perceive our achievement of the shared vision

or some dimension of it. A community means different things depending on context – it can be highly local, regional, national or global. So, for example, our community for the purposes of parking policy might be the area in which we live and/or work. Our community for the purposes of public transport might be the city or region in which we live. Our community in responding to shifts like climate change might be something defined across scales and levels of interaction: simultaneously local, regional and global.

How we define our communities is changing over time. For example, in much of New Zealand’s past, migrant groups coming to New Zealand were more assimilated into the general population. Potential contributors to this outcome may have been the fact that some migrant groups were relatively small and transportation costs to return overseas were high. Tolerance for and acceptance of diversity also plays a key role in social cohesion.⁵³ These factors may have driven a greater need to adopt a new way of life.

Strategic planning will be needed to embrace changes in ethnic composition in a way that strikes the right balance between broad and local social cohesion. Currently, individual neighbourhoods can be very cohesive but they may rarely interact with other neighbourhoods. Is this cohesion, or is it actually creating a greater number of divided communities?

Conversations about how we define communities also need to include the diverse ways in which current regulatory and funding models shape the way we define our communities and how those funding models may need to evolve to reflect the way we define our communities now and in the future. At the local level, the use by many councils of rate-based models are underpinned by the philosophy that those living locally benefit from infrastructure so they should bear the costs of the infrastructure they use (for example through targeted rating policies). While that approach has clear merit in developing funding models, the shifts discussed in this paper raise other considerations that should be taken into account.

⁵³ Ministry of Social Development ‘Diverse Communities: Exploring the Migrant and Refugee Experience in New Zealand’, July 2008, at p.107.

5

Next steps

Next steps

Local government is well-placed to contribute to the discussion on how we can create sustainable, prosperous communities. Local government is charged with place-shaping responsibilities and the delivery of local public services, and is explicitly required to take a long-term view when carrying out its functions.

5.1 Questions for consultation

Before turning to analyse what the shifts and enduring questions discussed in this report mean for local government in the next phase of work in the 2050 Challenge, LGNZ is interested to hear your views on the points raised in this paper.

In addition to hearing your general views, and without wanting to limit the scope of your feedback, we are particularly keen to hear from you on the following:

- Are there any additional changes or shifts that are not discussed in this paper that should be incorporated into the discussion?
- Do you have additional perspectives to share on the shifts discussed in this paper? Have we identified the right enduring questions from these shifts? Are there other enduring questions you think they will raise for our communities?
- Is there additional useful evidence we should consider for the shifts discussed in this paper?
- What other challenges do you think the shifts raise for the decisions that are made for our communities?
- What do you think these shifts mean for the roles of different decision-makers, including local government?
- How do you think we should develop the 2050 Challenge work stream?

We intend to take your views into account as we develop our thinking on the shifts affecting our communities and what they might mean for local government. We encourage you to send your feedback to us at:

admin@lgnz.co.nz
Local Government New Zealand
Level 1, 117 Lambton Quay
Wellington

By: 5.00 pm Friday 23 September

If you have any queries please contact Mike Reid: mike.reid@lgnz.co.nz

5.2 Next steps for the 2050 Challenge work stream

The purpose of the 2050 work stream is to identify the major challenges and shifts taking place in New Zealand in order to understand the implications for government, particularly local government, although many of the shifts will require a joined-up response with central government.

Following the analysis of submissions a series of position papers will be prepared looking at the implications for local government of each of the identified shifts and proposing a range of policy and operational responses. These will be used for:

- Briefing incoming councils following the 2016 election;
- Informing LGNZ's medium and long term work programme;
- Providing a basis for joint central local government conversations where either legislative change or central government action is required to address the impacts of the shifts;
- Informing LGNZ's ongoing advocacy programme; and
- Developing the LGNZ 2017 parliamentary elections manifesto.

Appendices

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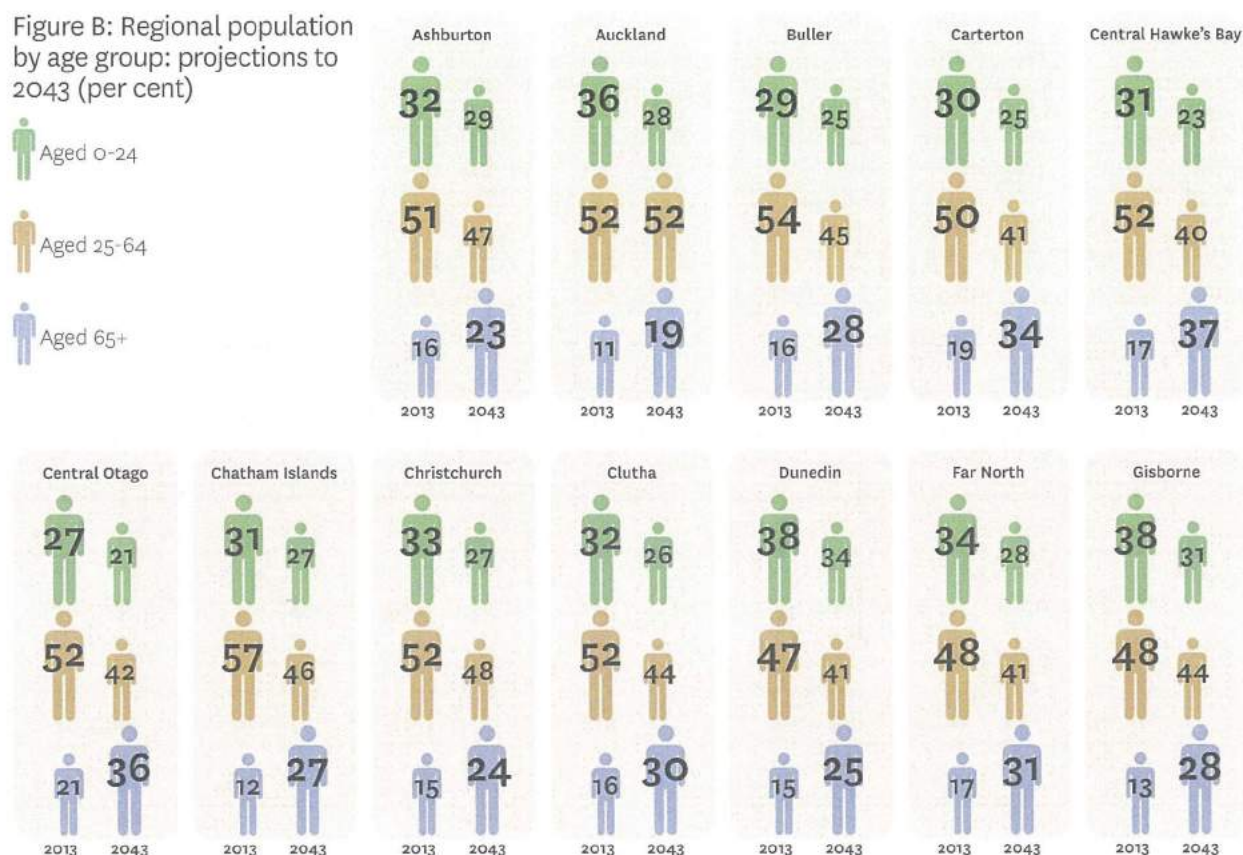
Appendix B: Regional population projections

Figure B: Regional population by age group: projections to 2043 (per cent)

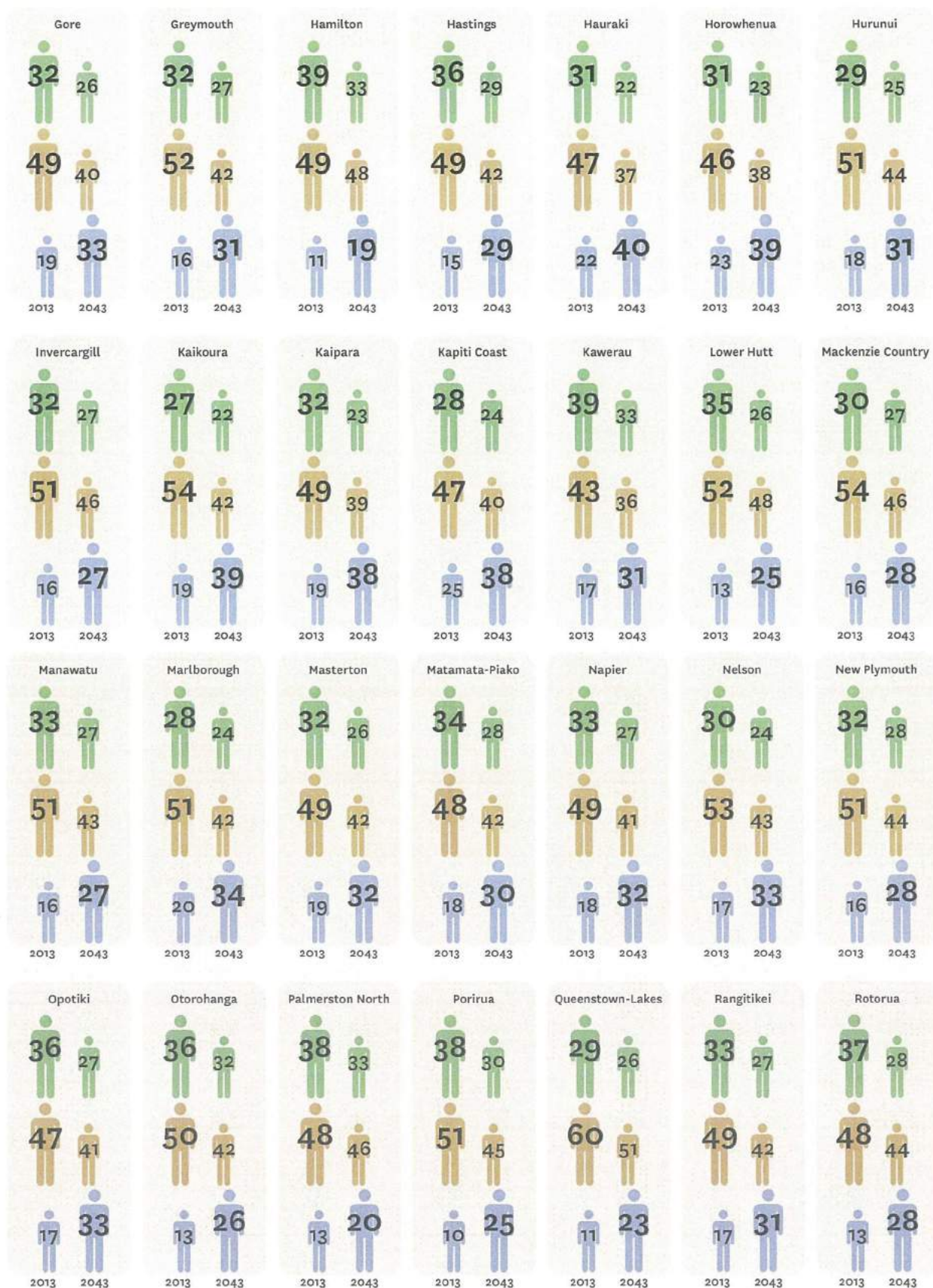
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 Aged 25-64

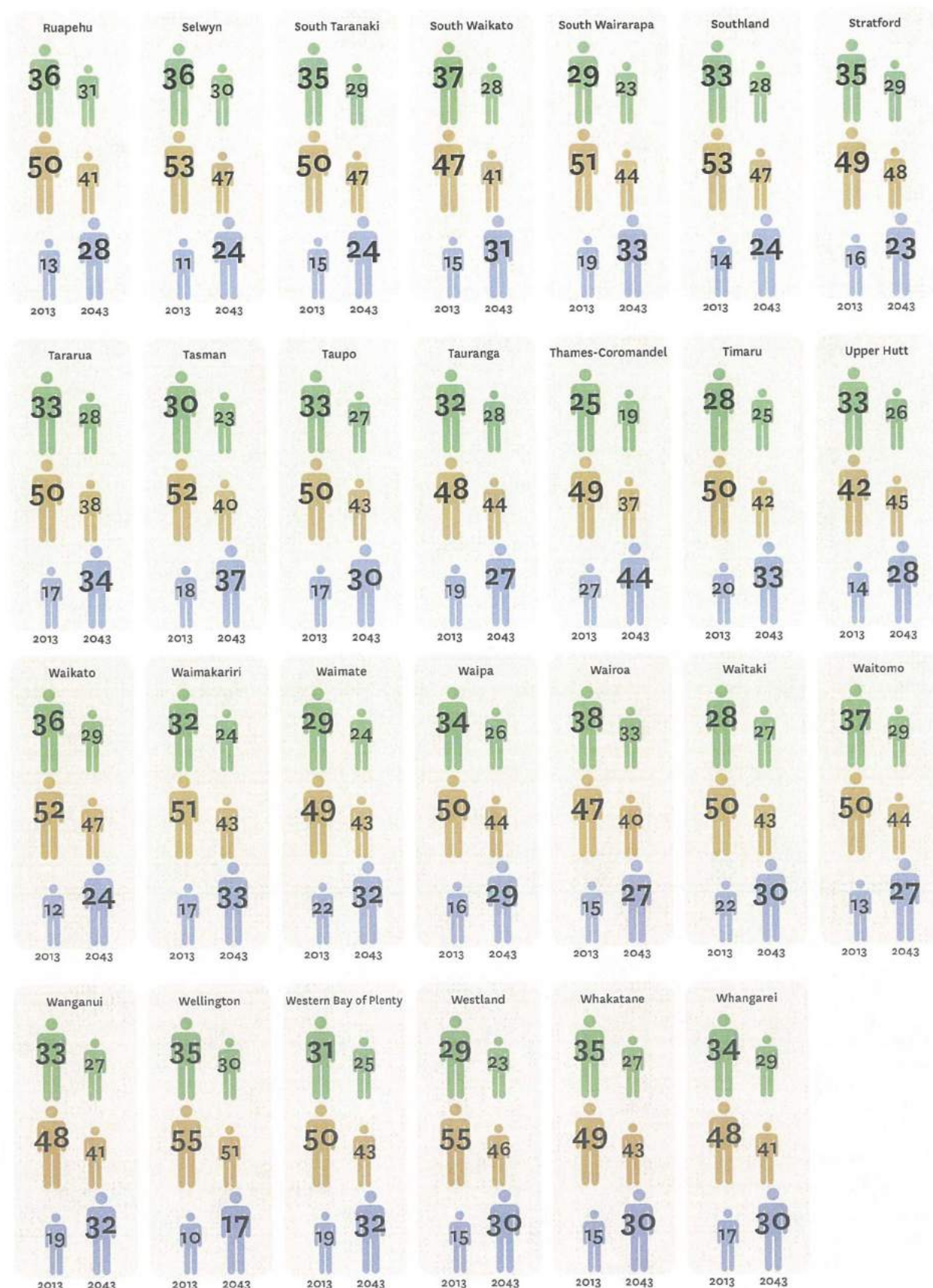
 Aged 65+



Source: Statistics New Zealand. Note that the graphics are not to scale.



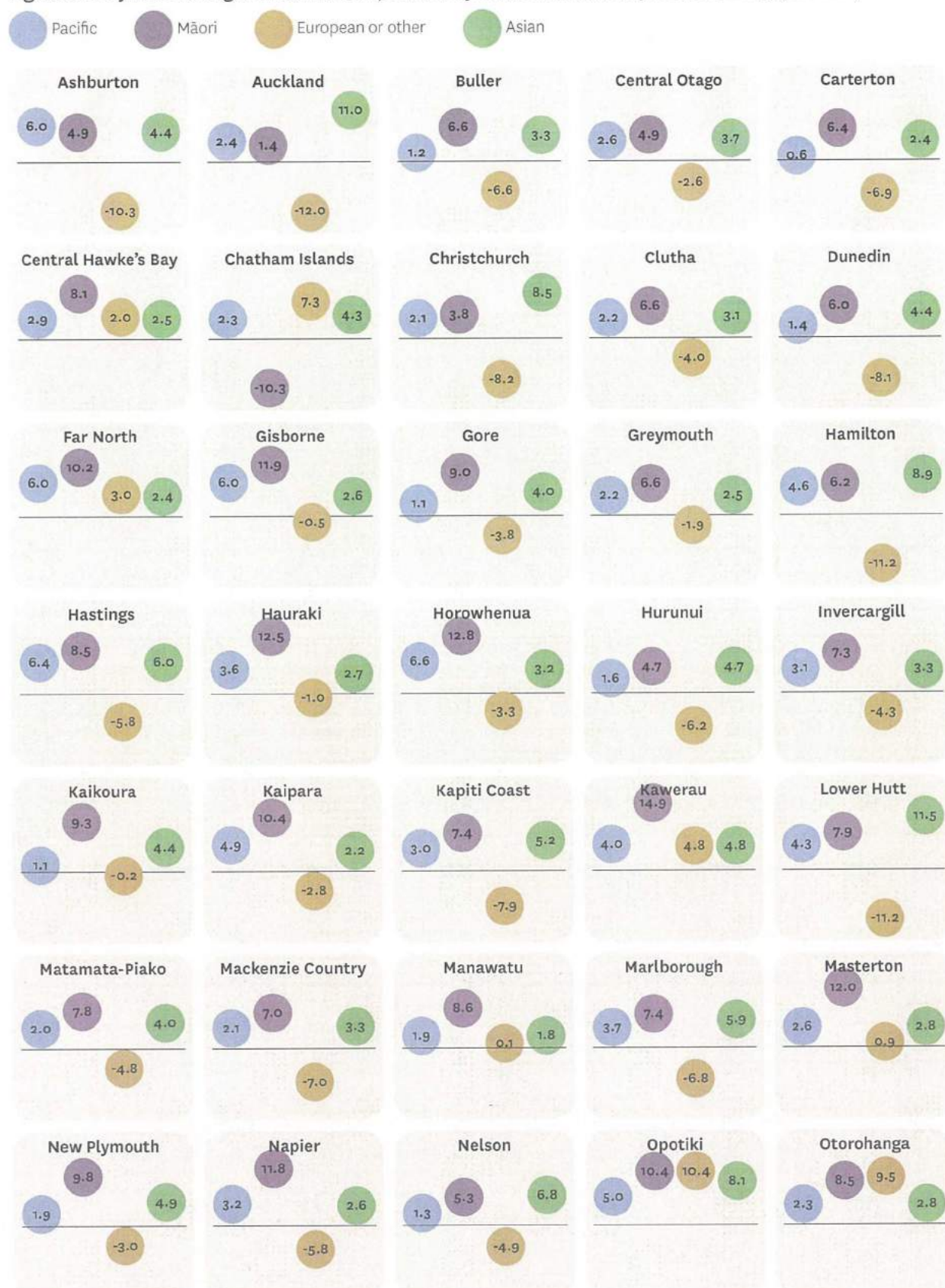
Source: Statistics New Zealand. Note that the graphics are not to scale.



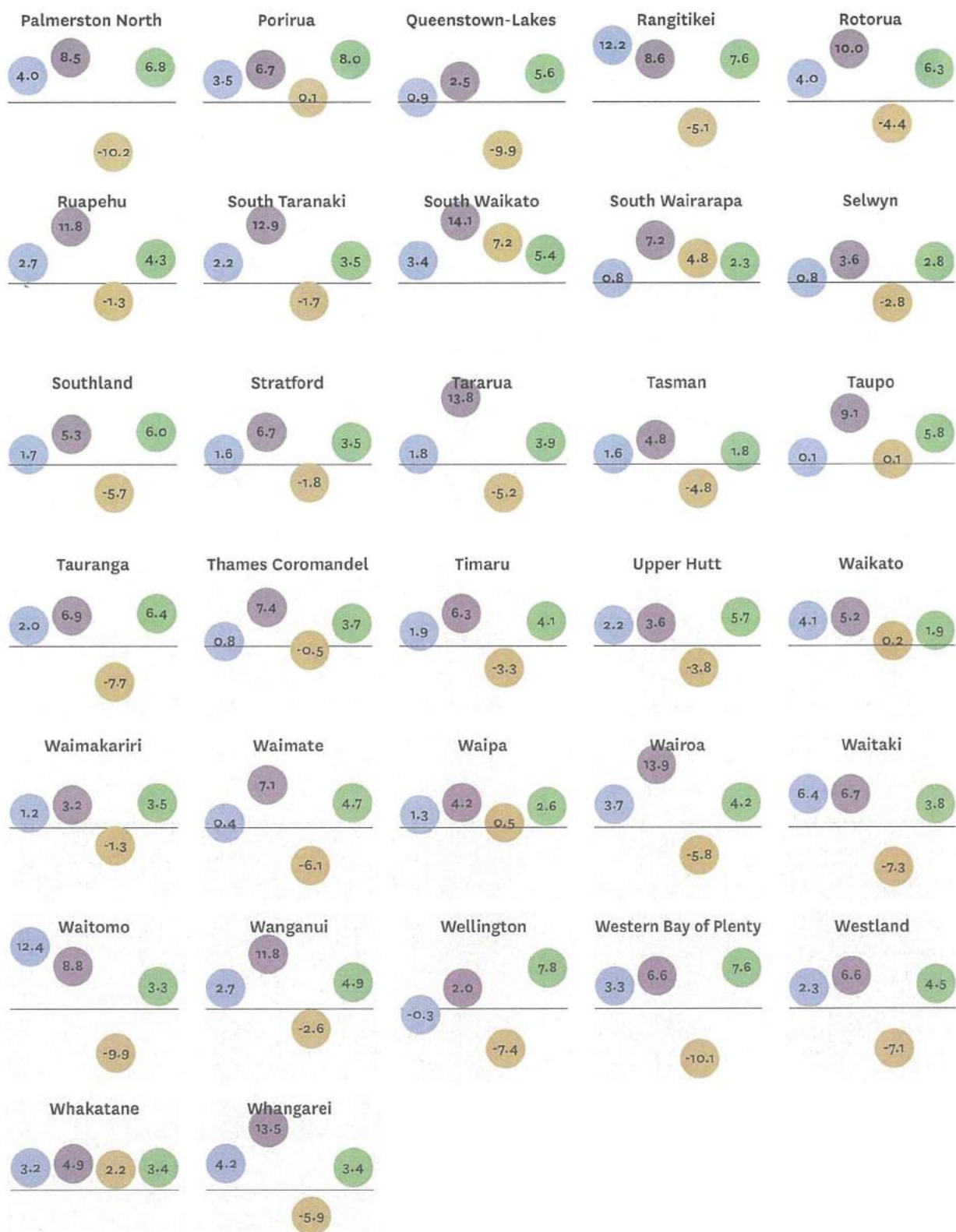
Source: Statistics New Zealand. Note that the graphics are not to scale.

Appendix C: Projected changes in ethnic composition

Figure C: Projected changes in ethnic composition by territorial authority: 2038 vs 2013 (per cent)



Source: Statistics New Zealand. Note that the graphics are not to scale.



Source: Statistics New Zealand. Note that the graphics are not to scale.



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Attachment 4

External risks to roading assets.

Following on from the June flood event and having driven quite an extensive part of the damaged road network, the thought occurred to me about how differently we view and regulate and charge external impacts on our core assets when comparing urban and rural assets.

In the urban setting we control the entry and exit points to our storm water and sewerage networks for the waste streams by a variety of physical means with the use of by-laws and discharge agreements and in some instances we seek cost recovery over and above the rate based funding stream. Similarly we do have some level of control over the entry and exit points onto our urban road network in terms of typical use and we have mechanisms for cost recovery for damage if it should occur from non typical use.

Whilst there are unforeseen circumstances that impact on our urban assets they would generally be rare and due to the prescribed and engineered nature of our urban areas and built environment, and the topography and geological setting of these environments their impacts are potentially very limited. One previously overlooked and unforeseen circumstance prior to the Christchurch earthquake could have been liquefaction due to ground shaking, but due to the rarity of such events it could almost be considered out of scope of this discussion.

In the rural part of our district council assets are almost totally dedicated to the provision of roading and its associated infrastructure. By virtue of our geography, geology and climate our network is placed within a highly variable physical environment that is largely completely uncontrolled by us. Adding to the complexity is the variety of land management decisions undertaken by individual property owners or the effective managers of that property. It is in this rural space and with this group of assets (roads and associated infrastructure) that I think our council needs to be asking some serious questions around **risk, ownership of risk, and who should bear the cost of the risk and the eventual clean up** should that ever be necessary. In view of the fact that the FAR is set to move from the low 80's% to the low 60's% the funding implications of storm events are quite serious, within the foreseeable future.

I have deliberately raised this as a policy issue as I think that this discussion sits outside of the core responsibility of the assets team whose core business is keeping the roads (in this case) open and capable of achieving whatever level of service we have set them to achieve. I perceive (and I may well be wrong), that the core business of the assets staff is not to have big picture thinking around issues outside of the road corridor that may or may not have an impact on that corridor, and that don't involve the direct use of the corridor for the purpose in which it is designed and maintained

I would like to ask our policy committee to have a look at the data generated within the roading asset space, so that we can understand the impacts and costs that have been generated by the June storm event, from the perspective where were the impacts generated? And when identified (assuming we can), are we by our own actions partly responsible for the outcome or should some responsibility be borne by others?

Some of the following examples may help in this discussion.

Example 1. If a slip containing soil and other debris lands on our road and it comes from within our legal road corridor then are we deemed to be responsible wholly for the slip event that happened and resulting clean up?

Example 2. If a slip originates from a parcel of land above the road and is in some way attributable to the management of that parcel of land, then should some responsibility for that event be attached to that particular land parcel?

Example 3. If our road is undermined by a drain or river whose management is the responsibility of a person or organisation other than our selves, does that person or organisation bear some responsibility for the outcome?

Ultimately an investigation like this may (or may not) produce some tangible results that would allow us to have a more informed discussion, and at this stage that is all that I would be seeking, some logically formulated information so that we can have a discussion around future risk, both physically and financially that relate to an absolutely critical part of our assets portfolio.

Cr Angus Gordon.



Report

Subject: **Risks to Roding – Flood Damage**

To: Policy/Planning Committee

From: David Rei Miller, Asset Management Officer - Roding

Copies: -

Date: 24 February 2016

File Ref: 1-AS-1-4

1 Executive Summary

The June 2015 flood event caused some \$12.5 million worth of damage to the RDC Roding network. Cr Gordon, in a discussion paper to Council's Policy & Planning Committee, raised the question of the risk to our network by the actions of third parties, and also our liability for damages caused to third parties by failure of our assets.

Risks to the Roding network are managed at a high level by the Roding Assets team. Risk management underpins asset management decisions, and ultimately programming of capital works as well as maintenance priorities. The Roding Operations team deals with these issues on a day-to-day basis while operating the network and keeping roads open. Historically, there have not been approaches by Council to recover damages to the Roding network caused by third parties during flood events. Neither has Council undertaken to pay compensation for damages caused by failures of the Roding network. Practically, it can be very difficult to place liability on a particular party, especially in cases such as flood events where *force majeure* or "Acts of God" come into play.

Several mechanisms have been identified whereby Council could seek to recover costs. Notably, Section 357 of the Local Government Act 1974 and Sections 330-331 of the Resource Management Act 1991 allow for costs to be recovered. In the case of third parties disputing their liability, an approach to recover costs could end up in court.

Council must decide at what level of cost it becomes worthwhile to pursue cases of this nature, either through policy or on a case-by-case basis. The ideal approach is to be proactive in identifying risks to the Roding network caused by the actions of third parties, and taking steps to manage them before a damaging event occurs.

2 Context

2.1 Background

This report is in response to a discussion paper put to Council's Policy & Planning Committee by Cr Gordon on 15 October 2015. That paper raised the question of liability for damage incurred to the Roding network during flood events, if that damage could reasonably be perceived to have been caused by external parties such as private landowners. It also raised the larger question of managing risks to the Roding network (including both physical and financial).

2.2 Risk Management

In terms of the wider question, risk management is an integral part of the Asset Management Plan for Roding, as well as underpinning decisions that are made on programming of works, and day-to-day operation of the network. Within the Roding activity, the Operations team is responsible for the "core business" referred to in the aforementioned discussion paper. The Assets team is responsible for the high-level overview of the network, including risk management.

The current risk management plan for the Roding network can be found in Section 8 of the 2015-2016 Asset Management Plan for Roding, which is available on www.rangitikei.govt.nz as well as internally.

The risk types assessed include Health & Safety, Environmental, Level of Service, Compliance, Financial and Political. The main natural hazards covered in the risk management plan are flooding, earthquakes and volcanic events.

2.3 Flood Events

The issue of flood events is topical for Roding as it is the most commonly occurring event that causes damage to our network. Having suffered the effects of a reasonably large event in June 2015, it is also very much in the minds of people within the District, and we are still recovering from the damage caused.

Of the approximately \$12.5 million worth of damage caused to the Roding network from this one event, the initial clean-up cost some \$3.5 million, including clearing of slips. It is difficult to put an exact figure on how much damage could be attributed to third parties, particularly as in these situations there are usually multiple causes for a failure (for example, clearing of trees from a slope, combined with heavy rainfall, combined with the angle of that slope). However, using this figure for the initial clean-up as a surrogate, it could be very roughly estimated that a quarter of the cost was due to clearing slips, and could be said to have been caused by the impact of land (most of which would have been privately owned) on the Roding network. There were certainly cases where slips fell from private land onto the

road. In these cases, the road was cleared at Council's cost (with NZTA¹ subsidy), with no approach regarding compensation from third parties, in order to restore service as soon as possible.

On the other side of the coin, there have also historically been cases where a road may have slipped onto private property. In these cases, Council has not paid out any compensation. In practice, and in particular when working in the rural environment, agreements have been made with landowners that are mutually beneficial. For example, if a fence has been damaged, Council has at times paid material costs in exchange for the use of a dump site on private property. These *quid pro quo* arrangements have generally worked well, and have been a more successful approach than seeking compensation and incurring the possibility of having to pay compensation.

To answer the questions "are we responsible for the outcome" and "should some responsibility be borne by others", the likelihood is that in most situations, any liability for such occurrences could be so widespread that it becomes difficult if not impossible to attribute responsibility to one particular party. The concept of *force majeure* is relevant when considering this in the context of emergency events. Natural disasters can be considered so far beyond the control of individual persons that these persons cannot reasonably be held responsible for the effects of such.

With the onset of climate change, we can expect that flood events will be both more frequent and more severe. Regardless of arguments about the causes of climate change, it is local authorities such as ourselves who will be among those bearing the cost it causes and facing the challenges it poses. NZTA produced a research report into the effects of climate change on land transport networks in 2009.² In general across the country, NZTA identified that work was required on:

- specific mapping of areas at risk of coastal flooding/inundation caused by sea level rise and storm surge;
- performance assessment of existing drainage, culvert and bridge structures, with associated improvements to cope with increased flows driven by climate change; and
- the effects of increased rainfall intensity and frequency on inland erosion and slips, including identification of areas and regions that are vulnerable to these effects.

¹ New Zealand Transport Agency

² Climate Change Effects on the Land Transport Network Volume One: Literature Review and Gap Analysis

3 Analysis

3.1 Legislative Environment

3.1.1 Council Bylaws

Council bylaws pertaining to the Roding activity are the Speed Limit Bylaw and the Stock Droving and Grazing Bylaw. There are no bylaws that address the impact of damage from flood events on the Roding network.

3.1.2 Land Transport Management Act 2003

The Land Transport Management Act 2003 does not address damage to Roding networks.

3.1.3 Civil Defence Emergency Management Act 2002

The Civil Defence Emergency Management Act 2002 underpins work around emergency events within New Zealand. Nothing in this Act, or in the Manawatū-Wanganui Civil Defence Emergency Management Group Plan, contains provision for the recovery of costs associated to damage on our networks.

3.1.4 Local Government Act 2002

The Local Government Act 2002 makes provision for a local authority to recover costs that were:

- incurred by wilful damage to its works or property;
- for offences under the Act; or
- for offences under that local authority's bylaws.

It is not apparent that the situations currently under discussion would fall under the points above.

3.1.5 Local Government Act 1974

The Local Government Act 1974 (parts of which are still in force) sets out penalties for damage to roads in Section 357. A number of offences are listed, including:

- encroachment on the road with buildings, fences, ditches, planting or other obstacles;
- placing or leaving timber, earth, etc. on the road;
- digging up, removing or altering the road;
- causing or negligently allowing any retaining wall, foundation wall, fence, batter or slope of earth, etc. to damage or obstruct a road;

- digging up or removing stone, gravel, sand etc. from a river bed within 50 m of a bridge or ford on any road.

The issues in question could be covered under the points above. The maximum penalty for such is a fine not exceeding \$1,000 and (where the offence is a continuing one) \$50 for every day on which the offence has continued, but most importantly the offender:

“may be ordered to pay the cost incurred by the council in removing any such encroachment, obstruction, or matter, or in repairing any damage caused as aforesaid.”

The difficulty in applying the above in relation to a flood event is in proving that a party had caused or negligently allowed such to happen, and that it was not simply an “act of God” or *force majeure*. Without a detailed enforcement regime under this Act, any disputes over whether a third party should be liable for our costs must be taken to court, with case law (at least in part) determining the outcome. The burden of proof would be on Council, requiring strong evidence to show that an individual was directly responsible. Historically, the costs incurred in individual situations such as those under discussion have not been seen as great enough to warrant the cost and time required to prosecute. There is also the consideration of reputation and public opinion. If Council were to prosecute for every infringement of this kind, the amount of ill-will generated not only with the defendant, but also the wider community, could make prosecution even less appealing as an option.

In terms of delegations for the above, the Roding Operations Manager has delegated authority “to give notice to remove an obstruction from a drain channel or watercourse pursuant to Section 511 of the Local Government Act 1974”. Other than this, delegated authority sits with the Infrastructure Group Manager, who has authority “to carry out and undertake the Council’s operational functions, powers and duties under Part 21 of the Local Government Act 1974”, which covers Roding and includes Section 357 referenced above.

3.1.6 Resource Management Act 1991

Section 330 of the Resource Management Act 1991 (the RMA) contains provisions for emergency works. It allows a local authority to carry out, or direct the occupier of a place to carry out, preventive or remedial action on public works if they have been affected, or are likely to be affected by:

- an adverse effect on the environment which requires immediate preventive measures;
- an adverse effect on the environment which requires immediate remedial measures; or
- any sudden event causing or likely to cause loss of life, injury, or serious damage to property.

Section 331 of the RMA allows a local authority to reimbursement or compensation for works carried out under Section 330 above. This is likely to be the best mechanism available for the situation(s) under discussion. Notably, Horizons Regional Council used this section of the RMA to successfully obtain compensation from Ruapehu Alpine Lifts Ltd. for the 2013 Raetihi diesel spill. This compensation was in excess of \$110,000 and was paid without question by that company. Should there be a dispute as to liability, litigation would ensue.

Delegated authority here sits with the Infrastructure Group Manager, who has authority “on behalf of the Council to authorise the undertaking of emergency works pursuant to Section 330 Resource Management Act 1991.”

The RMA also contains provisions that allow enforcement in cases where an activity is not compliant with Horizons’ One Plan. Policy 12-8 of the One Plan details enforcement procedures that can be used by Horizons Regional Council in cases of non-compliance with the Plan or with the RMA. The One Plan sets out restrictions on what can be done in relation to water and land within the region. If a private landowner were to contravene a Rule in the One Plan, there are mechanisms for Horizons to recover the costs of damage caused.

Horizons Regional Council has overall responsibility for managing the natural resources of our region. They coordinate the Manawatū-Wanganui Civil Defence Emergency Management Group, and also manage a number of flood protection assets. In the case of a river or drain managed by Horizons causing damage to Roding assets, there appear to be no clear mechanisms by which they could be found liable for costs incurred in repairing or replacing those assets. Horizons does, however, also have the obligation to follow the One Plan. So, if work carried out by Horizons requires a consent and the conditions of that consent are not met, there may be recourse to recover costs.

3.2 Funding

Currently, Council’s Roding assets are not insured. The cost to remedy damage from flood events is funded by Council, but is subsidised by NZTA. Changes were recently made to the NZTA subsidy scheme, taking effect in the 2015-2016 financial year. Our Financial Assistance Rate (FAR) for the 2015-2016 financial year is 62%, increasing to 63% for the 2016-2017 financial year. For emergency works, the first \$1 million of expenditure is at the FAR, with all subsequent expenditure at FAR + 20% (i.e. 82% in 2015-2016, 83% in 2016-2017).

In the case of the June 2015 floods, an approach was made to NZTA for further assistance which resulted in damage caused along Turakina Valley Road to attract an enhanced FAR of 100% (i.e. a 100% subsidy for works associated with this damage). However, it may not always be possible to attract an enhanced FAR, and Council will inevitably be faced with significant repair costs from future events.

To this end, Council has been building up its Roding Reserve. Historically, that Reserve had been maintained at around \$1 million. With changes in NZTA subsidies, and beginning with the 2015-2016 financial year, Council started to build this

Reserve to a more comfortable level of \$3.5 million. Unfortunately, the timing of the June 2015 event was such that the Roothing Reserve will be depleted before being able to accumulate to that level. In any case, it is entirely conceivable that a future weather event could cause damage beyond the ability of Council's Roothing Reserve to fund our local share.

The Local Authority Protection Programme Disaster Fund (LAPP) provides insurance for the infrastructure of member Councils. However, it only covers buried services (e.g. water supply pipelines and sewer pipelines), and is not an option for the Roothing activity.

Investigations are being made into whether Council should, either on its own or in conjunction with other local authorities, insure its Roothing assets against events such as those in question. The most likely form this would take is that of Council covering (with NZTA assistance) the cost of smaller events, and insurance being used for larger events that are beyond our usual capacity to finance. Finance Manager, George McIrvine, has done some analysis around this, and around the financial impacts described above.

3.3 Resilience

In a way, the best insurance against emergency events is to reduce our risk exposure to those events by making our assets more resilient. In terms of emergency management, the four "Rs" are:

- Reduction
- Readiness
- Response
- Recovery

The more we can do in the way of Reduction of risk, the easier the Response to an event should become, and likewise the Recovery from that event. As well as financially, this can apply in terms of service disruption and even preservation of life.

An example of a way in which risk can be reduced is by battering the slopes of hills above roads to a shallower angle, reducing the likelihood of slips. This, however, adds (in some cases considerable) cost to capital projects where applied. The least-cost option has often been, rather than battering to a shallow angle, to simply leave a hillside at a steeper angle and incur the cost of clearing slips as they happen. In other words, to avoid a large capital cost by paying more maintenance costs. Although this is the least-cost option, it's conceivable that in some cases it won't be the best option. This situation also emphasises the importance of assessing the lifecycle cost of an asset i.e. the total cost, over the "lifetime" of a particular asset, comparing ongoing maintenance costs with the capital cost of the installation of that asset. In terms of the current discussion, that means assessing whether it's

cost-effective to spend the extra money in battering slopes back in order to save on maintenance costs. As well as cost, there are other factors to consider, including service disruptions, safety, and the importance of the route in question.

Work has been done recently on identifying the Lifelines routes within the Rangitikei District. These are the most critical routes in terms of keeping roads open in an emergency. One way to ensure that our most critical routes are resilient is to assign work on assets along these routes a higher priority and urgency. The reality of managing a 1,200 km network is that we don't have funds available to ensure all routes can withstand all events that may occur. Identifying our critical routes means that we can prioritise our most important assets, and build into them a higher level of resilience. This can be done with everything from providing better drainage to strengthening or upgrading bridges. In terms of risk management, our critical assets are those that have the highest consequence of failure.

The other part of the risk management equation is the likelihood of failure. We can use mapping data on hazards such as seismic events, volcanic events, liquefaction and flooding to identify the Roding assets that are most likely to be affected by those events. In addition to this, we can use local knowledge of our networks to be aware of assets that are frequently exposed to damage from events.

Combining our assessment of the most critical assets (consequence) with knowledge of hazard exposure (likelihood), we can determine which are our most at-risk assets, and prioritise these accordingly. When programming maintenance, renewals and/or upgrades, these assets should be given priority in terms of funding and timing.

4 Conclusions

Council could attempt to recover costs for damage to the Roding network allegedly caused by third parties following storm events.

Claims would have to be considered on a case-by-case basis and would probably be advanced in terms of Section 357 of the Local Government Act 1974 or Sections 330-331 of the Resource Management Act 1991.

It is most likely that any claim to recover costs would be disputed, and would incur significant costs in time and legal advice to advance a case through the legal system.

Council would have to analyse its litigation and reputational risk prior to advancing a claim.

It would be more prudent to proactively identify flooding risks to the Roding network and work with all concerned to eliminate or reduce the risk in advance.

5 Recommendation

- 5.1 That the report 'Risks to Roding – Flood Damage' be received.

Prepared by:

Reviewed by:

David Rei Miller
Asset Management Officer – Roding

John Jones
Roding Asset Manager

Attachment 5

COMMUNITY LEADERSHIP GROUP OF ACTIVITIES 2016/17			Aug-16
Major programmes of work outlined in the LTP/Annual Plan 2016/17			
Major programmes of work outlined in the LTP/Annual Plan			
What are they:	Targets	Progress for this reporting period	Planned work
Strategic Planning Activity	Annual Report 2015/16	Audit draft complete.	To be signed off by Council at its September meeting.
	Annual Plan 2017/18	No progress to report during this period.	Work to begin later in the year/early 2017
	Preparation of Project Plan for 2018-28 Long Term Plan and begin implementation	No progress to report during this period.	Early scoping of medium-long-term issues for consideration in financial and infrastructure strategies, review of non-statutory policies to ensure alignment with financial and infrastructure strategies, identify further research required to describe strategic environment for this LTP
Elections	Managing the triennial election process, preparation of the pre-election report, preparation and conduct of the 2016 triennial election	Nomination period closed 12 August. Candidate briefing sessions. Candidate profile booklet available on website.	Voting period opens 16 September. Training electoral officers on special votes.
	Managing induction processes for the new Council and Community Boards, including updating the Local Governance Statement and Elected Members' Handbook, co-ordinating	No progress to report during this period.	Inductions to be completed post-elections in October.
Iwi/Maori Liaison	Delivering the Māori Community Development Programme to build capacity in hapu and iwi to take part in Council's strategic planning and decision-making	Koimiti workshop in August. Discussed strategic priorities, permanence of the Koimiti, connection between TRAK/Council and Council/Iwi/Hapu/Whanau and input from tangata whenua in the induction process.	Possible hui to further refine goals.
Council	Delivery of programme of policy and bylaw review, focusing on review of non-statutory policies (see below) and preparing for review of statutory policies for inclusion in 2018-28 LTP	Reported below.	Reported below.
	Preparation of order papers that ensure compliant decision-making	Order papers prepared for: Policy/Planning Committee, Assets/Infrastructure Committee, Finance/Performance Committee, Council, Bulls, Turakina, Hunterville and Marton Community Committee's, Taihape and Ratana	Order papers prepared for Council, Council, Committees, Community Boards, Community Committees, and Rural Water Supply Committees.
	Review governance structure, specifically (before the triennial elections) community and reserve management committees and (following triennial election) Council's standing committees	No progress to report during this period.	Briefing to Council post-elections.
	Giving effect to the adopted option to replace the current infrastructure shared service with Manawatu District Council, for example, the establishment of an Infrastructure Council Controlled Organisation	No progress to report during this period.	
Policy and Bylaw Review	Compliance date	Progress for this reporting period	Planned for the next two months
Section 17A review: Regulatory Services	31 August 2016	An agenda item was provided to PPL's August meeting.	Finish regulatory section 17A review. Co-ordinate with MWLASS.

Section 17A review: Infrastructure Services	1 October 2016	No progress to report during this period.	
Rates Policy	31 December 2016	No progress to report during this period.	
Legal Compliance Project	31 December 2016	No progress to report during this period.	Finalise outstanding issues.
Review Earthquake Prone Buildings Policy	31 December 2016	Consultation open. Letter sent to all potentially earthquake-prone building owners. Display in Cobbler building.	Deliberations, oral hearings, adoption.
Section 17A review: Rural Water Schemes	31 December 2016	No progress to report during this period.	Report to Hunterville and Erewhon committees.
District Plan change	30 September 2016	Decision approved by Council.	Appeal period open.
Koitaita Waste Water Reference Group	tbc	Nothing to report during this period.	Further water bore testing deferred from August to early September. Following this testing trends should be able to be established.
Development of reserve management plans: Marton Park	31 December 2016	Submission period open. Display in the Cobbler building. First park walk conducted.	Consultation period (two months), two final park walks, public workshop, adoption.
Appointment of Directors	30 June 2017	Nothing to report during this period.	
Residents' survey	31 March 2017	Nothing to report during this period.	
Section 17A review: Libraries & Information Centres	30 April 2017	Nothing to report during this period.	
Section 17A review: Civil Defence	30 June 2017	Nothing to report during this period.	
Finalisation of urban/rural stormwater drainage maps to complete Water Services Bylaw	tbc	Nothing to report during this period.	Update to Assets/Infrastructure Committee's September meeting; redraft of bylaw in conjunction with Utilities staff
Noxious weeds (analysis of problems on Council land including road reserves - background for deciding the long-term operational programme with Horizons and REG)	tbc	Nothing to report during this period.	
Contaminated land (initially to analyse how the current budget is used, followed by discussion paper on contaminated land in the district and issues needing consideration)	tbc	Nothing to report during this period.	
Other pieces of work	Reference for inclusion	Progress for this reporting period	Planned for the next two months
Feral cats policy- investigation	tbc	Scoping report prepared for August PPL.	Review policies from other councils.
Complaints policy	tbc	Scoping report prepared for August PPL.	Further report for September PPL. Consider Auditor-General comment on Auckland Council' policy.
Submissions	Strategic Planning Activity LOS for Council to be a strong and successful advocate for the District's interests	Submission prepared and approved by Council to 1) the Government Administration Committee on the Fire and Emergency New Zealand Bill 2) the Department of Internal Affairs on the discussion document on proposed regulations to be made under the Fire and Emergency New Zealand Bill 3) the Department of Internal Affairs on the discussion paper on community funding from class 4 gambling	Submissions to: 1. Productivity Commission's draft report 'Better urban planning' 2. MBIE proposals on regulations for Building (Earthquake-prone buildings) Amendment Act and methodology to identify earthquake-prone buildings

COMMUNITY LEADERSHIP GROUP OF ACTIVITIES 2016/17		Aug-16	
Performance measures in LTP/Annual Plan2016/17			
What are they:	Targets	Progress for this reporting period	
Make decisions that are robust, fair, timely, legally compliant and address critical issues, and that are communicated to the community and followed through	83% of Annual Plan actions substantially undertaken or completed during the year, all groups of activities to achieve at least 75% of identified actions	Not assessed	
	75% of planned capital programme expended, all network utilities groups of activities to achieve at least 60% of planned capital expenditure	Not assessed	
Requests for Service			
What are they:	Completed on time	Completed late	Overdue
General enquiry			
Feedback requested:	Email/Telephone/Letter	In Person	Not Required
Animal Control	19	29	8
Building Control	0	0	1
Council Housing/Property	0	0	1
Cemeteries	0	0	0
Culverts, Drainage and Non-CBD Sumps	1	1	0
Environmental Health	0	0	4
Footpaths	0	0	1
General enquiry	0	1	1
Halls	0	0	0
Parks and Reserves	0	0	0
Public Toilets	0	0	0
Road Signs	0	0	0
Roads	3	0	1
Roadside Berm Mowing	6	1	0
Roadside Weeds/ Vegetation/Trees	0	0	0
Solid Waste	0	0	0
Stormwater	1	0	1
Street Cleaning and Litter Bins	0	0	0
Street Lighting	1	0	0
Vehicle Crossings	1	0	0
Wastewater	0	0	1
Water	2	3	1
Grand Total	34	35	20

ENVIRONMENTAL AND REGULATORY SERVICES TEAM			Aug-16	
Major programmes of work outlined in the LTP/Annual Plan 2015/16				
What are they:	Targets	Progress for this reporting period	Planned for the next two months	
District Plan (and other) review processes conducted frugally	Continuous monitoring of operative District plan for minor changes.			
	District Plan change process complete			
Give effect to the provisions of the Food Bill, when enacted	Implement the Food Premises Grading Bylaw			
Other regulatory functions				
What are they:	Targets	Statistics for this month	Narrative (if any)	Year to Date
Building Consents	Report on number of building consents processed, the timeliness and the value of consented work	14 BC processed: 100% completed on time, average days to process was 10days. Value of building work was \$849,809	2 new house builds valued at \$567,545, all the rest of the work was house additions/ alterations, polesheds and woodfire installations	42 BC processed this year
	Code of Compliance Certificates, Notices to Fix and infringements issued.	29 CCC issued: 100% completed on time, average days to process was 1 day . 2 NTF issued for unconsented building work.		58 CCC issued, 6 NTF
Resource Consents	Report on: a) number of land use consents issued and timeliness	4 Land Use Resource Consents granted, 100% completed on time, average days to process was 14 days.		7 Land Use consents granted
	b) subdivision consents and timeliness	1 Subdivision Resource Consent granted, 100% completed on time, average days to process was 12 days.		2 Subdivision Resource Consent granted
	c) section 223 and 224 certification and timeliness,	No section 223 and 224 certificates issued this month		0 s223 and 0 s224 certifiqates granted
	d) abatement and infringements issued.	None issued this month		
Dog Control	Report on number of new registrations issued, dogs impounded, dogs destroyed and infringements issued.	1036 Dogs Registered, 13 Impounded, 0 Infringements, 10 destroyed, 384 Unregistered		4512 Total Dogs Registered, 20 Impounded, 5 Infringements, 11 destroyed, 384 Unregistered
Bylaw enforcement	Enforcement action taken	3 Letters regarding litter sent for explanation. No infringements.		
Liquor Licensing	Report on number and type of licences issued .	Renew 1 Off Licence, Renew 1 Club Licence, Renew 1 On Licence, Renew 1 Manager, 3 New Managers, 2 Special		Renew 2 Off Licence, Renew 1 Club Licence, Renew 1 On Licence, Renew 8 Managers, 3 Specials

ENVIRONMENTAL AND REGULATORY SERVICES GROUP OF ACTIVITIES 2015/16	Aug-16
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Performance measures in LTP/Annual Plan			
What are they:	Targets	Progress to date	
Timeliness of processing the paperwork (building control, consent processes, licence applications)	At least 92% of the processing of documentation for each of Council's regulatory and enforcement services is completed within the prescribed times	98% of all building and 100% resource consents issued within statutory timeframes	
Possession of relevant authorisations from central government	Accreditation as a building consent authority maintained	Maintained	
Timeliness of response to requests for service for enforcement call-outs (animal control and environmental health); within prescribed response and resolution times	Improvement in timeliness reported in 2013/14 (84% were responded to in time and 61% completed in time)	To be calculated	
Requests for Service			
What are they:	Completed on time	Completed late	Overdue
Animal Control	81	32	5
Animal Control Bylaw matter	1	0	0
Animal welfare	8	1	0
Attacks on animal	0	1	0
Attacks on humans	0	0	0
Barking dog	5	0	0
Dog Property Inspection (for Good Owner status)	18	18	5
Found dog	9	1	0
Lost animal	16	0	0
Microchip dog	0	1	0
Property Investigation - animal control problem	2	1	0
Rushing at animal	0	0	0
Rushing at human	2	2	0
Stock worrying	0	0	0
Wandering stock	7	3	0
Wandering/stray dog	13	4	0
Building Control	0	0	2
Dangerous or Insanitary Building	0	0	1
Property insepction	0	0	1
Environmental Health	13	1	5
Abandoned vehicle	0	0	1
Dead animal	1	0	0
Dumped rubbish (outside town boundary)	2	0	0
Dumped rubbish (within town boundary)	0	0	0
Fire permit - rural	0	0	0
Fire Permit - urban (restricted fire season only)	0	0	0
Food premises health issue	0	0	0
Hazardous substances	0	0	0
Livestock (not normally impounded)	0	0	0
Noise - day and night	10	1	4
Pest Problem (Council Property)	0	0	0
Untidy/overgrown section	0	0	0
Vermin	0	0	0
Grand Total	107	34	19

COMMUNITY WELL-BEING GROUP OF ACTIVITIES 2016/17			Aug-16
Major programmes of work outlined in the LTP/Annual Plan 2016/17			
What are they:	Targets	Progress to date	Planned activities
Community Partnerships	Facilitation of Path to Well-being groups	See below	
	Delivery of work programme through the MOU	See below	
Key elements of the work outlined in Path to Well-being and MOU workplans			
What are they:	Targets	Progress to date	Planned activities
Advocacy to support the economic interests in the District at regional and national level	Lead partner in regional collaborative initiatives around economic development	Nothing to report for this period.	To actively promote the District through multi-media advertising and the Mayor and Chief Executive undertake promotional tours on behalf of the District
		The Accelerate 25 Action Plan was launched on 12 August.	Implementation of Digital Enablement Plan; Regional collaboration with ED officers Develop collaborative economic development and District promotion services across the Horizons region
Timely and effective interventions that create economic stability, opportunity and growth	Increased investment into economic development, e.g. partnering in rural water storage, seeding retail initiatives ('pop-up shops')	Progress being made on the Tutaenui Feasibility Study. This project is being reported through AIN.	Progress solutions to water availability in area between Marton and Hunterville. (First year report on Accelerate25 released 12 August.)
A wide range of gainful employment opportunities in the District	Facilitate and lead on a Rangitikei Growth Strategy that also aligns with and contributes to a regional Agribusiness Strategy	Growth Study for Accelerate25 - Action Plan.	
Attractive and vibrant towns that attract business and residents	Provision of good infrastructure, well-maintained streets in the CBD of main towns	Public meeting held during August. Fundraising work underway.	Bulls multi-purpose facility: fundraising
	Events, activities and projects to enliven the towns and District	Events Sponsorship Applications decided by FPE in August.	Council sponsorship of events aiming to increase visitor numbers (compared to 2015/16).
Up to date and relevant information for visitors and residents on a range of services, activities and attractions	Maintain information centres in Taihape and Bulls, the gateways to the District.	Business as usual	
	Develop an information centre in Marton as part of the "libraries as community hubs" concept.	Business as usual	
	Contract with local organisations to provide a range of information, including: * Up-to-date calendar of events, and * Community newsletters, for local distribution	Business as usual	
An up to date, relevant and vibrant on line presence with information about services, activities and attractions, the District lifestyle, job opportunities and social media contacts	Maintain a website that provides information about Council and community services and activities	Content for "business friendly" page almost complete.	Web content for business-friendly Council
	Provide a website that is a gateway to the District, with links through to more local web pages, with information about living in the District and social media opportunities.	Business as usual	Web content for lifestyle sections of rangitikei.com

Opportunities for residents to remain socially and physically active into their retirement years, to enable them to stay in the District for as long as possible	Facilitate and lead on a Positive Ageing Strategy that aims to enhance quality of life for older people in the District	Nothing to report for this period.	Participate in meetings of the Healthy Families Governance Group;
Opportunities for people with children to access the quality of life they desire for their families	Facilitate and lead on a Youth Action Plan that aims to enhance quality of life for children and young people in the District	Undertaking the transition plan towards the youth one-stop-shop (or Youth Zone).	Establish youth development services based in Taihape and Marton, transitioning from current arrangements to a one-stop shop concept involving other agencies - \$60,000 from Council (continuing to seek equivalent contribution from external sources) Youth Awards Scheme
A more equal and inclusive community where all young people are thriving, irrespective of their start in life	Council will facilitate and lead on a Community Charter that supports all young people in our District to become the best adult that they can	Nothing to report for this period.	Facilitate Marton Community Charter Board and Advisory Group: Develop services for young people (0-18), such as driving safety, career development pathways, Youth Voice in local decisions Annual achievement Scholarships for Taihape Area School and Rangitikei College
Cohesive and resilient communities that welcome and celebrate diversity	Develop high trust contracts with agencies in each of the three main towns to undertake community development	Contracts with the town coordinators ongoing.	Five + high profile events and 20 community events Community newsletters distributed through Marton, Bulls and Taihape Dynamic and attractive web presence for the District and towns Interactive and appropriate social media opportunities Community development and place-making support in Marton, Bulls and Taihape
	Treasured Natural Environment Theme Group	Newsletter completed and distributed.	Support for Hautapu and Tutaenui catchment groups Develop access to Kahui reserve, Mangaweka Continue to produce and distribute the Theme Group newsletter
Funding schemes which have clear criteria, which are well publicised, and where there is a transparent selection process	Facilitate at least an annual opportunity for community organisations to apply for funding under the various grant schemes administered by the Council	Community Initiatives Fund and Events Sponsorship Fund applications decided by FPE	Administering Swim-4-All programme; Two Creative Communities Scheme rounds; Two Community Initiatives Fund rounds; Two Events Sponsorship Scheme rounds; One Sport NZ Rural Travel Fund round
	Publish the results of grant application process to a Council-run forum showcasing the results of grant application processes where successful applicants provide brief presentations and are open to questions	Nothing to report for this period.	Publish results of all funding rounds on Council's website and Rangitikei Line. Hold an annual meeting for Events organisers
To see Council civil defence volunteers and staff at times of emergency (confidence in the activity)	Contract with Horizons to provide access to a full-time Emergency Management Officer	Contract remains in place and staff available on full time basis.	
	Arrange regular planning and operational activities	Exercise Tangaroa held on 31 August 2016. The two Tsunami Plans were tested and all went well. Beach between Koitiata & Scotts Ferry cleared within a hour.	
To be assured of adequately trained, resourced and responsive rural fire force to reduce the incidence of life and property threatening fire	Provide fully trained and adequately resourced volunteer personnel who are in a position to respond to rural fire call-out with the minimum of delay	Volunteers receiving training and train regular to maintain and enhance skills.	NRFA to undertake Audit of Rural Fire Authority during this financial year, audit date currently being finalised.

COMMUNITY WELL-BEING GROUP OF ACTIVITIES 2016/17			Aug-16
Performance measures in LTP/Annual Plan			
What are they:	Targets	Progress for this reporting period	
Provide opportunities to be actively involved in partnerships that provide community and ratepayer wins	A greater proportion (than in the previous year) of the sample believe that Council's service is getting better: 37% in 2012, 30% in 2013, 16% in 2014, 17% in 2015, 19% in 2016	To be reported in March/April 2017	
Identify and promote opportunities for economic growth in the District	The District's GDP growth: In 2013, Rangitikei's GDP growth was -0.8% and trending downwards with an increasing divergence from the national trend. The Rangitikei GDP grew sharply during 2015, compared to NZ GDP growth and the trend is now upwards.	Annual GDP growth to be released in early 2017	
	A greater proportion of young people living in the District are attending local schools. Based on latest available Statistics New Zealand population estimates (June 2013) and school enrolments for 2014 (TKI), 56% of residents of high school age were enrolled in local schools and trending upwards. Latest school rolls (July 2015) compared to population estimates indicate that the upward trend of residents enrolled in local high schools stabilised in 2015.	School enrolments to July 2016 to be released shortly.	
	More people living in the District (than is currently projected by Statistics New Zealand). Based on population projections from Statistics New Zealand (medium projection based on 2013 Census), the resident population is projected to decline from 14,450 in June 2013 to 13,900 in June 2028. Population estimates from Statistics New Zealand in December 2015 show a small increase in the population since the Census 2013, tracking at above the high estimates produced from Census data.	Next population estimates due in early 2017.	
Requests for Service			
What are they:	Completed on time	Completed late	Overdue
None			

Attachment 6

Update on Communications

This regular report provides the Committee with an update with progress on the Council's Communications Strategy; media and communication activity.

Update on Action Plan – to 31 August 2016

Action Description	Expected Completion	Lead Responsibility	Status
Develop and implement Corporate Identity guidelines to reinforce our professionalism	Ongoing	Executive Officer (Carol Downs)	<ul style="list-style-type: none"> • Style guides are being developed to ensure a consistent look to all Council documents • A Customer Service charter, outlining standards and KPIs being drafted, this will be rolled out across the organisation • A Council brand may be progressed following the elections in October
Develop the Council website as the primary customer/resident self-help tool	Ongoing	Information Services Team Leader (Janet Greig)	<ul style="list-style-type: none"> • Work is nearly complete for an on-line payment option for rate payments.
Provide Elected members and staff with training to ensure appropriate standards are maintained (after the 2016 elections)	Early 2017	Executive Officer (Carol Downs)	<ul style="list-style-type: none"> • Currently on hold
Key staff to have undertaken appropriate communications training	Early 2017	Executive Officer (Carol Downs)	<ul style="list-style-type: none"> • Currently on hold
Investigate and implement (where appropriate) the most effective ways of communicating within and beyond Council	Ongoing	Executive Officer (Carol Downs)	<ul style="list-style-type: none"> • Communication and customer services feedback opportunities will be part of the Customer Service charter.

August Media Activity

The table below outlines the media activity during August, including printed media articles and website activity:

- Rangitikei Bulletin – This was published at the end of August, covering the key decisions from the August Council meeting and featured in the Feilding - Rangitikei Herald and District Monitor.
- Rangitikei Line – the August issue was distributed in early September, it featured an update from the Bulls community meeting, information from the launch of Accelerate25 and a reminder for electors to make sure they are eligible to vote in the upcoming elections.
- Council's website and social media channels (Facebook and Twitter) are used to keep residents up to date with Council happenings. Facebook now has a large number of followers and is a critical medium to get instant messages out to the community, for example weather warnings and road closures.
- There were 23 media articles during the month, of these 3 were positive, 4 were negative and 16 were neutral.

Date	Media Channel	Article Heading and Topic
1/8/16	Wanganui Chronicle	Marton gets war memorial Marton RSA will unveil a memorial to honour men from Marton who died during World War I & II on Thursday 4 th August.
1/8/16	Wanganui Chronicle	School deems trees a safety hazard Marton School has two trees they consider a safety hazard but Council voted against removal of the trees. The school may apply for publically notified resource consent to have the trees removed.
2/8/16	Manawatu Standard	Hunternville takes on more sewage than allowed Hunternville sewage plant has been breaching its consent since 2014 by discharging up to double the effluent it should. RDC said the issue was down to a 'misinterpretation of data'.
4/8/16	District Monitor	Who is standing Mayor Andy Watson is standing for Mayor for the Rangitikei; Councillors Soraya Peke Mason, Ruth Rainey, Tim Harris, Richard Aslett, Kath Ash, Nigel Belsham and Dean McManaway have indicated they intend to stand again.
4/8/16	District Monitor	What to do with Marton School's historic trees? Council has voted against the removal of two Elm trees at Marton School but will cover the cost of the school applying for resource consent to remove them.
4/8/16	District Monitor	Loop to be sealed - discussions continue regarding the sealing of the Turakina, Hunternville, and Fordell Loop Road. Special circumstances for rates remissions - a Taihape property has been granted a remission of rates because the value of the land is less than the rates charged.

		Regional sports facilities looked at - The regions chief executives, Sport Manawatu and Sport Whanganui are working together to develop a sports facility plan.
4/8/16	District Monitor	New council building info meeting in Bulls RDC is holding a public meeting in the Bulls town hall on Monday 8 th Aug at 6.30pm to show the community draft plans for the new town hall and info centre.
5/8/16	Wanganui Chronicle	Refurbished memorial a fitting tribute The war memorial in Marton has been refurbished and designed to have a 3D look and has been unveiled.
8/8/16	Wanganui Chronicle	Councillor calls time RDC Councillor Mike Jones will not stand for re-election.
9/8/16	Wanganui Chronicle	Mayor in race for re-election Andy Watson says he has achieved what he wanted in his first term as mayor but there is more he wants to get done.
9/8/16	Wanganui Chronicle	Five hats in ring for Rangitikei seats – so far Just five candidates have officially declared their candidacy in October's election.
11/8/16	Feilding-Rangitikei Herald	Proposed centre 'too small' Criticism over the size of the new town hall from the Bulls community.
15/8/16	Wanganui Chronicle	Time right to stand for mayoralty George London is running to be Mayor of Rangitikei.
15/8/16	Wanganui Chronicle	Rangitikei now a three-horse race Rob Snijders is now running for Mayor.
17/8/16	Wanganui Chronicle	Rural councillors ready to get back to business Two Rangitikei councillors will retain their positions with no challengers coming forward.
17/8/16	Wanganui Chronicle	Bulls residents question size of civic building Some local residents, particularly community groups and schools say the new centre will not be wide enough.
18/8/16	District Monitor	Marton Park open for submissions A plan to manage Marton Park is open for submissions.
18/8/16	Manawatu Standard	Watson faces stiff competition Andy Watson faces opposition from George London and Robert Snijders for Mayor.
18/8/16	Feilding-Rangitikei Herald	Who wants to be mayor? Brief blurb from Andy Watson, George London and Robert Snijders.

18/8/16	District Monitor	Three-way mayoral race Andy Watson faces opposition from George London and Robert Snijders.
18/8/16	Feilding-Rangitikei Herald	Help for quake-proofing heritage buildings could apply locally Minister Barry's Heritage Earthquake Upgrade Incentive Programme has been welcomed by building owners in the Rangitikei and Marton.

Current Consultations Underway:

Marton Park Management Plan - Submissions are open for two months from 5 August – 7 October 2016.

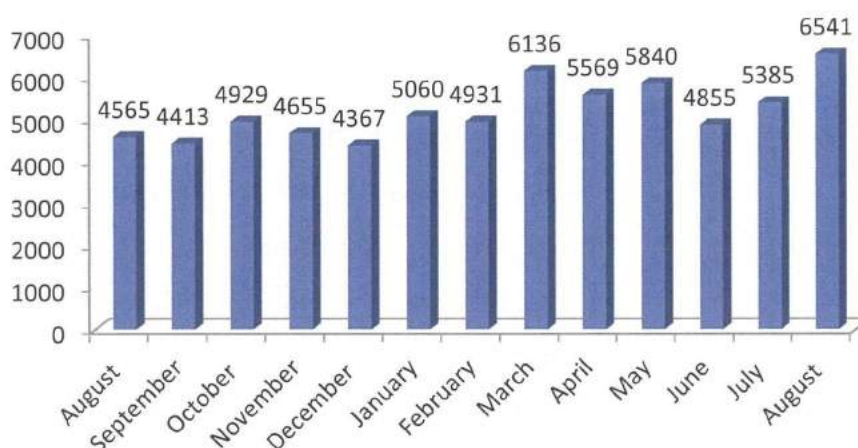
Earthquake Prone Buildings - Written submissions closed at 4pm, Monday 29 August 2016.

Hearings of oral submissions are scheduled for Thursday 29 September 2016.

Website Statistics

Activity on Council's website for August:

Website Visits 2015-16



In August 48.6% of those who visited Council's website were new visitors to the site.

Top Council Webpages Visited (August)

1. Rates/My property
2. Cemeteries
3. Road closures
4. Cemetery database
5. Elections

Top Six Geographical Locations

Visiting the Website (August)

1. Palmerston North area
2. *Auckland
3. *Wellington
4. Christchurch
5. Napier
6. Hamilton

* note smaller areas can be recorded as Auckland or Wellington

Carol Downs
Executive Officer

Attachment 7



Rangitikei
UNUSPILY...

REPORT

SUBJECT: **Update on legislation and governance Issues**

TO: Policy/Planning Committee

FROM: Michael Hodder, Community & Regulatory Services Group Manager

DATE: 8 September 2016

FILE: 3-OR-3-5

1 Executive summary

- 1.1 This update notes legislative and regulatory changes in the past month which impact on the Council's operations.
- 1.2 The Ministry of Business, Innovation and Employment (MBIE) has called for submissions on two key supporting (and detailed) documents for the Building (Earthquake-prone Buildings) Amendment Act which it released on 2 September 2016:
- proposed regulations;
 - methodology to identify earthquake-prone buildings.
- 1.3 In releasing these documents, the Minister indicated that the intended date of effect for the Act is 1 July 2017: the Act allowed two years from the date of royal assent (i.e. up to 13 May 2018). Submissions on both discussion documents are due with the Ministry on 15 December 2016: draft submissions will be prepared for Council's meeting on 1 December 2016. All submissions will be published on MBIE's website.
- 1.4 The Shop Trading Hours Amendment Bill received its third reading on 25 August 2016 and royal assent on 29 August 2016. This devolves to territorial authorities the decision whether to allow shops to trade on Easter Sunday.
- 1.5 The Productivity Commission has invited submissions on its draft report – 'Better urban planning'. This is a separate item on the agenda. Submissions are due on 3 October 2016, so it is intended to include a draft submission on Council's agenda for its meeting on 29 September 2016, reflecting discussion by the Policy/Planning Committee.
- 1.6 The projected work programme on policies and bylaws for 2016 is included within the Community Leadership activity template.

2 Proposed regulations under the Building (Earthquake-prone buildings) Amendment Act

2.1 The discussion document sets out four specific proposals for regulations:

Proposals	What this does	Why
Definition of 'ultimate capacity'	Clarifies the level of building performance required to help determine whether or not a building is earthquake prone	Promotes more consistent identification of earthquake-prone buildings by territorial authorities. <i>Note:</i> this term is used in the definition of an earthquake-prone building in the Building Act but is not currently defined.
Earthquake ratings categories and EPB notices	Prescribes two categories of earthquake ratings for earthquake-prone buildings and expresses these in terms of %NBS*	Provides information about the risk of specific buildings, allows prospective building users to make decisions about building use.
	Establishes the 'look' of notices applied to buildings in each category	Provides information about the risk of specific buildings, creates more incentives for owners to address the highest risk buildings. <i>Note:</i> the content of these notices is prescribed in the Amendment Act.
Criteria for 'substantial alterations'	Sets criteria for territorial authorities to identify when alterations to an earthquake-prone building trigger requirements for earlier seismic upgrades	Promotes more progressive and earlier upgrades of earthquake-prone buildings, which helps to achieve improved building safety
Exemptions	Prescribes characteristics an earthquake-prone building must have for territorial authorities to consider exempting owners from carrying out seismic risk	Allows owners of earthquake-prone buildings to be exempted from upgrading their buildings if the consequence of failure is low.

Note to table

*%NBS means percentage of the 'new building standard'

2.2 The objectives in the regulations are to promote clarity, be workable and efficient, be effective, promote consistency with other applicable requirements,

and promote equity and fairness. The proposals will be scrutinised by the policy and building teams, bearing those objectives in mind.

3 Methodology for identifying earthquake-prone buildings

3.1 The second discussion document sets out eight proposals for the methodology:

- Using profile categories (unreinforced masonry, pre-1935 buildings not unreinforced masonry or timber-framed, buildings 1935-75 three or more storeys);
- Using other potentially relevant information or circumstances;
- Descriptions of parts of buildings;
- Type of engineering assessments required;
- Criteria for accepting engineering assessments;
- Determining if a building is earthquake-prone;
- Assigning earthquake ratings;
- Criteria for recognising previous assessment.

3.2 MBIE notes that the methodology includes proposals to require the use of The Seismic Assessment of Existing Buildings: Technical Guidelines for Engineering Assessments (the Engineering Assessment Guidelines) when assessing buildings under the earthquake-prone buildings provisions. This is a new document being prepared by the New Zealand Society for Earthquake Engineering (NZSEE), the Structural Engineering Society (SESOC) and NZ Geotechnical Society (NZGS), in conjunction with MBIE and the Earthquake Commission. It is the result of a full revision of the earlier (and current) guidance produced by NZSEE titled Assessment and Improvement of Structural Performance of Buildings in Earthquakes.

3.3 A draft version of the Engineering Assessment Guidelines was released in June 2016 and is available without charge during the consultation period. at <http://www.eq-assess.org.nz/>. It is intended to issue a more advanced draft in early October. The Engineering Assessment Guidelines will be finalised in time for the commencement of the Amendment Act.

3.4 This would mean Council will be required to identify all potentially earthquake-prone buildings in the District corresponding to the profile categories within the time [prescribed in the Act, i.e. 5 years unless they are priority buildings in which case it must be done in 2½ years. It is not proposed to require Council to use an engineering assessment, but the owner will be on receipt of Council's advice of a potentially earthquake-prone building.

4 Shop Trading Hours Amendment Act

4.1 The Act allows a Council to have a local Easter Sunday shop trading policy to permit shops to be open in part(s) or all of the District. The policy may not restrict what purpose shops are open for, or the types of shops or the hours of opening. This is a change from the Bill which proposed using the local bylaw mechanism. The rationale for this change, promoted by Government members of the Committee is:

- It would ensure consistency with other regulatory regimes administered by territorial authorities. An advantage of local policies is that they are more appropriate than bylaws for the purpose of enabling an activity in a district. (Bylaws are generally used to restrict an activity.) Local policies would therefore lead to better regulatory consistency, something recommended in the Productivity Commission's report 'Towards Better Local Regulation'.
- The process for creating local policies is generally more flexible than the process for making bylaws set out in the bill. This would reduce the legal risk, although local policies can still be legally challenged. However, the review process for local policies would have a similar process to the bill's review process for bylaws.

Opposition members of the Committee did not support this change.

4.2 The Act defines shops as:

....a building, place, or part of a building or place, where goods are kept, sold, or offered for sale, by retail; and includes an auction mart, and a barrow, stall, or other subdivision of a market; but does not include—

- a) a private home where the owner or occupier's effects are being sold (by auction or otherwise); or
- b) a building or place where the only business carried on is that of selling by auction agricultural products, pastoral products, and livestock, or any of them; or
- c) a building or place where the only business carried on is that of selling goods to people who are dealers, and buy the goods to sell them again

4.3 The policy has no effect on garden centres, which already have an exemption to trade on Easter Sunday. Service stations, fast food outlets and cafes, souvenir shops, campground shops, shops in airports and railway stations or pharmacies already have a general exemption from being closed on Easter Sunday, Christmas Day or the morning of Anzac Day.

4.4 The policy can only be adopted (by Council resolution) after using the special consultative procedure prescribed in the Local Government Act. In practice this means two months from the time the policy is adopted for consultation until a

decision will be made. A policy must be reviewed no later than every five years from the date of its adoption. The policy (and its subsequent amendments or repeal) must be notified to the Chief Executive of MBIE.

- 4.5 The Act allows workers to refuse to work on Easter Sunday without giving a reason; and to bring a personal grievance against an employer who compels them to work or who treats them adversely because of their refusal to work on Easter Sunday.
- 4.6 Next year Easter Sunday falls on 16 April. The Committee may wish to recommend to Council that it adopt a draft policy for consultation from early October so that the process for hearing submissions and undertaking deliberations is completed before the Christmas break. If that is the Committee's view, it is suggested that the policy offer the alternative of a District-wide policy and a policy which applies to each of the District Wards.

5 Other legislation and central government policy initiatives.

- 5.1 The ten-year National Disaster Resilience Strategy is now into its third phase, in which concepts, priorities and suggested actions will be tested in a series of workshops across the country. These will inform the first draft of the Strategy to be released for consultation early next year. The Ministry's flyer is attached as Appendix 1.
- 5.2 Parliament's last sitting day for the year is 15 December 2016. Assuming the Local Government and Environment Committee reports back on the Local Government Act Amendment Bill (no.2) by the due date, 28 October 2016, it would be feasible for the legislation to be passed this year. During the last month there has continued to be considerable sector opposition to the Bill's proposals on establishing CCOs.
- 5.3 The Building (Pools) Amendment Bill still remains at the second reading stage. The Food Safety Reform Bill 2016 was referred to the Primary Production Select Committee on 16 August 2016. Submissions are due on 22 September 2016. It is an omnibus Bill, proposing a range of essentially technical changes. It is not proposed to make a submission on this Bill.
- 5.4 Guidelines for applying to the Regional Mid-Sized Tourism Facilities Fund were released last month. There is a co-funding expectation (but the share is not specified other than being 'to the maximum extent possible'). The minimum investment from the Fund is \$100,000. The focus is on infrastructure projects (toilets, waste disposal and minor water management proposals), which have been planned but not allocated budget (unless receiving funding approval after 13 May 2016 in the expectation of receiving financial support from the fund). MBIE anticipates two funding rounds each year, July and February. Council currently has no eligible proposals.

6 Recommendations

- 6.1 That the report 'Update on legislation and governance issues' to the Policy/Planning Committee's meeting of 15 September 2016 be received.
- 6.2 That the Policy/Planning Committee recommends to Council that it adopts for consultation, using the special consultative procedure, a draft policy allowing those shops not already exempt under the Shop Trading Hours Act to open on Easter Sunday either throughout the whole Rangitikei District or within particular Wards of the District, with consultation to be from 11 October 2016 to 11 November 2016, with oral hearings on 1 December 2016 and deliberations on 15 December 2016.

Michael Hodder
Community & Regulatory Services Group Manager

Appendix 1

NATIONAL DISASTER RESILIENCE STRATEGY

Background to the National Disaster Resilience Strategy

New Zealand faces increasing costs from disasters, not because of increasing hazards necessarily, but because our exposure – our people, our asset base, and the things we value – is growing at a faster rate than we are decreasing vulnerabilities. We've put in a lot of effort over recent years to getting better and better at managing the outcome of that risk – emergencies – but we are not tackling the root causes of that risk to the same degree or improving our resilience in all the areas that would benefit us. And so our overall risk – and the contingent liability that comes with that – continues to grow.

It is clear we need to manage risk to the best of our abilities and resources so that the shocks and stresses we will inevitably face do not become disasters that impact the safety and wellbeing of our communities, our natural environment, and our local/national economies and hard-fought-for economic growth.

DPMC is coordinating the development of a National Disaster Resilience Strategy as a focus for these efforts. The Strategy will aim to take a long-term view, provide a common understanding, outline agreed strategic priorities and actions, and seek to build a culture of resilience in New Zealand wherein "everyone has a role".

The Process So Far (Phase 1; Jan-June 2016)

The Strategy project has to-date focused on three things:

1. Engaging widely with all stakeholders to discuss the issues and generate ideas, with particular focus on the 'future state', 'current state', and how to close the gap between the two.
2. Building the evidence base (gathering science/research, review reports, and best practice).
3. Developing Strategy key concepts and a draft structure.

Findings from Phase 1

The first phase – both the 'evidence' side and the 'engagement' side – has confirmed prior intentions for the Strategy, including that it should:

- Have a broad focus on resilience (rather than 'CDEM').
- Focus on reduced risk and increased resilience – as 2-pronged strategy to build overall national resilience.
- Promote all-of-society ownership of disaster resilience.
- Use the Sendai Framework as a strong reference point.
- Have specific actions rather than broad objectives.

Specific evidence gathered to inform the next phase:

- Description of the collective desired future state ('Vision of a Resilient New Zealand').
- Map of current contributions to risk/resilience.
- List of perceived gaps and issues.
- Summary of relevant capability/capacity and review reports.
- Capability assessment of NZ achievement against the 59 actions of the Sendai Framework.
- Lit review: summary of resilience-related research.
- Paper on future societal trends.

Current Focus (Phase 2; July-August 2016)

Having confirmed intentions and built evidence in Phase 1, Phase 2 is focused on targeted engagement with subject matter experts to start to build actual content. There are two tasks we are aiming to complete in this time:

1. Generating a 'wishlist' of what we would like to see achieved by a) 5 years' time and b) 10 years' time.
2. Collectively reviewing all the evidence and start to prioritise, consolidate, and cull.

Next Steps (Phase 3; Sept-Dec 2016)

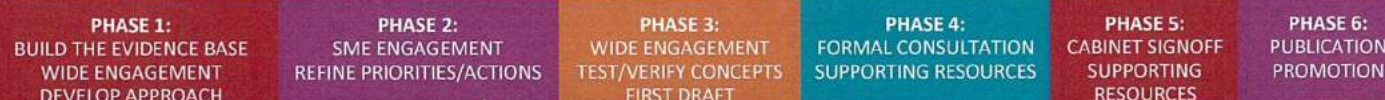
Phase 3 will be focused on three things:

1. Updating Ministers on progress.
2. Testing and verifying draft Strategy concepts, priorities, and actions via a series of workshops across the country.
3. Completing a first draft of the Strategy ready for consultation in early 2017.

"In the 21st century, building resilience is one of our most urgent social and economic issues because we live in a world that is defined by disruption"

–Judith Rodin, the Resilience Dividend

PROJECT TIMELINE





Strategy Development Workshops

- 8 workshops April-June
- 600+ participants
- 200+ organisations
- 20+ other presentations

What will the Strategy contain?

1. Problem definition: our increasing disaster risk and the need for us to act collectively to protect New Zealand's long-term prosperity and wellbeing
2. Our desired future state: A Resilient Nation
 - a) What does resilience mean to us?
 - b) The case for managing risk
 - c) The case for resilience
3. Our current state
 - a) What's in place or in progress
 - b) Our strengths and opportunities
4. Gap analysis and the value-add of this Strategy
5. Our Strategy for National Disaster Resilience
 - a) Guiding policy: risk + resilience
 - b) Principles
 - c) **Strategic priorities**
 - d) **Focus areas and actions**
6. What this means for you
 - a) Individuals and households
 - b) Organisations and businesses
 - c) Communities
 - d) Cities, districts, and regions
 - e) Government and national organisations
7. Accountability
 - a) Governance
 - b) Monitoring and measurement
 - c) Social accountability

Draft Priorities for Action and Focus Areas

1. Improve the understanding of risk and resilience to enable better risk-informed decision-making:
 - Data collection, management and availability (incl geospatial) for DRRR
 - Improving our risk assessment capability
 - Defining risk tolerance and acceptability
 - Improving the way we communicate risk for improved risk literacy
2. Reduce risk and minimise the creation of new risk:
 - Asset risk management for resilience
 - Tackling retreat and relocation
 - Integrating climate change with mainstream Hazard risk management
 - Resilient development
 - Risk financing, transfer and insurance
3. Strengthen resilience, both planned and adaptive:
 - Individual and household resilience
 - Organisational, business and economic resilience
 - Community resilience
 - City/district resilience
 - Readiness for response
 - Readiness for recovery
4. Build a culture of resilience:
 - Governance and leadership of DRRR
 - Embracing our diversity and building our cultural capital
 - New technology for DRRR
 - Outreach and education

Attachment 8



DRAFT



Better urban planning

Draft report – summary version

The Productivity Commission aims to provide insightful, well-informed and accessible advice that leads to the best possible improvement in the wellbeing of New Zealanders. We wish to gather ideas, opinions, evidence and information to ensure that our inquiries are well-informed and relevant. The Commission is seeking submissions on the draft findings and recommendations and the questions contained in this report by 03 October 2016.

The New Zealand Productivity Commission

Te Kōmihana Whai Hua o Aotearoa¹

How to cite this document: New Zealand Productivity Commission. (2016). Better Urban Planning Draft Report, Summary version. Available from www.productivity.govt.nz/inquiry-content/urban-planning

Date: August 2016

The Commission – an independent Crown entity – completes in-depth inquiry reports on topics selected by the Government, carries out productivity-related research and promotes understanding of productivity issues. The Commission aims to provide insightful, well-informed and accessible advice that leads to the best possible improvement in the wellbeing of New Zealanders. The New Zealand Productivity Commission Act 2010 guides and binds the Commission.

You can find information on the Commission at www.productivity.govt.nz, or by calling +64 4 903 5150.

Disclaimer

The contents of this report must not be construed as legal advice. The Commission does not accept any responsibility or liability for an action taken as a result of reading, or reliance placed because of having read any part, or all, of the information in this report. The Commission does not accept any responsibility or liability for any error, inadequacy, deficiency, flaw in or omission from this report.

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¹ The Commission that pursues abundance for New Zealand

Terms of reference

NEW ZEALAND PRODUCTIVITY COMMISSION INQUIRY INTO THE SYSTEM OF URBAN PLANNING IN NEW ZEALAND

Issued by the Minister of Finance, the Minister of Local Government, the Minister for Building and Housing, the Minister for the Environment, and the Minister of Transport (the “referring Ministers”).

Pursuant to sections 9 and 11 of the New Zealand Productivity Commission Act 2010, we hereby request that the New Zealand Productivity Commission (“the Commission”) undertake an inquiry into alternative approaches to the urban planning system.

Context

In its 2012 housing affordability report, the Productivity Commission noted:

Planning must take account of the Resource Management Act (RMA), the Local Government Act (LGA) and the Land Transport Management Act (LTMA). These statutes have different legal purposes, timeframes, processes and criteria. With multiple participants and decision-makers, there is no single mechanism for facilitating engagement, securing agreement among participants and providing information for robust decision-making. The Government should consider the case for reviewing planning-related legislation. (p10)

Development proposals are broken down into economic, infrastructure and environmental components, and examined separately according to relevant legislation. This disconnect can make it difficult to achieve quality integrated urban development. (p121)

The Commission recommended the Government “consider the case for a review of planning-related legislation to reduce the costs, complexity and uncertainty associated with the interaction of planning processes under the Local Government Act, the Resource Management Act and the Land Transport Management Act.”

These regimes underpin not just planning for housing but the productivity of New Zealand’s wider economy. Many parts of the regime have been in existence for considerable time and have evolved in a piecemeal fashion. International best practice has also moved on, and a fundamental review of the urban planning system is due.

Scope and aims

The purpose of this inquiry is to review New Zealand’s urban planning system and to identify, from first principles, the most appropriate system for allocating land use through this system to support desirable social, economic, environmental and cultural outcomes.

The review should identify options to align the priorities of actors and institutions within these regimes, where possible; improve economic, environmental and community outcomes through urban planning; and to deliver optimal efficiency in the delivery of these outcomes.

This will include identifying the most effective methods of planning for and providing sufficient urban development capacity including residential, commercial, industrial and place-based amenity uses, supporting infrastructure and linkages with other regions.

The review should look beyond the current resource management and planning paradigm and legislative arrangements to consider fundamentally alternative ways of delivering improved urban planning, and subsequently, development.

It should also consider ways to ensure that the regime is responsive to changing demands in the future, how national priorities and the potential for new entrants can be considered alongside existing local priorities and what different arrangements, if any, might need to be put in place for areas of the country seeing economic contraction rather than growth.

The scope of this review should include, but not be limited to the kinds of interventions and funding/governance frameworks currently delivered through the Local Government Act, the Resource Management Act, the Land Transport Management Act and the elements of Building Act, Reserves Act and Conservation Act relating to land use (as well as the formal and informal processes, institutions and practices around these pieces of legislation).

The review should also consider the interaction of the urban planning system with planning for other regions and identify those areas where broader system-level change is needed to deliver more efficient urban planning.

The inquiry should cover:

- Background, objectives, outcomes and learnings from the current urban planning system in New Zealand, particularly:
 - how environmental and urban development outcomes have changed over the last twenty years
 - explaining the behaviour, role and capability/capacity of councils, planners, central government, the judiciary and private actors under the regime.
 - the tendency for increasing complexity and scope creep of institutions and regulatory frameworks.
- Examination of best practice internationally and in other cases where power is devolved to a local level in New Zealand.
- Alternative approaches to the urban planning system.

The report should deliver a range of alternative models for the urban planning system and set up a framework against which current practices and potential future reforms in resource management, planning and environmental management in urban areas might be judged.

Exclusions

This inquiry should not constitute a critique of previous or ongoing reforms to the systems or legislation which make up the urban planning system. Rather, it is intended to take a 'first principles' approach to the urban planning system.

Consultation

To ensure that the inquiry's findings provide practical and tangible ways to improve the performance of the urban planning system, the Commission should consult with Local Government New Zealand, the Society of Local Government Managers and the wider local government sector.

The Commission should also consult with the Parliamentary Commissioner for the Environment, non-governmental organisations, resource management practitioners and lawyers and affected industry groups; taking note of the significant bodies of work already produced by many of these groups.

Timeframes

The Commission must publish a draft report and/or discussion document, for public comment, followed by a final report that must be presented to referring Ministers by 30 November 2016.

HON BILL ENGLISH, MINISTER OF FINANCE

HON PAULA BENNETT, MINISTER OF LOCAL GOVERNMENT

HON DR NICK SMITH, MINISTER FOR BUILDING AND HOUSING, MINISTER FOR THE ENVIRONMENT

HON SIMON BRIDGES, MINISTER OF TRANSPORT

About the summary version

This summary version provides the key points, questions, findings and recommendations from the Productivity Commission's draft report as part of its inquiry *Better Urban Planning*.

The terms of reference for this inquiry invite the Commission to review New Zealand's urban planning system and to identify, from first principles, the most appropriate system for allocating land use through this system to support desirable social, economic, environmental and cultural outcomes. The inquiry will look beyond the current resource management and planning system to consider fundamentally different ways of delivering urban planning and development.

The report follows the release of the issues paper in December 2015, consideration of submissions; meetings with a wide range of interested parties; and the Commission undertaking its own research and analysis.

To see the full version of the draft report - including information on how to make a submission – please visit our website www.productivity.govt.nz.

Key inquiry dates

Submissions due on the draft report	03 October 2016
Engagement with interested parties on the draft report	August – November 2016
Final report to the Government	30 November 2016

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Contents

Terms of reference	3
About the summary version	5
Key inquiry dates	5
Contacts	5
Overview	7
Why this inquiry is important.....	7
What makes a high-performing city?.....	7
Planning can contribute to wellbeing.....	8
Outcomes from the current system	8
Urban trends in New Zealand	10
A diagnosis of the current planning system.....	10
What changes are needed?	12
A future planning framework.....	13
Issues still to be resolved.....	16
Conclusion.....	17
Summary of questions	19
Findings and recommendations	22

Overview

The Government has asked the Productivity Commission to undertake an inquiry into the system of urban planning in New Zealand. The main purpose of the inquiry is to “review New Zealand’s urban planning system and to identify, from first principles, the most appropriate system for allocating land use through this system to support desirable social, economic, environmental and cultural outcomes”. The inquiry will look beyond the current resource management and planning system to consider fundamentally different ways of delivering urban planning. The aim of the inquiry is to set out what a high-performing urban planning system would look like. In doing so, the Commission was asked to consider the background, objectives, outcomes and lessons from the current urban planning system in New Zealand as well as international best practice.

Why this inquiry is important

Well-functioning cities and urban areas matter a great deal to the wellbeing of New Zealanders. When cities function well, they provide greater access to and choices of housing, better protection of our natural environment and cultural values, and quality infrastructure at the right time in the right place. Well-functioning cities also provide greater choices of employment and higher wages, a wider pool of labour for firms, and more opportunities for specialisation, innovation and easier transfer of ideas – the engine of economic prosperity.

Successful cities are not only places where people work; they are also attractive places where people consume goods and services, play and are creative, all within urban areas that have atmosphere and unrivalled access to a wide range of amenities. Successful New Zealand cities also acknowledge the special relationship of Māori with the land on which cities are built, and provide “great spaces and places for Māori to be Māori” (Ngā Aho & Papa Pounamu, 2016, p. 31).

But the growth of cities also creates costs as a result of people working and living in close proximity to one another. Costs include pressure on infrastructure, congested roads and long commutes, air pollution and degradation of the natural environment, as well as unavailability of affordable housing. Urban growth can also lead to social exclusion through segregation of people across space by income. These costs put a premium on good city organisation and planning where the advantages of urban growth and city living can be enjoyed and the costs and negative impacts of such growth can be effectively minimised.

What makes a high-performing city?

The “first principles” mandate of this inquiry led the Commission to investigate the nature of cities, and the factors that contribute to their success (Chapter 2). Most of the benefits from cities are created by the innumerable decisions that people and firms make about where best to locate, trade and meet. As urbanist Jane Jacobs observed, the “point of cities is multiplicity of choice.” Rising incomes and new technologies mean that these preferences shift over time. Land that was once best employed for manufacturing may now be ideally-placed for new retail or residential units. As a result of these wider social developments, cities evolve in unexpected and unpredictable ways.

A number of factors stand out as important underlying drivers of high performing cities (Box 1).

Box 1 Factors that make a successful city

- Planning frameworks are responsive and are able to adapt to changing values, preferences, technology, populations and demographic patterns, economic trends, and expectations.
- Development capacity is sufficient for housing and other land uses to meet demand. Reasonably priced housing makes it easier for workers to move to locations and jobs where they can best use their skills.

- Infrastructure investments are coordinated effectively with land supply and population growth. This means well-coordinated transport infrastructure that enables residents to get to work at a wide range of locations, at reasonable cost and in a reasonable time. It also means the land for public streets, infrastructure networks and public open spaces being planned and secured well before development begins. In this way infrastructure plays an important “city shaping” role.
- Effective governance arrangements that integrate land use with the provision of infrastructure and public amenities in a complex, rapidly evolving environment. This includes a strong interface between all levels of government.
- The quality of the natural environment in urban areas is managed effectively. This acknowledges that the natural environment plays a major role in the liveability of cities, most notably through the provision of substantial ecosystem services.
- Development supports the social and economic participation of residents from all areas of the city.
- Social, cultural and creative vibrancy.

Planning can contribute to wellbeing

While the choices of people and firms are the driving force behind how cities grow and evolve, urban planning makes three main contributions to wellbeing. The first contribution is to ensure that people and firms appropriately consider any negative impacts on others and the natural environment. One implication of people living and working close to each other is that decisions about land use can affect others. Urban planning can help manage conflicts between people, by setting up rules and policies to minimise significant harms on others and by setting up processes to reach decisions on competing interests.

Second, urban planning can also create the opportunities and conditions that enable people and firms to make their decisions. This is seen most clearly in the organisation and provision of infrastructure, where the supply of water pipes and roads is needed before development can take place. Third, urban planning can ensure that communities have access to the public spaces, facilities and amenities that help support wellbeing and vibrancy in cities

However, there are limits to what planning can achieve, and attempts to steer cities in particular directions can be harmful. To make the greatest contribution to wellbeing, planning systems need to be open to growth, able to respond to unexpected change, and respectful of the decisions made by individuals and firms.

In examining alternative planning approaches and design attributes that could form the basis of a future planning system in New Zealand, the Commission has been guided by the extent to which the following four goals are likely to be achieved:

- flexibility and responsiveness - ability to change land uses easily;
- provision of sufficient development capacity to meet demand;
- mobility of residents and goods to and through the city; and
- ability to fit land-use activities within a defined biophysical envelope.

Outcomes from the current system

An important avenue of investigation for this inquiry is getting a sense of whether the urban planning system in New Zealand has delivered the outcomes expected of it. The planning system is governed by three main statutes – the Resource Management Act 1991 (RMA); the Local Government Act 2002 (LGA); and the Land Transport Management Act 2003 (LTMA). The RMA is primarily a regulatory statute, while the LGA and the

LTMA govern budgeting, service and infrastructure provision and planning. The purposes of the three principal planning Acts suggest that the main outcomes sought from the planning system are the maintenance of or improvements in environmental quality, the supply of local infrastructure and services in a timely and cost-effective manner and to desired standards, and the safe and reasonably easy movement of goods and people.

Given the focus of this inquiry on urban planning, the Commission has focussed on those environmental outcomes most closely connected to cities, urban development and land use. These include air quality, drinking and recreational water quality, and climate change. For urban outcomes, the Commission has focused on four measures that reflect the purposes of the current Acts, are essential to the effective functioning of cities, or both. These measures are:

- the availability of sufficient development capacity to respond to population growth pressures;
- the speed and safety with which people and goods can move around a city;
- the extent to which essential infrastructure and services (eg, roads, water treatment, waste management, public transport) keep pace with demand and are maintained; and
- the ability of local residents and governments to fund essential infrastructure and services over time.

Available data provides a mixed picture of the performance of the urban planning system in New Zealand. (Box 2)

Box 2 Outcomes from the current urban planning system

- Air quality generally complies with national standards, is good by international levels, and has improved against some measures. Despite these improvements, air quality problems remain in some smaller New Zealand cities and towns.
- The proportion of New Zealanders serviced by safe drinking water has increased over time, reflecting more effective regulation, support from central government and increased investment from local authorities in water treatment.
- The quality of fresh water is generally lower in waterways that flow through urban areas. The sources of pollution in urban waterways typically include sewage leaks and stormwater run-off.
- Net and total greenhouse gas emissions have increased by 54% and 26% respectively since 1990.
- Development capacity has failed to keep pace with demand in New Zealand's fastest growing cities. Partly as a result, housing affordability has deteriorated significantly over the past 25 years. People on lower incomes feel the burdens of this deterioration most heavily.
- Urban congestion levels have been broadly steady for the past 10 years, and traffic-related accident and fatality rates have been falling since the 1970s. Despite improvements, New Zealand has a relatively high rate of traffic-related deaths compared with other developed countries.
- New Zealand has low levels of public transport use by developed world standards. The rates of public transport use have been broadly stable since the early 2000s.
- More New Zealanders live in dwellings connected to systems for treating sewage than the OECD average. New Zealand sewerage systems appear to score somewhat poorly against a number of international benchmarks.

The ability of councils to change or improve outcomes through the planning system depends to a large degree on whether local government is the primary actor. Changes in technology and consumer preferences, and central government policy, can be more significant factors. However, the muted effects on many urban and environmental outcomes described above point to weaknesses in the design and operation of the New Zealand planning system.

Underlying political dynamics have constrained the effectiveness of the planning system for both urban and environmental outcomes. For environmental outcomes, these dynamics include pressure both from some sectors not to regulate pollution stringently. In the urban environment, these dynamics include pressure from incumbents to introduce restrictive land use rules and not raise rates or debt to pay for the infrastructure required to enable new development. Any new planning system needs to consider, and manage, these dynamics.

Urban trends in New Zealand

The inquiry investigated a number of important urban trends in New Zealand cities. A rich picture of spatial transformation can be observed, which raise important policy issues and insights for this inquiry (Box 3).

Box 3 New Zealand urban trends

- New Zealand is a largely urbanised country, yet this result is highly dependent on how an 'urban area' is defined. The commonly cited figure that 86% of New Zealanders live in urban areas is based on a New Zealand-specific definition that includes cities and small towns. Other common definitions lead to lower levels of urbanisation.
- Population growth in New Zealand has been unequally distributed, with much growth concentrated in or near Auckland while most other main urban areas have grown either modestly or not at all. Populations have mostly declined in smaller urban areas. These trends are projected to continue.
- Auckland is larger, younger, denser, faster growing and more ethnically diverse than other New Zealand cities. Strong natural increase and international migration have driven its growth.
- New Zealand cities tend to grow out rather than up. Except for Wellington, recent urban growth has largely occurred in outer suburbs.
- New Zealanders in cities are living closer together. In particular, the populations of Auckland and Wellington have become significantly denser over the last 15 years. Both cities are among the densest in Australasia, although they are not very dense by international standards.
- Significant income and education disparities exist in New Zealand's largest cities. People who earn more and are more educated cluster in inner suburbs and suburbs with natural amenities, while those who earn less and who are less educated tend to live in the outer suburbs.
- Many New Zealand councils have policies aimed at creating a compact urban form for their cities, yet most have struggled to meet this goal. While cities have become denser overall, growth tends to be accommodated largely through developing land in outer suburbs, rather than through the sought-after intensification of inner-city areas. Barriers to densification include a lack of development capacity and community support for inner-city living.

A diagnosis of the current planning system

The Commission has reviewed the component parts of New Zealand's urban planning system and identified a number of institutional, legislative, regulatory and process deficiencies that hamper its performance and achievement of the above urban planning goals.

Institutions, legislation and processes

The starting point for reviewing New Zealand's urban planning system is the efficacy and workability of the three primary statutes – the RMA, the LGA, and the LTMA. The founders of the RMA envisaged it as an enabling statute that would produce “tightly targeted controls that have minimum side effects” (Upton, 1991). The RMA has failed to deliver on this goal. The carrying over of old traditions and institutions from the former Town and Country Planning Act 1977, capability gaps, and insufficient checks on regulatory quality contributed to this failure.

The debate about the meaning of core concepts within the RMA and LGA has been considerable. This debate has led to rising frustration with the performance of the RMA (particularly in handling growth pressures in urban areas) and successive legislative amendments. Repeated amendment to the planning statutes have increased their complexity and reduced their coherence.

Fundamentally, the planning system aims to deal with conflicts between competing demands for resources (eg, land, clean air, fresh water), competing citizen interests and competing values (eg, development, amenity, and environmental protection). Yet the current system makes the resolution of these conflicts harder than it should be.

An important conclusion of this inquiry is that the planning legislation lacks clarity and focus. Chapters 7 and 8 outline how ambiguous and broad language in the RMA and LGA has led to a regulatory overreach in urban areas, and a lack of stringency in the regulation of the natural environment. Overreach in urban areas has created unduly restrictive rules that obstruct development, unhelpful exercises of regulatory discretion and unnecessary conflicts and costs.

Setting clear priorities within the planning system is particularly difficult (with the exception of the land transport system). The broad framing of Part 2 of the RMA (which sets out the Act's purpose and principles) provides limited guidance on how to differentiate important from less-important natural environmental issues, and does not give prominence to urban issues. Central government has a number of tools it can use to emphasise particular issues or approaches (such as National Policy Statements (NPSs) and National Environment Standards (NESs)). Yet such instruments can sometimes be slow to prepare and translate into local plans and policies, and have no clear hierarchy. It is unclear, for example, what a council should do when it faces conflicts between different national instruments.

At the local level, as the Parliamentary Commissioner for the Environment has observed, the RMA provides little guidance as to which environmental effects councils should focus on when considering resource consent applications; all “are to be avoided, remedied or mitigated – regardless of their importance” (2014, p. 1)

Planning decisions have local and national impacts. A lack of central government presence in the urban planning system has meant that the planning system has not represented the national interest well for many years. This has led to unbalanced decisions. For example, decisions that suit some local concentrated interests, but have harmful wider effects, most notably rising land and housing costs.

Central government currently lacks the capability and systems needed to support well-informed, proportionate, and timely intervention and effective engagement with local authorities on planning issues. This limits the central government's ability to understand local planning issues and engage meaningfully with councils over the impact and suitability of their proposed land use rules and policies.

Finally, another important finding of this inquiry is that the planning system lacks responsiveness. The planning system is not well set-up to deal with the change and unpredictability inherent in growing cities. Decision-making processes to change land use rules are slow and uncertain, partly due to the multiple avenues open to relitigate them in the courts. Resistance to change from some local residents, an indiscriminating approach to avoiding adverse effects, and infrastructure funding tools that do not adequately reflect or recover costs or account for the risk placed on councils also inhibit the system's ability to respond promptly to growth pressures.

What changes are needed?

The Commission has identified a number of priority areas for change.

Clearer distinctions between the built and natural environment

The natural and built environments require different regulatory approaches. The natural environment needs a clear focus on setting standards that must be met, while the built environment requires assessments that recognise the benefits of urban development and allow change. Current statutes and practice blur the two environments, provide inadequate security about environmental protection and insufficient certainty about the ability to develop within urban areas. Rather than attempting to regulate these different issues through the same framework, a future planning system should clearly distinguish between the natural and built environments, and clearly outline how to manage the interrelationship between the two.

Greater prioritisation

A future system should be clearer about its priorities, especially at a national level and regarding land use regulation and infrastructure provision. New Zealand's system is unusual by international standards in that central government has relatively blunt tools with which to signal its priorities, and key legislation (ie, the RMA) provides little guidance. Early critics of the RMA charged that, in leaving so much indeterminacy in the Act's language, Parliament had abdicated its rule-making responsibilities, leaving the courts to resolve difficult issues (McLean, 1992; Harris, 1993). This reflects unresolved tensions within the RMA around the balancing of environmental and socio-economic interests. One area where the system adequately identifies priorities is land transport management. A future planning system would benefit from applying elements of this model more broadly.

More responsive infrastructure provision

A future planning system needs to be responsive in providing key infrastructure, especially where cities are facing high population growth. Infrastructure is a binding constraint on increases in the supply of development capacity, and on the ability to respond to growth pressures. A future planning system needs a clearer statutory framework for water services, funding mechanisms that better recover costs and reflect the risks involved, better procurement practices, and tools for councils to manage pressures on existing assets.

A more restrained approach to land use regulation

A future planning system should only apply rules where there is a clear net benefit, where the link to externalities is clear, and where alternative approaches are not feasible. This implies:

- broader zones that allow more uses,
- greater reliance on pricing and market-based tools rather than rules;
- less use of subjective and vague aesthetic rules and policies;
- greater use of local evidence to support land use rules, instead of relying on heuristics generated from overseas studies (eg, assumptions that higher-density urban areas necessarily result in their residents behaving more sustainably); and
- clearer and broader "development envelopes" within which low-risk development is either permitted or only subject to minimal controls.

Stronger capabilities within councils and central government

A key lesson from the implementation of the RMA is that successfully introducing a new planning regime is not just about replacing legislation. It also requires changes to the underlying institutions – both formal and informal – and capability and culture. In particular, a future planning system would place greater emphasis on rigorous analysis of policy options and planning proposals. Councils will need to build their technical capability in areas such as environmental science and economics. Soft skills such as communication, mediation and facilitation skills will need strengthening, as well as an understanding of Māori worldviews.

Central government will also need to improve its urban planning capability and knowledge of the local government sector more generally (Chapter 12).

A future planning framework

This section sets out what a high-performing planning system would look like. As such, it provides a framework against which to judge current practice and potential reforms in resource management, planning and environmental management in urban planning.

A presumption that favours development in urban areas, subject to clear limits

The legislation governing urban planning would clearly specify that the primary purposes of the planning system are to:

- enable development and changes in land use;
- ensure the provision of sufficient development capacity to meet demand; and
- promote the mobility of people and goods to and through cities.

The legislation would also make clear that urban development would need to fit within biophysical limits (specified through the Government Policy Statement (GPS) on environmental sustainability, outlined below).

Clearer legislative purposes will provide better guidance to councils on the sorts of land use rules and policies that should be put in place. A permanent independent hearings panel (IHP) would then scrutinise these proposed rules against the legislative purposes (Chapter 7). Clearer purposes would also give councils greater scope to accept only private Plan changes that promoted the goals of flexibility, sufficient supply, mobility, or fitting urban development within biophysical limits.

Factors that should help to encourage more responsive infrastructure provisions in support of development include:

- the greater availability of value capture mechanisms (such as targeted rates that capture the uplift that arises from rezoning);
- more use of pricing for water and roads;
- clearer statutory arrangements for water infrastructure; and
- better aligned legislative planning requirements (Chapters 9 and 10).

Councils would be encouraged to adopt more sophisticated approaches to procuring infrastructure, and central government could provide greater advisory support to local authorities wishing to use such tools (eg, public-private partnerships).

A clearer set and hierarchy of priorities for the natural environment

In a future planning system, central government would issue a GPS on environmental sustainability that would have to be given effect to in local plans. This GPS would differ from the current NPSs and NESs in that it would lay out clear environmental priorities and articulate principles to help decision makers prioritise environmental issues when faced with scarce resources or conflicting objectives.

The aims of replacing NESs and NPSs with a single GPS on environmental priorities would be to:

- focus the efforts of the planning system on protecting aspects of the natural environment most at risk or under pressure;
- provide clearer guidance to councils on where to put their resources;
- encourage central government to regularly review the state of the environment and identify priority areas for action; and

- coordinate the environmental protection efforts of local government (through planning) and central government (through its regulatory and funding levers).

As it can take some time to change plans and implement new policies, the GPS will need to have some longevity.

Ideally, the development of each GPS would be informed by scientific advice on the state of the environment, and on the most significant threats to its health. Chapter 8 cited some criteria from the Parliamentary Commissioner for the Environment which could be used to guide advice on an environmental GPS.

More, and more robust, environmental management tools

Rather than relying primarily on rules and other command and control methods, councils would have access to a wider array of policies, including market-based tools. Under a future planning system, central and local government would work more closely to:

- develop standardised methods, data and assumptions to inform effective and locally tailored strategies for adapting to climate change; and
- remove barriers to the development and use of market-based instruments.

More effective management of cumulative effects is a priority for any future planning system. The existing “predict and control” approach struggles to cope with the complexity and uncertainty of natural systems. A greater emphasis on adaptive management is needed.

Infrastructure pricing and funding that more accurately reflects actual costs, use and impacts

The prices charged for installing and using infrastructure under a future planning system would better reflect the actual costs of providing and operating those assets, and the negative externalities created by overuse. This will help to encourage more efficient locational decisions by developers, ease congestion and discourage wasteful use of scarce resources. It would also help to avoid unnecessary investment and debt costs for councils. A clearer process for central and local government to identify, assess and agree on large-scale “city-shaping” infrastructure works should help projects with wider spillover benefits to emerge and succeed. There is also scope for local authorities to make greater use of innovative procurement models, such as public-private partnerships. A future planning framework should ensure councils have the capability to use such infrastructure delivery models (Chapters 9 and 10).

Rezoning and regulatory change that adapts more rapidly to circumstances

Instead of every change in Plan provisions and land use regulations going through the Schedule 1 process, under a future planning system a larger share of land use rules would change automatically in response to pre-identified, objective triggers. In urban areas, this could include land prices hitting certain thresholds or the installation of specified infrastructure. In rural areas, land use rules could be linked to predetermined environmental standards (eg, if nutrient levels in rivers increase beyond particular levels, more stringent controls could be “switched on”). This would provide a more responsive regulatory environment.

Similarly, where price differentials between land zoned for development and non-developable land at the fringe of cities exceed thresholds set by central government, local authorities will be obliged to provide more development capacity, either through “upzoning” within established areas or through rezoning and servicing new greenfields land (NZPC, 2015). Ensuring that the commitment to bring land price inflation under control is credible, and to act where the land price threshold is exceeded, will require the Crown to have the powers and capacity to ensure land is rezoned and serviced, if necessary.

A focus on those directly affected by change, not third parties

Notification requirements in a future planning system would be more squarely focused on those directly affected by a resource consent application or land use Plan change. This would better align the operation of

the system with its fundamental purpose of managing negative externalities. It would also reduce the opportunities for vexatious litigation, and increase the certainty and timeliness of decisions.

The general public would continue to be able to participate in the processes for reviewing land-use plans, but the ability to appeal council decisions on a Plan would be limited. Only those individuals or groups who could demonstrate that the changes in policy or rules would directly affect them would be able to appeal. Where the council accepted the recommendations of the permanent IHP on a change or review of a Plan, no individual or group could then appeal.

A different role for the Environment Court

The Environment Court would play a different role under the planning system proposed by the Commission. The introduction of a permanent IHP, narrower notification criteria, and more limited abilities to appeal council decisions on regulatory plans for land use, would reduce the Court's workload. This would help provide greater finality and certainty about regulatory decisions.

The Court would, however, still be needed to hear cases where:

- councils rejected recommendations from the IHP;
- directly affected parties wished to challenge a consent decision;
- applicants wanted to challenge resource consent decisions or conditions; or
- decisions of national importance were "called in".

The Environment Court would also continue to have roles and functions under other statutes.

More representative, less rigid consultation

Consultation processes about land use rules would be less regimented under a future planning system, and councils would face higher expectations. They would actively seek to:

- encourage and enable participation by people affected, or likely to be affected, by a decision; and
- understand the perspectives and interests of the full range of the community, not just those who take part in formal consultation processes.

Instead of having to use the prescriptive and rigid approach laid out in Schedule 1 of the RMA, councils would have more flexibility to select the consultation or engagement tool most appropriate to the issue under consideration (Chapter 7).

Continued recognition and protection of Māori interests

Māori have a broad range of interests in both urban development and the protection of the natural environment (Chapter 11). So there should continue to be an expectation under a future planning system that councils will engage with Māori/iwi early on in the development and review of Plans, and clear provisions to ensure that engagement. This should include the tools that currently exist in planning and other related statutes (eg, devolution and joint management arrangements), and in current planning practices (eg, the identification and protection of sites of significance to Māori and the use of cultural impact assessments).

Spatial planning as a core, and fully integrated, component

Spatial plans should be a standard and mandatory part of the planning hierarchy in a future system. New and expanded infrastructure increases the supply of development capacity and can improve the mobility of people and goods. Signalling the future location and timing of infrastructure investment is therefore important for the efficient and effective operation of land markets, and for the achievement of the goals of a future planning system. Ensuring that sufficient land (for public streets, other infrastructure networks and public open spaces) has been secured and planned ahead of development is also important for the efficient future growth and operation of cities.

In recent years a number of local authorities have recognised these benefits and adopted spatial plans that lay out their long-term vision for urban development and help to align land-use planning and the provision of infrastructure. Yet these spatial plans have no official status under the RMA, which leads to frustrating duplication of process.

Making spatial plans a formal and mandatory part of the planning system risks adding to the system's overall cost and complexity. Given the focus of spatial plans on infrastructure and transport planning, there would seem to be opportunities to partially or fully replace the infrastructure strategy requirements of the LGA and regional land transport plan requirements of the LTMA with a properly defined spatial plan. Removing some other elements of the current planning hierarchy may also be possible.

To ensure that spatial plans are sufficiently flexible to cope with the uncertain growth and evolution of urban areas over time, councils should use real-options analysis when preparing them.

Central government as a more active partner in the planning process

Central government would more clearly signal the national interests in planning decisions, and would monitor the overall performance of the planning system in meeting national goals (ie, flexibility, sufficient development capacity and accessibility) and environmental priorities.

Because poor local planning decisions can create wider social costs and residual risks for the government, central government will continue to need intervention powers. These would include the ability to override local plans in a limited set of circumstances, to co-ordinate or require common land use regulatory approaches to specific issues (eg, the installation of utilities), and to direct council infrastructure units or providers where there is a need to ensure a credible commitment to reducing land prices.

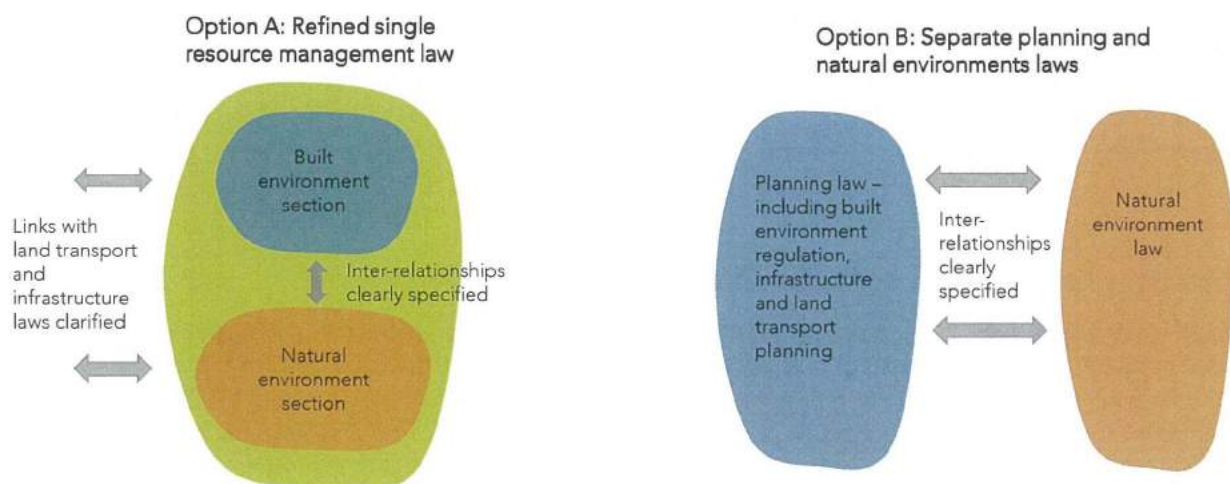
Issues still to be resolved

The Commission is seeking feedback on two issues still to be resolved

Legislative separation of planning and environmental protection?

Setting the goal of having clearer distinctions between the natural and built environments raises the question of how to reflect this in legislation. The Commission has considered two approaches – retention of a single resource management law, but with clearly separated natural and built environment sections; and establishment of two laws, which regulate the built and natural environment separately (Figure 1). Under either approach, the Commission envisages land use legislation having separate purposes and definitions for the natural and built environments. Feedback is sought on which approach would work better.

Figure 1 Two possible future legislative models



Centralisation of environmental enforcement, or greater oversight of regional councils?

Making progress on environmental priorities will require more robust monitoring and enforcement. Performance by regional councils on this front has been disappointing. Monitoring efforts are often under-resourced and enforcement decisions show evidence of some political interference (Chapter 6). This raises the question of whether different institutional arrangements would lead to better performance.

One option is to expand the Environmental Protection Authority's (EPA) role to take over national environmental regulation, enforced and monitored through a network of regional offices. A less radical alternative would be to increase oversight of council monitoring and enforcement activities. For example, the EPA or Environment Ministry could be explicitly given responsibilities to audit and report publicly on the monitoring and compliance performance of regional councils.

Feedback is sought on which of these two options would be the most effective in monitoring and enforcing environmental regulation.

Conclusion

High-performing cities have planning arrangements that enable them to succeed in a complex and dynamic environment with unpredictable long-term outcomes. Well-designed urban planning systems can contribute to greater wellbeing by helping to manage the inherent conflicts between competing citizen interests, competing values, and competing demands for resources. By providing the necessary institutional and regulatory architecture for people to make choices about their future, planning systems help to maximise the considerable benefits of living and working in cities while minimising the costs.

However, while urban planning has a legitimate and important role in addressing distinct problems of urban development, there are limits to what planning can achieve. Overly intrusive and restrictive planning will sap the dynamism of cities and erode the benefits from living and working in cities.

A review of the component parts of New Zealand's urban planning system has identified a number of deficiencies that are discussed in this report. The Commission has found that the current planning system is slow to adapt and is risk averse. Processes for updating land use rules are slow and uncertain. There is too much unnecessary, poorly-targeted regulation. Many councils have sought to manage or direct the evolution of cities in highly-detailed and prescriptive ways. Resistance to change from local residents and barriers to funding new infrastructure also inhibit a city's ability to grow and respond to change.

The system's problems have their roots in both its design and implementation. Ambiguous and broad language in current planning laws has led to overly restrictive rules in urban areas, 'scope creep', and an under-emphasis on the natural environment. The relevant primary legislation does not give prominence to urban issues, and it is difficult to set clear priorities for the natural environment. The lack of central government guidance has led to decisions that suit local interests, but which have negative wider impacts such as rising land and housing prices.

A future planning system should be forward-looking, responsive and adaptive. This means a more restrained approach to land use regulation, infrastructure that is delivered at the right time and at the right place, and infrastructure pricing and funding that more accurately reflects actual costs, use and impacts.

A new system should also make a clearer distinction between the built and natural environment and unambiguously state the important priorities, especially at the national level. This would provide the necessary guidance to councils on how to apply the law and where to put council resources.

Finally, and importantly, any future planning system will not be successful unless there are stronger professional capabilities at both the local and central government level, along with an organisational culture that is fit for purpose to meet the new demands of a future planning system. The absence of these aspects is perhaps the most important lesson and legacy from implementing the RMA.

In a future planning system, a different relationship between both levels of government will be required, one that is based on mutual understanding, collegiality and effective interactions, as both are mutually dependent on each other for their success.

As Ed Glaeser, the eminent Harvard economist says in his book, *Triumph of the cities* (2011); 'cities are humanity's greatest invention, they make us richer, smarter, greener, healthier, and happier'. To realise the potential of our greatest invention requires the best urban planning framework that we can devise. This draft report sets out what such a framework would look like and seeks feedback from interested parties on this.

Summary of questions

Chapter 7 – Regulating the built environment

Q7.1

Would it be worth moving to common consultation and decision-making processes and principles for decisions on land use rules, transport and infrastructure provision? How could such processes and principles be designed to reflect both:

- the interest of the general public in participating in decisions about local authority expenditure and revenue; and
- the particular interest of property owners and other parties affected by changes to land use controls?

Do the consultation and decision-making processes and principles in the Local Government Act adequately reflect these interests?

Q7.2

Should all Plan changes have to go before the permanent Independent Hearings Panel for review, or should councils have the ability to choose?

Q7.3

Would the features proposed for the built environment in a future planning system (eg, clearer legislative purposes, narrower appeal rights, greater oversight of land use regulation) be sufficient to discourage poor use of regulatory discretion?

Q7.4

Would allowing or requiring the Environment Court to award a higher proportion of costs for successful appeals against unreasonable resource consent conditions be sufficient to encourage better behaviour by councils? What would be the disadvantages of this approach?

Q7.5

Would it be worthwhile requiring councils to pay for some, or all, costs associated with their visual amenity objectives for private property owners? Should councils only rely on financial tools for visual amenity objectives, or should they be combined with regulatory powers?

Chapter 8 – Urban planning and the natural environment

Q8.1

What should be the process for developing a Government Policy Statement (GPS) on Environmental Sustainability? What challenges would developing a GPS present? How could these challenges be overcome?

Q8.2

Would a greater emphasis on adaptive management assist in managing cumulative environmental effects in urban areas? What are the obstacles to using adaptive management? How could adaptive management work in practice?

Chapter 9 – Urban planning and infrastructure

Q9.1

Which components of the current planning system could spatial plans replace? Where would the greatest benefits lie in formalising spatial plans?

Chapter 10 – Infrastructure: funding & procurement

- Q10.1** Is there other evidence that either supports or challenges the view that “growth does not pay for growth”?
- Q10.2** Would there be benefit in introducing a legislative expectation that councils should recover the capital and operating costs of new infrastructure from beneficiaries, except where this is impracticable?
- Q10.3** Would alternative funding systems for local authorities (such as local taxes) improve the ability to provide infrastructure to accommodate growth? Which funding systems are worth considering? Why?
- Q10.4** Would there be benefit in allowing councils to auction and sell a certain quantity of development rights above the standard controls set in a District Plan? How should such a system be designed?
- Q10.5** Should a requirement to consider public-private partnerships apply to all significant local government infrastructure projects, not just those seeking Crown funding?

Chapter 11 – Urban planning and the Treaty of Waitangi

- Q11.1** What policies and provisions in district plans are required to facilitate development of papakāinga?
- Q11.2** How can processes involving both the Te Ture Whenua Act 1993 and the Resource Management Act 1991 be better streamlined?
- Q11.3** Do councils commonly use cultural impact assessments to identify the potential impact of developments on sites and resources of significance to Māori? How do councils set the thresholds for requiring a cultural impact assessment? Who sets the fees for a cultural impact assessment and on what basis? What are the barriers to cultural impact assessments being completed in good time and how can those barriers best be addressed?
- Q11.4** What sort of guidance, if any, should central government provide to councils on implementing legislative requirements to recognise and protect Māori interests in planning? How should such guidance be provided?
- Q11.5** In what way, if any, and through what sort of instrument, should legislative provisions for Māori participation in land-use planning decisions be strengthened?

Chapter 13 – A future planning framework

Q13.1

What are the strengths and weaknesses of these two approaches to land use legislation? Specifically:

- What are the strengths and weaknesses in keeping a single resource management law, with clearly-separated built and natural environment sections?
- What are the strengths and weaknesses in establishing two laws, which regulate the built and natural environment separately?

Q13.2

Which of these two options would better ensure effective monitoring and enforcement of environmental regulation?

- Move environmental regulatory responsibilities to a national organisation (such as the Environmental Protection Authority).
- Increase external audit and oversight of regional council performance.

Findings and recommendations

The full set of findings and recommendations from the report are below.

Chapter 2 – High-performing cities

Findings

F2.1

The benefits of agglomeration result from innumerable decisions of people and firms to locate in cities. Planners do not have the information on personal preferences, capabilities, production technologies and business relationships that would enable them to engineer agglomeration benefits. Policy and planning that facilitate people and firms making location choices based on their own information and judgement are likely to produce the greatest benefits.

F2.2

City form evolves largely as the result of complex interactions of individual choices about where and how to live and conduct business. Over the longer run, the outcome of these choices, in terms of where and how a city will grow, is unpredictable.

F2.3

Well-performing cities provide an effective coordinated transport infrastructure that enables residents to get to work at a wide range of locations, at reasonable cost and in a reasonable time.

F2.4

As cities grow bigger, spatial inequalities (the segregation of people across space by income) emerge. Well-performing cities can ameliorate this tendency and its effects, through good planning and infrastructure provision that limit land price increases. Higher land prices force low-income people to live in suburbs with long travel times to available jobs and desirable amenities.

F2.5

A well-performing city uses formal and informal institutions at a sub-metropolitan level that build trust and enable residents to engage constructively in working through contested development plans and policies.

F2.6

Well-performing cities provide benefits to residents and to the wider economy through the delivery of an adequate supply of development capacity for housing. Reasonably priced housing makes it easier for workers to move to locations and jobs where they can best use their skills; and to access other amenities that make cities attractive.

Chapter 3 – A rationale for planning

Findings

F3.1

The three main and well-founded rationales for urban planning are to:

- regulate negative spillovers when people build structures, work and live near each other;
- make decisions about the provision and funding of local public goods to best meet the needs of residents; and
- invest in and run local and regional infrastructure to provide essential services for local residents and businesses; and to coordinate different infrastructure investments with land development.

F3.2

Land-use plans and planning systems vary on dimensions such as:

- whether plans focus more on outcomes than on prescriptive, detailed rules;
- whether land use regulations use directive, place-specific rules; or rules that simply prohibit types of effects on other property owners;
- the distribution of responsibilities and powers between the central government and local communities;
- the balance struck between local and national interests; and
- the extent that plans are integrated (vertically and horizontally).

F3.3

Cities present a challenge for urban planning, given that it is not possible to predict or control in a fine-grained manner their development paths. An overly directive approach to regulating land use in cities risks suppressing the diversity, creativity and entrepreneurship that successful cities display.

One response to the complex, adaptive nature of cities, is for planners to use a relatively few, simple rules that prohibit certain types of harmful spillover effects. Planners would otherwise leave households and businesses free to develop private land as they wish.

Another logical response is a collaborative, participative approach to city development in which local communities, within envelopes set by higher levels of government, work out their own provisional and adaptive solutions to emergent opportunities and threats that arise as cities develop.

Hybrids of these approaches are possible and may be optimal.

Chapter 4 – Urban trends

Findings

F4.1

The extent of New Zealand's urbanisation depends very much on the definition used. The commonly cited figure that 86% of New Zealanders live in urban areas is based on a New Zealand-specific definition. Other definitions indicate lower levels of urbanisation.

F4.2

Low-growth cities have older populations and tend to experience a greater decline in the share of their young adult population compared with faster-growing cities. As this age group makes up a large proportion of a city's working age population, population decline is likely to have a negative impact on average income growth.

F4.3

The populations of Auckland and Wellington have become significantly denser over the last fifteen years. Both cities are among the densest in Australasia, although they are not very dense by international standards.

F4.4

New Zealand cities tend to grow out rather than up. Except in Wellington, recent urban growth has largely occurred in outer suburbs.

F4.5

Spatial inequalities in levels of income and education exist in New Zealand's largest cities. Residents who earn more and are more educated tend to cluster in the inner suburbs and in suburbs with desirable natural attributes. By contrast, residents who earn less and are less educated tend to cluster in the outer suburbs.

F4.6

Many New Zealand councils have policies aimed at creating a compact urban form for their cities. Yet most have struggled to achieve this goal, particularly in densifying their inner-city suburbs.

Chapter 5 – The urban planning system in New Zealand

Findings

F5.1

There has been considerable debate about the purpose of the Resource Management Act 1991, and the practical implications of "sustainable management" for council plans and rules. Confusion about the purpose of the RMA in its early years made it harder for councils to develop and implement land use plans.

F5.2

The differing purposes of the three planning Acts create internal tensions, duplication, complexity and costs.

F5.3

The founders of the Resource Management Act envisaged it as an enabling statute that would produce "tightly targeted controls that have minimum side effects". The RMA has failed to deliver on this goal. Critics charge the RMA with creating excess costs, complexity and poor regulation, while many councils have struggled to make "effects-based" plans work.

F5.4

Appeal rights in New Zealand are broader than in other comparable jurisdictions. The ability to appeal provisions of Plans is particularly unusual.

F5.5

The carrying over of old traditions and institutions from the former Town and Country Planning Act, capability gaps, and local government restructuring, contributed to the Resource Management Act failing to achieve its potential.

F5.6

Although local authorities are required to ensure that their plans, policies and regulations are necessary, efficient and effective, these checks and balances have had disappointing effects.

F5.7

Apart from land transport, central government has, until very recently, played a relatively weak role in leading and managing the planning system.

F5.8

After decades of greater devolution of planning powers to local government, recent developments have seen a trend towards central control.

- Amendments to the Local Government Act have narrowed the purpose of local government, introduced more planning requirements, imposed standardised reporting obligations on councils, and given central government more powers to intervene.
- Amendments to the Resource Management Act have increased Ministerial powers to direct changes to plans, removed some decisions from councils, and increased the expectations for regulatory analysis.

F5.9

A notable recent trend has been legislative exceptions to the main planning system to meet the governance needs or challenges of particular areas (Auckland, Waikato and Canterbury), as central government has promoted national goals over local interests.

F5.10

Continual reform of the planning statutes has increased their complexity, reduced the coherence of the legislative frameworks, and made it harder for councils to implement the planning system and for the general public to participate in it.

Chapter 6 – Outcomes from the current system

Findings

F6.1

Air quality generally complies with national standards, is good by international levels, and has improved against some measures. However, air quality problems remain in some smaller New Zealand cities and towns.

F6.2

The proportion of New Zealanders serviced by safe drinking water is high and has marginally increased over time, reflecting tighter regulation, support from central government and increased investment from local authorities in water treatment. Compliance with drinking water standards is higher in more populous areas.

F6.3

Freshwater quality is generally lower in waterways that flow through predominantly urban areas. The sources of pollution in urban waterways typically include sewage leaks and stormwater run-off.

F6.4

Net and total greenhouse gas emissions increased from 1990 to 2014 by 54% and 23% respectively. Most of the increases were due to road transport activities, agriculture and reduced carbon dioxide absorption from forests.

F6.5

Housing affordability, as expressed as the portion of the community paying more than 30% of disposable income on housing, has deteriorated significantly over the past 25 years. People on lower incomes feel the burdens of this deterioration most heavily.

F6.6

Congestion levels in major New Zealand cities have been broadly steady for the past 10 years, and traffic-related accident and fatality rates have been falling since the 1970s. Despite recent improvements, New Zealand still has relatively high rates of traffic deaths by the standards of other developed countries

F6.7

Urban New Zealanders currently have good access to green space.

F6.8

New Zealand has low levels of public transport use by developed world standards, and rates of public transport use have been broadly stable since the early 2000s.

F6.9

A slightly higher proportion of New Zealanders live in dwellings connected to sewage treatment systems than OECD averages. Available comparative information suggests that New Zealand sewerage systems compare unfavourably against a number of international performance benchmarks.

F6.10

The absence of national standards and local or political resistance has limited the planning system's ability to manage pollution of fresh water or cumulative pollution.

Chapter 7 – Regulating the built environment

Findings

F7.1

The planning system shows considerable evidence of unnecessary, excessive and poorly-targeted land use regulations.

F7.2

Many local authorities in New Zealand discourage or prevent the development of commercial activity outside designated centres. Local and international experience with such policies suggests that they often fail to achieve their objectives and can act as barriers to competition and productivity growth.

F7.3

In trying to protect existing city and town centres, some New Zealand urban local authorities have sought to reduce retail and commercial competition from other locations.

F7.4

A number of councils apply very detailed controls on the types and sizes of businesses that can operate in particular zones. These controls are unlikely to be ideal, not least because such rules can take a long time to change and inevitably lag developments on the ground.

F7.5

Council requirements on some developments to undergo urban design assessments are leading to poor exercises of regulatory discretion. Urban design criteria can lack clarity and precision, and design advice to resource consent applicants can lack perspective, consistency, or a sense of their cost or economic implications.

F7.6

The planning system has struggled to provide adequate supplies of development capacity for residential and non-residential uses. A number of councils have tried to protect industrial-zoned land supplies, while the price of residential and commercial land has increased at much faster rates.

F7.7

The planning system has an inherent status quo bias and risk aversion, reflecting

- the incentives on property owners to oppose changes they perceive may put the value of their assets or character of their neighbourhood at risk, and the avenues open to them to pursue their interests;
- the pressure placed on councils not to set rules and policies that enable development; and
- an overemphasis in the implementation of the RMA on managing or avoiding adverse effects, which does not sit well with the dynamic nature of urban environments.

F7.8

The current planning system is too often blind to price signals, leading to poor responsiveness, and undersupply of development capacity, and misdirection of effort.

F7.9

Councils face procedural barriers in responding to changing circumstances and preferences through the planning system. The current processes for changing land use controls through the RMA can take considerable time to complete.

F7.10

Councils overuse land use rules in part because

- they lack some alternative tools (such as road congestion charges), and
- political barriers hinder the full use of existing alternative tools.

F7.11

The planning system lacks clear statutory limits. This has led the system to respond to a growing variety of social and other issues, without considering whether land use planning is the most effective and efficient mechanism for their resolution.

F7.12

Current institutional arrangements do not provide the level of scrutiny over land use regulation that they could. While the Environment Court plays an important role as a check on local authority regulation, it only has the opportunity to review those rules or provisions that have been appealed. As a result, only a limited proportion of a District Plan's rules are subject to thorough scrutiny.

F7.13

Central government lacks the capability and systems needed to support timely and well-informed intervention on issues of local land use regulation, or effective engagement with local authorities on planning issues.

Recommendations

R7.1

Future urban planning legislation should clearly prioritise responding to growth pressures, providing land use flexibility, and supporting the ability of residents to easily move through their city.

R7.2

Information about land price should be a central policy and monitoring tool in any future planning system, and should drive decisions on the release, servicing and rezoning of development capacity.

R7.3

A future planning system should allow for more responsive rezoning, in which land use controls can be set in anticipation of predetermined and objective triggers and activated once those triggers are reached.

R7.4

A future planning system should focus urban notification requirements (and any associated appeal rights) on those directly affected, or highly likely to be directly affected, by a proposed development. This would better align the planning system with the fundamental purpose of managing negative externalities.

R7.5

Any appeal rights on Plans in a future system should be limited to people or organisations directly affected by proposed plan provisions or rules.

R7.6

Consultation requirements under a future planning system should:

- give councils flexibility to select the most appropriate tool for the issue at hand;
- allow councils to notify only affected parties of Plan changes that are specific to a particular site;
- encourage and enable participation by people affected, or likely to be affected, by a decision; and
- encourage the use of tools that ensure the full spectrum of interests is understood in council decision-making processes, and that allow the public to understand the trade-offs involved in decisions.

R7.7

A permanent Independent Hearings Panel should be established to consider and review new Plans, Plan variations and private Plan changes across the country. As with the Auckland and Christchurch IHPs:

- councils should retain the rights to accept or reject recommendations from the permanent Independent Hearings Panel; and
- once a council accepts a recommendation from the permanent Independent Hearings Panel, appeal rights should be limited to points of law.

R7.8

A future planning system should enable councils to provide targeted infrastructure or services investment (eg, the expansion of green spaces or upgrades to existing community facilities) for areas facing significant change, to help offset any amenity losses.

R7.9

Central government should develop processes to more clearly signal the national interest in planning, and have protocols to work through the implications of these national interests with local authorities. It should also monitor the overall performance of the planning system in meeting national goals (ie, flexibility, sufficient development capacity and accessibility).

R7.10

In a future planning system, central government should have the power to

- override local plans in a limited set of circumstances,
- co-ordinate or require common land use approaches to specific issues, and
- direct council infrastructure units or CCOs to increase their supply, where the differential between the price of developable and undevelopable land exceeds a pre-determined threshold.

Chapter 8 – Urban planning and the natural environment

Findings

F8.1

Efficient management of the natural environment in urban areas requires an understanding of links between the different components of the natural system, and of how decisions that affect one component of the system influence other parts of the system. This requires specialist scientific knowledge supported by reliable data.

F8.2

Philosophical tensions are at the core of the Resource Management Act. Successive governments have failed to find a way to efficiently represent different perspectives and reconcile these tensions.

F8.3

Sustainability and sustainable development are core principles of New Zealand's planning system. Yet the philosophical lens through which actors in the system should interpret these concepts has never been clear.

F8.4

Failure to provide clarity around the purpose of the RMA has resulted in:

- interpretations of the statute that seem inconsistent with the reported intent of the Act;
- inconsistency in how councils administer the law;
- reduced accountability for public decision makers who lack clear benchmarks against which their performance can be assessed;
- regulatory creep as councils bring an ever-increasing scope of issues under the banner of "sustainable management"; and
- a loss of focus in urban areas on maintaining the integrity of ecosystem services.

F8.5

The Environmental Reporting Act 2015 is a significant step forward in the development of sound environmental data. However, it is unclear how the data collected will link with monitoring the effectiveness of land use regulation.

F8.6

Recent steps to strengthen central government oversight of the Resource Management Act have focused predominately on process indicators (such as the time taken to process consents) rather than the environmental outcomes of planning decisions.

F8.7

The core functions of urban planning will play an important role in adapting to climate change. This role will need to be reflected in any future planning system.

F8.8

Adapting to a changing climate will require more than simply strengthening planning legislation. Improvements in other parts of the planning system will be required, including:

- standardising the methods, data and assumptions used as the basis for developing adaptation strategies;
- improving understanding of the costs and benefits of alternative adaptation strategies (both within local and central government and within affected communities);
- identifying people, places and infrastructure that are most vulnerable to the impacts of climate change and prioritise them accordingly; and
- improving understanding of the interaction between existing stresses on the environment and the impacts of climate change.

F8.9

Evidence shows that increasing residential density can reduce vehicle use in some situations. But also it shows that local factors (other than density) are at least as important in influencing travel behaviour.

F8.10

Evidence on the proposition that higher-density cities in New Zealand are more environmentally sustainable is ambiguous at best.

Recommendations

R8.1

A future planning system should include a Government Policy Statement (GPS) on environmental sustainability. The GPS should:

- set out a long-term vision and direction for environmental sustainability;
- establish quantifiable and measureable goals against which progress would be monitored and reported on; and
- establish principles to help decision makers prioritise environmental issues when faced with conflicting priorities or scarce resources.

R8.2

Before attempting to use urban planning as a means of reducing GHG emissions in New Zealand, a more robust empirical research base should be developed reflecting New Zealand circumstances. Specifically, research should aim to improve the government's understanding of local factors that shape urban GHG emissions in New Zealand, and the extent to which urban planning can influence these factors.

R8.3

Central and local government should develop an agreed set of principles to govern the development of national regulations that have implications for the local government sector. This should be along the lines of the 'Partners in Regulation' protocol recommended in the Commission's report *Towards Better Local Regulation* (2013).

R8.4

When regulating urban spillovers affecting the natural environment, a future planning system should provide government bodies access to the full suite of policy tools including market-based tools.

Chapter 9 – Urban planning and infrastructure

Findings

F9.1

Infrastructure assets:

- are long-lived;
- are lumpy;
- are highly place specific and inflexible;
- are irreversible;
- are typically part of a network;
- need to be coordinated often; and
- may require public funding.

Providers of infrastructure are exposed to many risks, including that demand may be less than expected and their assets are underused or stranded. This puts a premium on effective planning, procurement, monitoring and funding processes.

F9.2

The current infrastructure planning and provision systems are insufficiently responsive, do not always align infrastructure supply and land use rules, and lack tools for the provision of city-shaping assets.

F9.3

Institutional and governance arrangements for “three waters” infrastructure act against responsive supply.

F9.4

Real-options analysis is a useful tool for planners making decisions about infrastructure and land use because it builds in flexibility to cope with the uncertain evolution of urban spaces over time. It can help planners reduce the risk of worse-than-expected outcomes and take advantage of upside opportunities as they emerge.

F9.5

Fragmented and small-scale water networks in New Zealand, the uncertain net benefits of mergers, and the high costs of setting up alternative institutions mean that the Commission does not see merit in proposing large-scale structural reform for urban water services. However, there is considerable scope for improved performance in the delivery of water services.

F9.6

Facilitated discussions involving central government, local government and private sector organisations can be effective in developing a shared understanding of land-use demand and associated infrastructure needs, and in prompting desirable investments.

F9.7

The Auckland Transport Alignment Project is a promising institutional innovation to enable the council of a major city and central government to work together and consider a central funding contribution when a major programme of urban infrastructure has national spillover benefits.

Recommendations

- R9.1** Spatial plans should be a standard and mandatory part of the planning hierarchy in a future system. Spatial plans should be tightly defined and focus on issues closely related to land use, in particular the provision of water and transport infrastructure and community facilities (eg, green space, reserves, conservation areas, and libraries), protection of high value ecological sites, and natural hazard management.
- R9.2** As part of the transition to a future planning system, central government should establish a centre of excellence or resource that councils could draw on to conduct real-options analysis in the development of land use plans.
- R9.3** A future planning system should include institutions or formal processes through which councils and central government can work together to assess major programmes of urban infrastructure investment with wider spillover benefits.

Chapter 10 – Infrastructure: funding & procurement

Findings

- F10.1** An efficient infrastructure funding system would consider three important issues: peak load pricing, connection charges and marginal cost pricing.
- F10.2** Financial modelling provides some support for arguments made by councils that it can take a long time to recover the costs of new infrastructure.
- F10.3** Financial, legislative and political barriers are limiting the ability of local authorities to efficiently recover the costs of infrastructure.
- F10.4** Regulatory barriers do not seem to prevent councils from using PPPs. Yet the small scale of many local government projects and a lack of experience with PPPs may make councils and the private sector reluctant to engage in them.
- F10.5** Examples such as the Waikato region Local Authorities Shared Services Limited illustrate the advantages for councils from joint procurement, particularly when this is founded on a regional approach to planning for infrastructure that extends beyond the boundaries of individual councils.

Recommendations

- R10.1** A future planning system should allow councils to:
- set volumetric charges for both drinking water and wastewater; and
 - apply prices for the use of existing local roads where this would enable more efficient use of the road network.
- R10.2** Councils should use targeted rates to help fund investments in local infrastructure, wherever the benefits generated can be well defined.

R10.3

A future planning system should enable councils to levy targeted rates on the basis of changes in land value, where this occurs as the result of public action (eg, installation of new infrastructure, upzoning).

R10.4

A future urban planning system should give councils the capability to use a wide range of innovative infrastructure delivery models, including public-private partnerships. Councils, either alone or through joint agencies, will need to develop the capabilities to operate such models successfully. Future arrangements could build on current regional shared-services initiatives that increase project scale and develop project commissioning expertise.

Chapter 11 – Urban planning and the Treaty of Waitangi

Findings

F11.1

Māori have a broad range of interests in urban development arising from connections with ancestral lands; a desire to live in spaces identifiably Māori; their individual and collective ownership and development of urban land; and their desire for prosperity and wellbeing. Some of these interests are more closely connected to urban land-use planning than others.

F11.2

Treaty settlements have often given iwi and hapū a significant role in the governance and management of environmental features and resources. At the same time, the settlement process has strengthened iwi and hapū capabilities and provided resources that enable stronger participation in environmental planning under the Resource Management Act.

F11.3

Māori engagement in urban land-use planning is growing as a result of improving capability in local authorities and Māori groups, experience from successful practice (often stimulated by Treaty settlements) and strengthening relationships. Yet the system's performance has proven uneven, due to factors such as:

- constraints on the capability of some councils and some iwi to engage with each other;
- lack of clarity about how to implement legislative requirements for Māori participation in planning; and
- varying expectations about the nature of council–Māori relationships.

F11.4

There is broad support for carrying forward into any new urban planning system the current general regulatory framework for recognition and protection of Māori interests and for Māori engagement in land-use planning.

Chapter 12 – Culture and capability

Findings

F12.1

A number of historical influences have shaped the planning culture in New Zealand:

- during the chaotic growth and widespread disease brought on by the Industrial Revolution, planning embraced the moral precept of doing good for society by bringing “order” and “certainty”;
- the traditions of the English Garden City movement and a belief that planning, and the shape of the physical environment, is vital for the health and wellbeing of the community;
- the legislative frameworks, planning models and traditions imported from Britain, along with a workforce of influential British planners;
- a belief that urban areas need to be contained to protect agricultural soils, and that this was important for New Zealand’s national identity; and
- the New Urbanism model of planning, that emerged from the United States in the early 1980s, and its belief in the role of design in achieving better cities and also shaping a better society.

F12.2

A “procedural” view of planning dominates the professional identity of the planning profession in New Zealand and overseas. This perspective of planning emphasises how planners can make planning processes work more effectively, rather than examining whether planning is the best tool for achieving a desired social outcome.

F12.3

Planning institutes see planning as making a positive contribution to a broad range of social outcomes. The profession appears to have developed a “cultural licence” to assert specialist knowledge in a wide range of socio-economic and environmental issues – often with little specialist training in the area.

F12.4

The New Zealand Planning Institute provides an important source of cultural leadership for the planning profession. Cultural messages are transmitted through the accreditation of university courses, the direct provision of professional development opportunities, and by rewarding good practice.

F12.5

The planning profession in New Zealand has struggled to carve out a unique professional identity. In the absence of a strong professional identity founded on disciplinary knowledge, planners tend to fall back on legislation to define their role in the planning system.

F12.6

Planning practices can be influenced by the organisational culture of councils, particularly in areas such as the relationship between planners and iwi/Māori and the openness of councils to new and innovative approaches to planning tasks.

F12.7

Good planning outcomes are more likely to be achieved when planning cultures:

- insist on robust, evidence-based, outcome-focused decision-making;
- value continuous learning and feedback (ie, learning cultures);
- empower staff to “speak-up” and challenge existing practice;
- stress the importance of being open, transparent and accountable;
- view facilitation and public education as important “planning tools”;
- value operational flexibility and adaption to changing socio-economic or environmental conditions;
- recognise the significance of the civic responsibility that comes with using the coercive powers of the state; and
- acknowledge and respect the boundaries of planning’s influence.

F12.8

A well-functioning planning system requires central and local government to have access to specialist technical knowledge such as engineering, economics, legal analysis and environmental science. Just as important are “soft skills” such as communication, mediations and facilitation skills and an understanding of Māori worldviews.

F12.9

No standard assessment of planning capability currently exists, and the available indicators have limitations. Even so, these indicators suggest:

- not all planners have planning related qualifications – around 20% to 30% have qualifications in other disciplines;
- many councils have difficulty finding qualified staff to fill planning positions – particularly for consent planners (NZPI members appear to have fewer problems attracting staff);
- the planning profession is used to ongoing professional training, and planners generally consider the standard of existing training to be high; and
- a high proportion of consent applications are completed within statutory timeframes (although speed is a poor indicator of capability).

F12.10

Many councils have capability gaps in technical areas such as economics and environmental science. These gaps hinder the ability of councils to undertake rigorous evaluation of the costs and benefits of alternative policy options and planning proposals. Some councils also lack the capability to engage effectively with iwi/Māori.

F12.11

Successful reform of the planning system will require central government to:

- develop a firm understanding of the institutional forces that act against change – that is, the sources of cultural inertia;
- recognise the importance of universities and professional bodies as agents of change (and engage with them accordingly);
- develop feedback loops that reward planning approaches that align with the objectives of the system (and that discourage behaviours that do not so align); and
- more tightly define the role of urban planning.

Recommendations

R12.1

A future planning system should place greater emphasis on rigorous analysis of policy options and planning proposals. This will require councils to build their technical capability in areas such as environmental science and economics. It would also require strengthening soft skills – particularly those needed to engage effectively with iwi/Māori.

R12.2

Central government should improve its understanding of urban planning and knowledge of the local government sector more generally. An improved understanding will help promote more productive interactions between central and local government.



Attachment 9



Rangitikei District Council

Kauangaroa Road Speed Limit Development Rating Survey

September 2016

RECEIVED

- 5 SEP 2016

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Table of contents

1.	Introduction	
1.1	Background	1
1.2	Purpose of this report	1
1.3	Disclaimer	1
1.4	Assumptions.....	1
1.5	Location	1
2.	Findings	2
2.1	Speeds on Kauangaroa Road.....	2
2.2	Threshold Treatment	2
2.3	Development Rating Survey Findings	2
2.4	Crash History	2
3.	Recommendations	2
3.1	Introduce a new 80 km/h Speed Limit	2
3.2	Threshold Treatment of 80/100 Speed Change Point.....	2
4.	Likely Outcome	4

Figure index

Figure 1 Location Map	1
Figure 2 Proposed speed limit change points	3

Appendices

Appendix A – Speed Limit Survey Form (Rating Diagram)	
Appendix B General Information Form	
Appendix C CAS Coded Summary Crash Report	
Appendix D CAS English Summary Crash Report	

1. Introduction

1.1 Background

Rangitikei District Council received a complaint from residents in Kauangaroa Road about the high speed of traffic travelling through their rural community at Kauangaroa. They requested the 100 km/h speed limit be lowered from 100 km/h to 80 km/h from west of the Whangaehu River Bridge to 800 metres east of the Whangaehu River Bridge.

1.2 Purpose of this report

GHD was engaged to consider what practicable steps could be taken to address this speed problem and to ascertain whether or not the speed limit on Kauangaroa Road could/should be altered as requested by residents.

1.3 Disclaimer

This report: has been prepared by GHD for the Rangitikei District Council and may only be used and relied on by Rangitikei District Council for the purpose agreed between GHD and the Rangitikei District Council as "Principal".

The opinions, conclusions and any recommendations in this report are based on conditions encountered and information reviewed at the date of preparation of the report. GHD has no responsibility or obligation to update this report to account for events or changes occurring subsequent to the date that the report was prepared.

1.4 Assumptions

The speed limit development rating survey was undertaken in accordance with the requirements of the "Land Transport Rule: Setting of Speed Limits (2003)".

1.5 Location

The speed limit survey was undertaken along Kauangaroa Road starting at the Whangaehu River Bridge over a distance of 800 metres through the settlement of Kauangaroa.

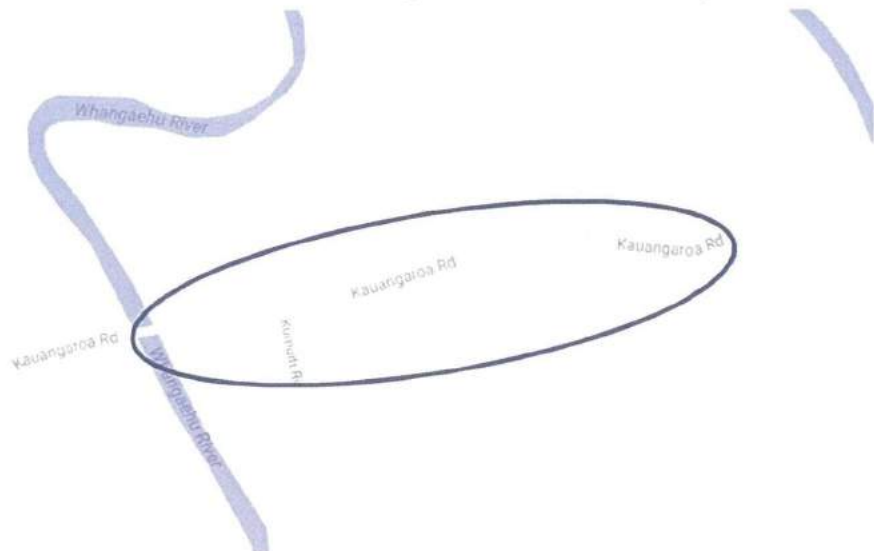


Figure 1 Location Map

2. Findings

2.1 Speeds on Kauangaroa Road

Traffic heading through Kauangaroa is travelling in an open road speed limit. Accordingly it is estimated that the mean speed is about 80 km/h while the 85th percentile speed is closer to 90 to 100 km/h. Site observations indicate that the traffic does not appear to slow down as it travels through Kauangaroa so they are still travelling at open road speeds past the Marae and residences in the settlement area.

2.2 Threshold Treatment

At the moment, the only visual triggers and constraints to vehicle operating speeds are the Whangaehu Bridge at the western end of Kauangaroa and the windy section of road to the east.

There are no other visual cues to drivers to alert them to the change in speed environment as the settlement has a strong rural feel about it.

2.3 Development Rating Survey Findings

The survey results show the average development rating for the 800 metre long length of Kauangaroa Road from the Whangaehu Bridge to the east is 4.0 units per 100 metres. This equates to an 80 km/h speed limit.

2.4 Crash History

Only one crash has been reported by the Police in the past ten years within the Kauangaroa settlement area. It was a non-injury crash in which a bus hit a stray animal on the road. The crash date was the 12th of November 2008.

3. Recommendations

There are two recommendations as follows:

3.1 Introduce a new 80 km/h Speed Limit

It is recommended that Council give serious consideration to introducing a new 80 km/h speed limit along Kauangaroa Road from the western end of the Whangaehu River Bridge as shown in Figure 2 below. (Note: This would be located in Whanganui District so the Whanganui District Council would need to agree to the Speed Change threshold point being erected on their road)

The proposed 80 km/h speed limit would run for 800 metres to the east of the Whangaehu River Bridge to meet the minimum distance requirement of the Land Transport Rule: Setting of Speed Limits (2003).

3.2 Threshold Treatment of 80/100 Speed Change Point

It is recommended that some form of threshold treatment be introduced at the 80/100 km/h speed limit change points. This should make the 80 km/h speed limit signs more conspicuous and, if done correctly, will provide a strong visual cue to drivers that they need to slow down before they get to the speed limit change point. Ways of doing this include:

- Gating the 80 km/h speed limit signs.

- Placing a blue and white backing board behind the speed limit roundel with Kauangaroa written on them.
- Or putting the larger 80 km/h roundel on twin or triple white painted posts to give the appearance of a gate narrowing down the road.
- Constructing a low kerbed garden with low growing vegetation around the base of the signs to give the appearance that the road narrows at this point.
- Painting a flush median along the centreline of the road between the speed limit signs.



Figure 2 Proposed speed limit change points

4. Likely Outcome

If these recommendations are adopted and implemented by Council we would expect a drop in the number of vehicles travelling through the settlement at higher speeds than the majority of drivers do at present. If we can lower the speed of the top 15% of drivers, there will be a noticeable reduction in perceived speeds as well as having a tighter spread of speeds to make it easier for local residents to estimate the speed of approaching traffic when turning across Kauangaroa Road. It will also be better for pedestrians walking across the road so they are not caught out by those drivers travelling well above the average speed of other drivers.

Installing gated speed limit signs with some form of threshold treatment will also have the effect of making the speed limit change point more conspicuous. This will encourage drivers to slow down before they drive into the settlement thereby improving the safety of adjoining residential properties along Pauangaroa Road through lower vehicle operating speeds.

Appendices

Appendix A – Speed Limit Survey Form (Rating Diagram)

72

Land Transport Rule

Appendix II

Survey forms

SPEED LIMIT SURVEY FORM (RATING DIAGRAM)

Road Controlling Authority Rangitikei DC at Kauangaroa
 Road Kauangaroa Rd from Whangape to other side of settlement
 Surveyed by Roger McLEAY Date 12/08/2016

TO	DEVELOPMENT RATING			ROADWAY RATING							Total	Notes
	Frontage	Side road	Sub Total	Peds	Cyclist	Parking	Geometry	Traffic Control	Use	Sub Total		
1.0	0	0	0									
0.9	0	0	0									
0.8	0	0	0	1	1	1	0	0	0	3	0	
0.7	4	0	4	1	1	1	0	0	0	3	7	
0.6	1	0	1	1	1	1	0	0	0	3	2	
0.5	2	0	2	1	1	1	0	0	0	3	4	
0.4	0	0	0	1	1	1	0	0	0	3	0	
0.3	2	2	4	1	1	1	0	0	0	3	7	at School
0.2	0	3	3	1	1	1	0	0	0	3	6	Kumutini Road at House
0.1	3	0	3	1	1	1	0	0	0	3	6	Whangape River
FROM 0.0												

$\frac{32}{8} = 4.0$

Average rating between _____ and _____ equals _____

Appendix B General Information Form

Setting of Speed Limits

73

GENERAL INFORMATION FORM

Instructions: Circle the answer, tick the box, describe or fill-in data as appropriate.

Road controlling authority Rangitikei DC at Kauarua
 Road Kauarua from Whangape R to 800 metres west of river
 Surveyed by Roger McLEAY Date 12/08/16 Bridge

1. The surrounding land environment is: Fully developed urban ☐
 Low density urban ☐ Urban fringe ☐ Rural settlement ☒
 Rural selling place ☐ Fully rural ☐ Holiday resort ☐
2. The classification of this section of road is: Arterial ☐ Collector ☒
 Local ☐
3. What is the length of road under consideration? 800 m
4. What is the current speed limit on the road? 100 km/h
5. What are the speed limits on the adjoining road sections? 100 km/h,
100 km/h
6. Are there any features that would provide suitable change points between limits?
 Yes / No Describe: Whangape River Bridge
7. Is the road divided by a solid or flush median? Yes / No
 Solid ☐ Flush ☐
 Note: a median should extend for at least 500 metres.
8. How wide is the median? NA m
9. Does the median provide sufficient width and turn slots to provide adequate protection for turning and crossing vehicles? Yes / No
10. How many lanes? 2 What is the typical lane width? 2.3 m
 Note: count only the number of through lanes normally used by drivers.
11. Note any special lanes, eg, cycle lanes: None

continued

12. What is the setback of the through traffic lanes to the property boundary?

6.5 m

Note: If the development is similar on both sides of the road, use the lower value. If development is not balanced, use the setback on the more-developed side.

13. Is there a consistent standard of street lighting? ~~Yes~~ / No

14. What is the mean speed 60 km/h and 85th percentile speed 90 km/h for free-running vehicles on this section of road.

15. Examine crash data for the section of road for the previous two years. Note any changes that have occurred that may affect crashes. 12/11/2008

One recorded crash involving a bus hitting a stray animal on the road

Number of injury crashes/100 million vehicle km (two-year average): 0

List any special crash types Unreported because of isolation

16. Are there any special traffic conditions or roadside developments that may affect speeds, or require special consideration? Describe: Local Market, school bus, children.

Figure 1. The effect of the concentration of the *Agrobacterium* suspension on the transformation efficiency of *Agrobacterium* strains. The *Agrobacterium* strains were grown in YEA medium for 24 h at 28 °C. The cell concentration was adjusted to 1.0 × 10⁸ cells/mL. The cell suspension was then diluted with distilled water to the required concentration. The cell suspension was then mixed with the plant tissue and the mixture was incubated for 24 h at 28 °C. The plant tissue was then washed with distilled water and the transformation efficiency was determined by PCR. The results are shown as the mean ± SD of three independent experiments. The data were analyzed by one-way ANOVA. The differences between the groups were significant at the 0.05 level.

Figure 1. The effect of the number of iterations on the accuracy of the proposed algorithm. The accuracy of the proposed algorithm increases with the number of iterations. The accuracy of the proposed algorithm is 100% when the number of iterations is 100.



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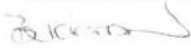

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Document Status

Revision	Author	Reviewer		Approved for Issue		
		Name	Signature	Name	Signature	Date
	Roger McLeay	Brian Hickton		Alex Chisholm		2/09/2016

Attachment 10

Complaints

We are committed to resolving issues and delivering a timely, professional and courteous service. When we work to resolve issues, we enter into a relationship with our complainants, based on mutual honesty and respect.

If you require a service, such as noise control, animal control or litter collection, please [contact us](#).

If you have done this and feel dissatisfied with our service, we encourage you to [let us know](#) through our complaints process.

A complaint is an expression of dissatisfaction by one or more of our customers, citizens, ratepayers or visitors about:

- our action or lack of action
- our decision
- the standard of service received from our staff or contractors.

How we manage complaints

Our complaints policy sets out guiding principles for our staff to follow when handling complaints. If you would like further information on this policy, please feel free to [contact us](#).

Depending on your issue, we will either manage this through one of our central teams or work alongside the particular business area involved to seek a resolution.

Our standard response timeframe is an acknowledgement within three working days and a response in 10 working days. However, if the issue needs more time we will let you know and keep you updated.

There may be situations where we can't help, but we will try to suggest alternative options, such as the Citizen's Advice Bureau for civil matters, independent legal advice where appropriate, or other government agencies that might be able to assist.

Our team

We have a dedicated Complaints and Issues Resolution Team, including relationship managers, who:

- coordinate a response
- oversee any issues.

They also assist business units manage issues relating to services they provide.

Let us know

If you feel that we have let you down in some way, please tell us what has happened, what you expected and what you think we can do about it.



Online

[Online complaint form](#)



Phone

09 301 0101

24 hours, 7 days a week, toll free for residential landlines within Auckland Council boundaries (toll free calls are not allowed by all service providers).



Visit us

[Your nearest customer service centre](#)



Mail

Complaints and Issues Resolution Team
Auckland Council
Private Bag 92300

Victoria Street West
Auckland 1142

We appreciate your feedback and view it as an opportunity to learn and improve our services.

If you are following up on an earlier complaint please have your reference number on hand.

Still have concerns?

If you are not satisfied with our response to your complaint, [contact us](#) and we will consider your concerns and carry out a fair review.

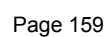
Please provide the reference number of your initial complaint and a brief description of what has happened to date.

If we can't resolve the issue together

If after working together to resolve the issue you are still not happy with the outcome, you can contact the [Office of the Ombudsman](#).

They will consider an impartial review of the processes we have applied when dealing with your complaint.

Auckland Council: How it deals with complaints



Auckland Council: How it deals with complaints

Presented to the House of
Representatives under section 20 of
the Public Audit Act 2001.

August 2016

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Contents

Auditor-General's overview	3
Our recommendations	5
Part 1 – Introduction	6
The purpose of our audit	6
The role of Auckland Council	6
What we audited	8
What we did not audit	9
How we carried out our audit	9
Structure of this report	9
Part 2 – Auckland Council's approach to managing complaints	10
The policies and process for managing complaints	10
Ensuring consistency throughout Auckland Council	14
Staff understanding of the importance of complaints	15
Part 3 – Making and dealing with complaints	16
Ease of making a complaint	17
Allocating responsibility for managing complaints	20
Handling complaints	22
Escalating complaints	24
Managing expectations	25
Communicating the decision	26
Part 4 – Improving processes and services	28
Reporting complaints information to senior management	28
Using complaints and other information to inform service improvements	30
Sharing information with the public and staff	32
Figures	
1 – Monthly complaints from November 2010 to December 2015	8
2 – Auckland Council's complaints-handling process	12
3 – Setting complainants' expectations	26
4 – Enterprise booking project	31

Auditor-General's overview

Complaints can be a valuable source of information for improving services and systems. How well an organisation deals with complaints can show how committed it is to providing a high-quality service to people.

When Auckland Council (the Council) was set up in November 2010, it brought together eight councils that each had their own approach to handling complaints. The Council set up a single organisation-wide system to manage complaints at that time.

In 2013, the Council began a project to build on this complaints system, taking into account best practice guidelines published by the Office of the Ombudsman.

As part of my periodic reviews of the Council's service performance, I audited the results of the work the Council has carried out to improve its complaints-handling process since 2013. At the time of our audit, the Council still had to finish implementing some aspects of its project, including introducing a new customer relationship management system that would better handle complaints information (the new system).

The Council makes it easy for people to complain in various ways, including to any Council staff member or elected member. Staff will try to deal with the issue straight away. If that is not possible, the complaint will be logged and dealt with according to the Council's complaints process.

The Council has designed a process that is flexible enough to record all complaints, regardless of how they come into the Council and which department manages them, while trying to handle all complaints to a consistent standard.

The Council has a focus on resolving complaints, and most are dealt with in a timely manner.

The Council has used complaints information to identify patterns and persistent or systemic issues so that it can investigate and fix them. My staff found many examples of the Council changing its practices to improve services as a result of complaints and other comments.

The Council could do better in some aspects – in particular, collecting information from the complainant's perspective.

Recently, the Council carried out research that consisted of 12 in-depth interviews with people who had made a complaint in December 2015 or January 2016. This provided some valuable insights from the complainant's perspective about how the Council handled their complaint. To handle complaints more effectively, the Council could do more of this type of work.


Also, the Council acknowledged that its current complaints system has limitations. For example, the system does not allow the Council to easily track and report on complaints that have been passed between departments or escalated to a higher level.

With the introduction of the new system, the Council expects to be able to carry out more sophisticated tracking and analysis of complaints, including any that are transferred between multiple departments and that take too long to resolve. I encourage the Council to take advantage of this new opportunity.

In my view, the Council should systematically collect and review enhanced performance information, including information from a complainant's perspective and information that will be more readily available with the new system. It should use this information to assess how effectively it deals with complaints and identify potential improvements to its complaint-handling process.

The Council could also do more to inform the public and staff about improvements it makes to its services as a result of complaints and other information. This would increase confidence that the Council takes complaints seriously and acts on them.

I thank the Council and its staff for their time and co-operation.

A handwritten signature in black ink, appearing to read 'Lyn Provost', with a stylized, cursive script.

Lyn Provost
Auditor-General

16 August 2016

Our recommendations

1. We recommend that Auckland Council collect and review information that is more comprehensive, including information from a complainant's perspective, and use it to assess how effectively and efficiently the Council handles complaints and identify potential actions to improve the complaints process.
2. We recommend that Auckland Council report publicly about the effectiveness of the Council's complaints-handling performance and how it has used complaints information to improve its services.

- 1.1 In this Part, we discuss:
- the purpose of our audit;
 - the role of Auckland Council;
 - what we audited;
 - what we did not audit;
 - how we carried out our audit; and
 - the structure of this report.

The purpose of our audit

- 1.2 Section 104 of the Local Government (Auckland Council) Act 2009 requires the Auditor-General to review the service performance of Auckland Council (the Council) and its council-controlled organisations. In recent years, we have completed three reviews. For our fourth review, we decided to look at the Council's complaints-handling process.
- 1.3 How well an organisation deals with complaints can show how committed it is to providing a high-quality service to people. Dealt with correctly, complaints can be an opportunity for entities to improve their services.
- 1.4 Since 2013, the Council has carried out work to improve its complaints-management system. The Council was keen to find out where further improvements might be made.
- 1.5 We have reviewed how two other large service delivery entities deal with complaints.¹ Assessing how effectively the Council manages complaints builds on this work.

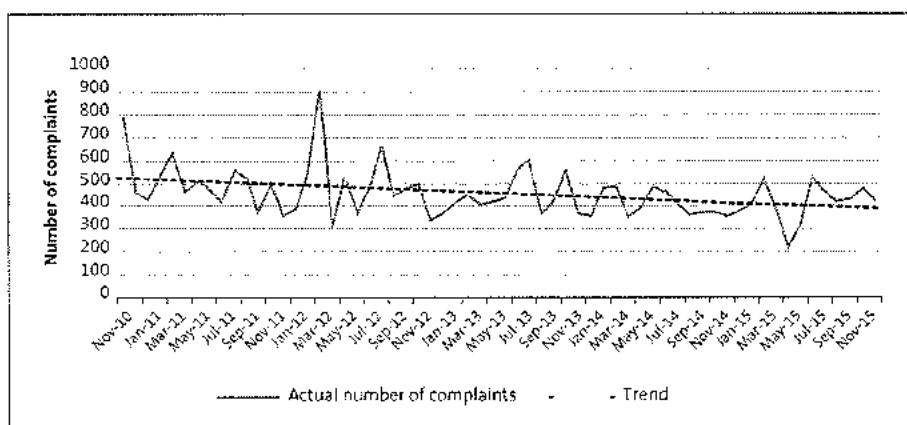
The role of Auckland Council

- 1.6 The Council was set up in November 2010 by bringing together eight councils. The Council is made up of the mayor, 20 councillors (the governing body), and 149 local board members in 21 local boards.
- 1.7 Council employees support the governing body and members of local boards by providing specialist advice, implementing decisions, and delivering services through several departments. The services include drafting bylaws, issuing resource and building consents, collecting kerbside rubbish and recycling, managing community and recreation centres and parks, and supporting and funding local events.

1 Controller and Auditor-General (2014), *Accident Compensation Corporation: How it deals with complaints* and *Ministry of Social Development: How it deals with complaints*, Wellington.

- 1.8 The Council delivers several services through council-controlled organisations. The Council sets up and owns council-controlled organisations, but they carry out their activities independently. The Council is responsible for setting council-controlled organisations' objectives and strategies and for monitoring their performance.
- 1.9 The six main council-controlled organisations are:
- Auckland Council Investments Limited;
 - Auckland Tourism, Events and Economic Development Limited;
 - Auckland Transport;
 - Development Auckland Limited;
 - Regional Facilities Auckland; and
 - Watercare Services Limited (Watercare).
- 1.10 The Council serves a culturally diverse population of about 1.5 million people, living from Rodney in the north to Franklin in the south.
- 1.11 Each of the eight councils that were amalgamated to form the Council had their own approach to handling complaints. The Council set up a single organisation-wide system to log and manage complaints in 2010. However, there were no Council-wide complaints policies at that time, and the system did not record all the information the Council wanted, such as compliments and suggestions.
- 1.12 In 2013, the Council began a project to redesign this complaints system, taking into account best practice guidelines published by the Office of the Ombudsman. Part of this work has been creating an organisational culture that values complaints and uses them as an opportunity to learn and improve services.
- 1.13 At the time of our audit, the Council still had some aspects to finish implementing, including introducing a new customer relationship management system (the new system). We looked at the results of the work the Council has carried out to date to improve its complaints-handling process.
- 1.14 The Council receives more than 4500 complaints (excluding Watercare and Auckland Transport) each year. As Figure 1 shows, overall complaint numbers have fluctuated but have been trending downward in the last five years.

Figure 1
Monthly complaints from November 2010 to December 2015



Source: Auckland Council.

1.15 The complaints are spread over the many services that the Council delivers through a range of departments. The main types of complaints the Council receives are about:

- rates;
- resource and building consents;
- animal management – dogs;
- parks; and
- rubbish (solid waste and inorganic collection).

What we audited

1.16 We looked at how well the Council manages complaints about its services. We wanted to understand:

- the Council's approach to managing complaints;
- how easy it is for people to complain to the Council;
- how well the Council responds to complaints; and
- how the Council uses information about complaints and other comments to improve services.

1.17 Our focus was the complaints that the Council manages, as defined by its complaints policy (which we discuss in more detail in Part 2). The policy document explains that a complaint is an:

... expression of dissatisfaction by one or more members of our customers, citizens, ratepayers and visitors about the council's:

- *action or lack of action;*
- *decision; or*
- *the standard of service provided by or on behalf of the council.*

What we did not audit

1.18 We did not look at:

- the process for managing complaints about services provided by Auckland Transport or Watercare Services Limited, which have their own processes for managing complaints;
- the Council's "request a service" process (such as requesting the Council to investigate a noise disturbance);
- the process for managing requests under the Local Government Official Information and Meetings Act 1987;
- complaints under the Privacy Act 1993; or
- complaints about a decision governed by any other legislation or regulatory process.

How we carried out our audit

1.19 To carry out our audit, we:

- reviewed the Council's policy, training, and accountability documents, process manuals, and internal performance reports;
- reviewed the Council's customer relationship management tool, intranet pages, and business reporting tools; and
- interviewed 77 people throughout the organisation.

1.20 We also reviewed research commissioned by the Council that involved 12 in-depth interviews with people who had made a complaint in December 2015 or January 2016.²

Structure of this report

1.21 In Part 2, we discuss the Council's approach to managing complaints and look at the Council's policies and processes.

1.22 In Part 3, we discuss how easy it is for people to complain and how the Council deals with complaints.

1.23 In Part 4, we discuss how the Council reviews performance information on complaints handling and how it has used complaints and other information to support service improvements.

² Auckland Council (2016), *Complainants Research: Understanding our complaints process from the customer's perspective*, Auckland.

2

Auckland Council's approach to managing complaints

2.1 In this Part, we discuss:

- the Council's policies, systems, and resources for managing complaints;
- how the Council tries to ensure that its process for handling complaints is followed consistently; and
- staff understanding of the complaints process.

Summary of our findings

- 2.2 The Council has formal policies and processes for managing complaints, which take into account good practice guidelines. The policies and processes are supported by training resources and other systems that help staff to manage complaints. This includes a complaints-recording system (the complaints system) that the Council was updating to support a more comprehensive complaints-management system.
- 2.3 The Council has designed a process that is flexible enough to record all complaints regardless of how they come into the Council and which department manages them, while ensuring that all complaints are handled to a consistent standard.
- 2.4 Staff understanding varied about the importance of complaints to providing excellent customer service. The Council was intending to use the introduction of the new system³ to generate greater awareness and understanding throughout the Council.

The policies and process for managing complaints

- 2.5 The Office of the Ombudsman has published guidelines about preparing and operating an effective complaints process.⁴ We expected the Council to have formal policies and processes for managing complaints that take these guidelines into account. We expected the policies and processes to provide clear guidance to staff and provide for a consistent process to manage complaints throughout the Council.
- 2.6 Three main components underpin the Council's complaints-handling process:
- the complaints policy;
 - a business rules document; and
 - the complaints system (for recording complaints).

³ The new customer relationship management system does not include Watercare or Auckland Transport, which have their own systems.

⁴ Office of the Ombudsman (2012). *Effective complaint handling and Managing unreasonable complainant conduct: A manual for frontline staff, supervisors and senior managers*, Wellington.

- 2.7 These three components are supported by:
- a social media policy that includes guidelines for responding to complaints that might come in through social media, such as Facebook and Twitter;
 - training manuals that describe how to use the complaints system and what to do at each stage of the process (see paragraphs 2.23-2.28);
 - an unreasonable complainant conduct policy that was prepared to help staff manage difficult complainants in a way that reduces the effect on staff and other people; and
 - a business intelligence document to help staff create reports for analysing complaints information (see Part 4).
- 2.8 These policies and other material generally cover all the main elements we expect to see in an effective complaints process that takes the Ombudsman's guidelines into account. In particular, we expect to see a process that makes it easy to complain, responds promptly and effectively, and uses information from complaints to help identify opportunities to improve services. We also expect the policies and other material to create an environment that values complaints, ensures that staff are well trained to handle complaints, and achieves consistency throughout the Council.

Complaints policy

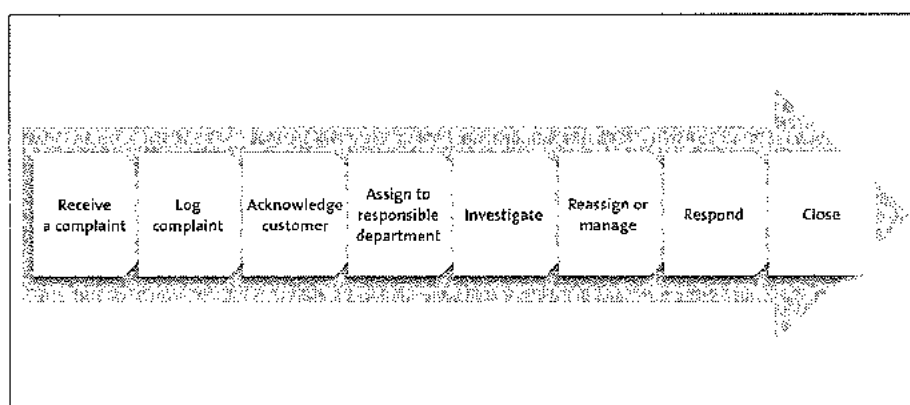
- 2.9 The purpose of the complaints policy is to:
- provide the Council's definition of a complaint;
 - identify the principles that the Council will apply when dealing with complaints; and
 - explain roles and responsibilities.
- 2.10 The policy sets an expectation that the Council takes complaints seriously, will work with complainants to resolve the issue, and will use their comments as an opportunity to learn and improve Council services.
- 2.11 The complaints policy also sets out a multi-tiered model for managing complaints. In the first instance, frontline staff are expected to try to deal with an issue at the first point of contact. If immediate resolution is not possible, people can make a formal complaint that is assigned to the appropriate department to resolve (a level 1 complaint).
- 2.12 If the complainant is still dissatisfied or if the complaint is particularly complex or sensitive, the complaint can be escalated to a level 2 complaint. If a resolution cannot be obtained, the complainant can appeal to the Ombudsman (level 3). We discuss how the Council handles different levels of complaints in Part 3.

- 2.13 The complaints policy applies to all staff and contractors at the Council and council-controlled organisations (except Auckland Transport and Watercare, which have their own complaints processes).
- 2.14 The complaints policy provides a basic foundation for the Council's complaints-handling framework. It is an overarching document that, when read together with other Council documents (such as the business rules document), guides Council staff in handling complaints.

Business rules document

- 2.15 The purpose of the business rules document is to act as a guide for staff when handling level 1 complaints. It applies to any staff who come into contact with a complaint, ranging from a member of the Complaints and Issues Resolution Team to a park ranger. It builds on the foundation established in the complaints policy by setting out the practical steps staff must take when handling complaints.
- 2.16 The document explains each step (as set out in Figure 2), what is required at each step, and what to record at each step. The document also contains links and references to training resources that provide more detailed guidance to assist decision-making.

Figure 2
Auckland Council's complaints-handling process



Source: Office of the Auditor-General.

- 2.17 The document also sets out the roles and responsibilities of those involved in the complaints-handling process. The Complaints and Issues Resolution Team, within Customer Services, has oversight of the complaints-handling process. The team is responsible for problem-solving, system updates, quality checking, and reporting.

- 2.18 Operational departments have a department liaison person who is responsible for taking care of the complaints that come into their department. Staff from the Mayor's office, the Chief Executive's office, local boards, and Democracy Services (councillor support advisors) are described as Hub members. The role of the Hub member is to manage complaints that come to them directly from the public.
- 2.19 In our view, the business rules document clearly sets out each step from receiving to closing a complaint. It clearly explains the steps in the process and aligns them to the relevant recording procedure for each step.

The system for recording complaints data

- 2.20 A well-designed recording system for complaints data helps entities to record, store, track, manage, and report on all complaints. We expected the Council to have a recording tool to help it manage complaints consistently.
- 2.21 The Council had a tool for recording customer interactions, including complaints information. For simplicity, we have called it the complaints system. The complaints system was rolled out when the Council was set up in 2010. The complaints system was intended to provide a single Council-wide system for logging and managing complaints but it had limitations. It did not provide a complete reporting tool and it did not record comprehensive customer interaction information, such as compliments received about Council staff or services.
- 2.22 At the time of our audit, the Council had a project under way to, among other changes, improve its customer relationship management system. This included improving how complaints would be logged, monitored, and tracked. According to the Council, the new system would allow the Council to report on more information than it could currently report on, such as the volume of reassigned complaints. The new system went live after we had completed our audit.

Training and ongoing support

- 2.23 The business rules document explains what staff need to do at each step of the complaints process. The skills that staff need for decision-making are gained through experience, training, and ongoing support.
- 2.24 To supplement the formal policies and guidance, the Complaints and Issues Resolution Team provides induction and continuous training and support to staff involved in the complaints-handling process. In particular, it trains customer service representatives, department liaisons, and Hub members. Specific and tailored training material is available for department liaisons, local board staff, and other Hub members to take account of their particular needs and the

circumstances that they might encounter when dealing with complaints that are unique to their roles.

- 2.25 Any member of staff can access the training resources through the business rules document and the staff intranet.
- 2.26 Staff can contact the Complaints and Issues Resolution Team for support at any time they need it. This might be in response to a specific complaint or for more general support and advice on the complaints process.
- 2.27 Some staff we spoke to confirmed that they had received complaints training at induction, and most thought that the training was good. However, they gained their experience through doing their job. They appreciated the support that they received from managers and the Complaints and Issues Resolution Team while handling complaints.
- 2.28 The Council makes a range of training resources available to staff. Tailoring materials to address the needs of particular users of the complaints-handling process is appropriate. Based on what we were told, the training is considered useful. In our view, access to the Complaints and Issues Resolution Team for help with specific issues as they arise is a valuable resource for staff.

Ensuring consistency throughout Auckland Council

- 2.29 Because of the range of complaints about the Council's departments and services, the Council needs a process that is flexible enough to ensure that all complaints are handled to a consistent standard, regardless of where or how the complaints are received or which department is responsible for managing them.
- 2.30 Flexibility is provided through the business rules document. This defines different requirements for some process steps that take account of the circumstances of people in different roles in the organisation. For example, a section in the document has different requirements for referring or managing complaints depending on whether staff are Hub members or department liaisons.
- 2.31 Similarly, the Building Control department is required under the Building (Accreditation of Building Consent Authorities) Regulations 2006 to have a process for receiving and managing complaints about building control functions. Building Control has designed its process to be as consistent as possible with the wider Council process.
- 2.32 Training material is also tailored for the same reason. For example, there are different training manuals for department liaisons and local boards.

- 2.33 Although the requirements of some process steps differ, the Council tries to maintain consistency by ensuring that all complaints go through the same process steps and by requiring that all information about complaints is recorded in a single recording system.
- 2.34 In our view, the Council has designed a consistent process for managing complaints that takes into account the needs of the different business groups.

Staff understanding of the importance of complaints

- 2.35 The Office of the Ombudsman states that complaints are a legitimate and necessary part of the relationship between entities and the public. How well an entity deals with complaints can show how committed it is to providing a high-quality service to people. We wanted to know how well staff understood the importance of complaints.
- 2.36 The Complaints and Issues Resolution Team told us that it has worked hard in the last two years to change the Council's culture. It said that it is noticing that departments are beginning to see and understand the benefits of having a robust and consistent complaints-handling process.
- 2.37 However, we found that the level of understanding about how complaints are an essential part of providing excellent customer service varied. Comments we heard from staff ranged from those who saw complaints as "a gift" to those who felt that handling complaints was not part of their job.
- 2.38 Given the amount of change the Council has gone through since 2010 – in particular, designing and implementing a comprehensive complaints process to replace eight different complaints-handling processes – we did not expect that everyone would clearly understand everything.
- 2.39 In our view, the Council needs to do more work to increase understanding about the importance of complaints. We encourage the Council to use the introduction of the new system to increase understanding and awareness of the complaints process throughout the Council.

3

Making and dealing with complaints

3.1 In this Part, we discuss how easy it is for people to complain to the Council and how the Council deals with complaints. We discuss:

- the ease of making a complaint;
- allocating responsibility for managing complaints;
- handling complaints;
- escalating complaints;
- managing expectations; and
- communicating decisions.

Summary of our findings

3.2 Frontline staff try to resolve an issue then and there. If they cannot, people can make a formal complaint. The Council provides good information in English about how to complain. The Council should consider how to make information more available to people who are not fluent in English. People can complain in various ways, including to any staff member, elected member, or their local member of Parliament. This makes it reasonably easy for people to complain.

3.3 The Council monitors and reports on complaints to ensure that they are assigned to a department for investigation. The Council did not monitor and report on how often complaints had been reassigned or referred to another department but expected to be able to do so when the new system was operating. We encourage the Council to monitor and report on reassigned complaints now that the new system has been implemented. In our view, this should enable the Council to identify whether some complaints are being passed between departments without being resolved.

3.4 The Council meets the 10-working-day time frame for closing most complaints. Most departments have processes for monitoring the progress of complaints and check to make sure that they met the due date. Complainants interviewed by the Council support our view that the Council deals with most complaints in a timely way.

3.5 The Council has good practices for dealing with some of the more difficult complainants or complaints that need to be escalated. We consider that the Council needs to analyse complaints that have been escalated to give it better information about why they are being escalated – whether it is because of the Council's handling of the complaint or reasons outside of its control.

3.6 The Council sets expectations about time frames clearly by publishing them on its website. However, if the time frames need to change – for example, if a complaint

needs more time to be fully investigated – the Council does not monitor whether the complainant is kept informed about those changes.

- 3.7 The Council's responses to complainants about the outcome of their complaints are clear and easy to understand. However, we consider that the Council should regularly collect and analyse information from complainants about whether they are satisfied with the resolution of their complaint.

Ease of making a complaint

Frontline resolution

- 3.8 The Council aims to resolve matters raised as close to the point of service delivery as possible. Frontline staff try to fix the issue then and there so that the person does not need to make a formal complaint.
- 3.9 If frontline staff fix an issue and prevent a formal complaint being made, the Council's process requires them to retrospectively log the issue into the Council's complaints system. The purpose of this is to ensure that information about the issue is available when the Council analyses complaints.
- 3.10 The Council has a resolution field in the complaints system to record those issues resolved at first contact and then logged retrospectively. However, we heard that staff who fix an issue on the spot sometimes do not log the issue in the system. Because of this, the Council could be losing trend information by not recording all issues. The Council intended to use the roll-out of the new system to increase customer service representatives' understanding of the need to log issues retrospectively.
- 3.11 If an issue cannot be resolved then and there, the person can make a formal complaint.

Providing information

- 3.12 People cannot complain to the Council if they do not know how. We expected the Council to provide information about making complaints in different formats and languages to meet the needs of its diverse population. Information should be clear and communicated in a way that people can understand.
- 3.13 Information about complaints is available and clearly visible on the Council's website under the "Contact us" tab. This includes details of the Council's telephone number, the Council's postal address, links to the online web-form, and details of Council service centres. Some complainants interviewed by the Council confirmed our view that information on the website is "easy to find and navigate".

- 3.14 People who do not have internet access can use the free computers at public libraries.
- 3.15 The Council used to produce brochures about complaints in all service centres, libraries, and local board offices. These had a tear-off pre-paid form so that there were fewer barriers to their return. We were told that people did not readily use the brochures, so they were discontinued. However, the Council continues to provide an alternative paper form that people can fill in or take away.
- 3.16 The Council does not provide information about complaints in languages other than English. Call centre staff we spoke to were aware of, and used, language line and other resources to help them when dealing with people who do not speak English fluently.
- 3.17 In our view, the Council needs to consider how to make its information about complaints more accessible to people who do not speak English fluently. As an example, the Health and Disability Commissioner provides links on its website to copies of people's rights when using a health and disability service and how to complain in 42 languages other than English.⁵
- 3.18 The Council is aware that it needs to provide information, both about complaints and more generally, that meets the needs of its diverse population. A group called the Diversity Council has been set up and has a programme of work under way to address diversity both within the Council and with the citizens, community, and ratepayers of the Council.

Channels for making complaints

- 3.19 Customers should be able to choose the channel to complain that best suits them, and we expected the Council to offer a range of different complaints channels. These channels should be easy to access and use, and cover different forms of communication (for example, online, written, in person).
- 3.20 The Council has several channels people can use to complain. These include:
- a web-form on the Council's website that people can complete with the details of their complaint;
 - a local telephone number for the Council's call centre;
 - sending a letter or emailing;
 - making a complaint in person at a Council office, including customer service centres, leisure centres, and local board offices;
 - approaching Council staff, councillors, local board members, or local members of Parliament; and
 - the Council's social media accounts.

- 3.21 We consider that the Council offers a range of different channels people can use to make a formal complaint. The telephone and email are the most-used channels. The Council encourages people to use the telephone or the web-form on its website. Complainants the Council interviewed who used the web-form found it easy to use.
- 3.22 The 09 301 0101 Council telephone number is free to use for residential landlines within the Council's boundaries but is not free for cell phones or toll calls. Complainants the Council interviewed who used the telephone reported that they thought the customer service representatives did a good job and helped the person to complain.
- 3.23 Some Council staff we spoke to told us that, sometimes, people want more assurance that their complaint will be listened to. These people tend to complain in person at Council service centres or directly to councillors, local board members, or a member of Parliament. Council interviews with complainants confirmed that view.
- 3.24 People can complain to the Council through its social media accounts. When we spoke to staff, they could not recall any complaints that had been made through social media.
- 3.25 We consider that, generally, the Council makes it easy for most people to complain by providing information about how to complain and offering a variety of channels to complain through. However, this could be improved by providing information in languages other than English.

Acknowledging complaints promptly

- 3.26 When a person has complained, we expected the Council to promptly acknowledge that it has received the complaint. Complainants interviewed by the Council who complained through the Council's website said that they received an automated or initial response. They appreciated this because it showed them that their complaint was in the system and reassured them that it would be dealt with.
- 3.27 Complainants who complain by telephone receive an acknowledgement immediately and can be given their customer reference number at that time. Complainants interviewed by the Council confirmed that most made a note of the reference number for their complaint, which made it easy to refer to their complaint in their interactions with the Council while their complaint was being handled.
- 3.28 The Council's interviews with complainants indicated to us that the Council acknowledges complaints made by telephone or website in a timely way. However,

because of inadequate information, we could not assess whether this was the same for complaints made through other channels. Because email is one of the most commonly used channels for making complaints, the Council should ensure that it also acknowledges complaints made by email in a timely way.

Allocating responsibility for managing complaints

- 3.29 The Council receives more than 4500 complaints a year about a variety of different services that the Council delivers through different departments. All complaints have to be assigned to a department or person to make sure that someone picks up the complaint in the complaints system and resolves it.
- 3.30 We looked at data measuring complaints received by departments. The data showed that, from July 2015 to December 2015, 99.8% of complaints were assigned to a department rather than being left sitting in the complaints system. The Complaints and Issues Resolution Team monitors and picks up any complaints sitting in the system and ensures that they are assigned to the appropriate place.
- 3.31 Where the complaint is initially assigned to depends on where the complaint was received. For example, complaints received by the Chief Executive are assigned to the Chief Executive's office. Complaints received by a department (for example, through a field officer) are assigned to the relevant department.
- 3.32 The person who picks up the complaint then needs to decide whether they are the most appropriate person to manage the complaint or whether they should reassign it to another person or department. The Council has guidelines for this. For example, a complaint about park maintenance received by, and assigned to, the Chief Executive's office will be referred to the relevant Parks department.
- 3.33 We heard from staff that, generally, they understood the process for assigning complaints to the appropriate department or person. If staff are not sure which department or person is the most appropriate to investigate the complaint, they can contact the Complaints and Issues Resolution Team for advice.
- 3.34 However, some staff acknowledged that reassigning a complaint to the appropriate department or person could sometimes be difficult. This risks the complaint being reassigned numerous times, resulting in delays in investigating the complaint.
- 3.35 We were told that this seems to be an issue with complaints referred to Auckland Transport.

Auckland Transport

- 3.36 It seems that some queries and complaints are incorrectly referred to Auckland Transport. We were told that this is because there can be confusion about which organisation is responsible for an issue. For example, Auckland Transport maintains berms but the Council's contractors maintain trees on berms. This can cause queries and complaints to be referred back and forth between the organisations, causing delays in service and frustration for the complainant.
- 3.37 In our 2016 report, *Public sector accountability through raising concerns*, we noted that, when a complaint or concern involves different entities, it can be difficult for the entities to work out which aspects of the complaint they are responsible for. We encourage the Council and Auckland Transport to continue looking for new ways to improve their connections with each other to make it easier for people to get the help they need.

Watercare Services Limited

- 3.38 The Council also refers relevant complaints to Watercare. There are established channels for referring complaints to Watercare. For example, there is a specific priority telephone number and an email address. The Council does not refer a large number of complaints to Watercare. In the year to 31 March 2016, the Council referred 246 complaints to Auckland Transport. During the same 12 months, it referred 10 complaints to Watercare.

Monitoring and reporting on reassigned complaints

- 3.39 Other than the complaints referred to Auckland Transport or Watercare, the Council does not report on the number of complaints that have been reassigned within the Council. Because of this, the Council cannot fully monitor, report on, or assess how effectively it manages complaints.
- 3.40 The Council told us that the new system would have a reassignment counter that would enable it to monitor and report on reassigned complaints, including how many times a complaint had been reassigned. This should give the Council better information to identify how well it is managing, and where it might need to make improvements to, this part of the complaints process. We encourage the Council to monitor and report on reassigned complaints.

Handling complaints

- 3.41 The person the complaint has been assigned to is responsible for investigating it and determining what might have caused the complainant to raise their concerns. They are also responsible for providing a resolution and communicating this to the complainant. Investigating complaints can range from questioning a manager to understand the nature of a complaint about an individual staff member to subject-matter experts investigating a technical issue.
- 3.42 The Council gets more than 4500 complaints each year, so we did not assess the adequacy of individual investigations.

Timeliness

- 3.43 Investigating and responding to complaints in a timely way can be an indicator of the effectiveness of an organisation's complaints-handling process. The Council operates under a service level agreement of resolving level 1 complaints within 10 working days. We expected the Council to investigate and resolve most complaints within its 10-working-day time frame. We also expected the Council to monitor the progress of complaints against the service level agreement.
- 3.44 We looked at data measuring the Council's performance against the service level agreement. From July 2015 to December 2015, performance varied between departments and some met the service level agreement more consistently than others. This could be for a range of reasons. For example, the complexity of complaints received by departments might significantly vary from month to month, which might mean that some take longer to resolve than others.
- 3.45 This is consistent with what we reported in *Public sector accountability through raising concerns*. In that report, we noted that, even if the number of total complaints decreases over time, it remains possible for the resources required to resolve individual complaints to increase because they are more complex to deal with.
- 3.46 Also, some departments deal with low volumes of complaints. Failing to meet the service level agreement standard for a single complaint can have a more significant effect on the department's performance against the service level agreement than a similar failure by a department that handles high volumes.
- 3.47 The Council's data told us that the Council's overall performance against the service level agreement ranged from 70% to 88%. Complainants interviewed by the Council confirmed that they received a response to their complaint within the service level agreement time frame. In our view, the Council's overall performance against the service level agreement is reasonable for an organisation as large as the Council that is responsible for delivering such a wide range of services.

Closed and resolved complaints

- 3.48 When a complaint has been investigated, the Council expects staff to send a response to the complainant about the outcome of the investigation. The Council then expects staff to close the complaint as soon as the response has been sent to ensure that they meet the service level agreement time frame. However, staff are also advised to close off the complaint only when the complainant's issue has been resolved.
- 3.49 The Council does not regularly collect information from complainants about whether they are satisfied with the resolution of their complaint.
- 3.50 We were told that, if complainants do not call back about a complaint they have made, some staff take this as an indication that the complainant is satisfied. If a complainant does call back to thank the Council for dealing with their issue, staff take that as an indication that "this shows the system is working".
- 3.51 We did see some examples of staff following up with complainants to make sure that they were satisfied with the resolution offered. We were told complainants appreciated this. However, it was not common practice.
- 3.52 Some complainants interviewed by the Council reported that, although they received a response and their complaint was closed, they were not satisfied that it had been adequately explored or resolved. The Council's research summarised their feedback as feeling that the response was "a little like a tick-box exercise" where the Council "made the right noises" but did not truly understand the complainant's perspective.
- 3.53 Comments from the interviews with complainants showed that complainants want the response to reflect that they have been listened to and heard. Also, as well as an initial response or apology, they wanted some follow-up detailing what the Council had done to improve services for them and for others.
- 3.54 Some frontline staff also said they wanted to know what the Council had done about complaints they received. These staff felt that knowing that complaints had been responded to and resolved would give them more trust and confidence in the complaints-handling process. We agree that this would be useful.
- 3.55 In our reports on how the Accident Compensation Corporation and Ministry of Social Development dealt with complaints, we said that both could inform complainants of the resolution of their complaints better – in particular, by closing the loop by linking complaints to service delivery improvements.
- 3.56 We consider that the Council needs to ensure that the complaints it closes have been adequately resolved from the complainant's perspective. The Council should

also make more information available to the public about what it has done in response to complaints. This would assure the public that the Council listens to them and takes their complaints seriously. We discuss the need to collect, analyse, and report information about the complaints process from a complainant's perspective in Part 4.

Escalating complaints

- 3.57 The nature of a complaint or complainant can vary significantly – some are easy to deal with, and others are more complex. We expected the Council's complaints-handling process to have clear levels of escalation for complaints. We also expected the management process for escalated complaints to recognise the need for flexibility in managing these complaints.
- 3.58 Complaints that cannot be handled within the standard service level time frame are categorised as open time frame (level 2) complaints. These can be triggered by a complainant appealing the Council's response to their complaint, significant complexity, or significant risk involved in the complaint.
- 3.59 The Council manages level 2 complaints on a case-by-case basis. This might involve assembling a team of experts from a department or departments liaising with one another. For example, a tier 2 manager might manage highly complex complaints, while the legal team might manage ones with a high reputational risk. We consider that it is appropriate for the Council to involve experts and higher-level management in managing level 2 complaints, and we were told that this approach generally works well.
- 3.60 Our report *Public sector accountability through raising concerns* said that it is becoming more common for people to sometimes be forceful in presenting their complaint. To help staff with difficult complainants and protracted or escalated issues, the Council has customer relationship managers who act as a single point of contact for these complainants. This is a good practice because it provides certainty for these complainants and consistency of contact.
- 3.61 Customer relationship managers often meet with the complainant in person to manage the complaint. We were told that this helps them to get a better understanding of the complaint, because there is often a deeper issue underlying the complaint. The customer relationship managers said that this also helps to rebuild the complainant's trust in the Council.
- 3.62 In our view, the Council has good practices for dealing with more difficult complainants or complaints that need to be escalated. However, we consider that the Council needs to analyse complaints that have been escalated to better

understand the reasons complaints are escalated – whether it is because of the Council's handling of the complaint or reasons outside of its control.

- 3.63 The Council told us that the new system will enable it to see where a level 1 complaint has been escalated to level 2 more clearly. This was not easily done under the old system. We encourage the Council to monitor and report on escalated complaints as part of implementing the new system.

Other remedies

- 3.64 Complainants can appeal the Council's decision and have their complaint escalated to a level 2 complaint. If complainants are still not satisfied with the resolution offered by the Council, they can ask for an external review by the Office of the Ombudsman (level 3). This is stated on the Council's website.
- 3.65 We saw that the Council's standard written response template gives the complainant the option to contact the Council with further queries either by the supplied telephone number or through its website. Examples of responses sent by some departments sometimes offered the complainant the option to meet in person, as well as a telephone number to call.
- 3.66 We also looked at examples where the Council had advised the complainant of their right to raise their concerns with the Office of the Ombudsman following the level 2 process. This was after the Council had explained the steps it had taken to try to resolve the complaint. We consider that the Council follows an appropriate process.

Managing expectations

- 3.67 The Office of the Ombudsman states that an important step in managing complaints effectively is managing complainants' expectations at the earliest opportunity to minimise the likelihood for disappointment, anger, or frustration.⁶ We expected the Council to set clear expectations about how it will handle complaints. If those expectations need to change – for example, if more time is required to investigate a complaint – we expected the Council to communicate any changes to the complainant.
- 3.68 As Figure 3 shows, the Council's website clearly identifies when complainants can expect an acknowledgement of, and response to, their complaint.

6 Office of the Ombudsman (2012), *Managing unreasonable complainant conduct: A manual for frontline staff, supervisors and senior managers*, Wellington.

Figure 3
Setting complainants' expectations

How we manage complaints

Our complaints policy sets out guiding principles for our staff to follow when handling complaints. If you would like further information on this policy, please feel free to contact us.

Depending on your issue, we will either manage this through one of our central teams or work alongside the particular business area involved to seek a resolution.

Our standard response timeframe is an acknowledgement within three working days and a response in 10 working days. However, if the issue needs more time we will let you know and keep you updated.

Source: Auckland Council's website.

- 3.69 Some complaints cannot be handled within the service level agreement time frame and might require an extension. For example, the issue might be particularly complex or require more technical expertise.
- 3.70 The Council has clear guidelines for requesting and approving extensions. We were told that extensions are not granted lightly and must be for a valid reason outside of the Council's control. If an extension is approved, the time frame will be updated to reflect the new end date.
- 3.71 The Council has a "sending interim response" template for staff to use when advising complainants of delays or extensions to time frames for responding to their complaint. We were also told that staff should update the complaint file in the complaints system with a note stating that the complainant has been informed. The department liaison or relevant Council staff member can use this to check what is being communicated with the complainant and make sure that they are being informed.
- 3.72 We observed that staff are aware of the importance of communicating with the complainant when an extension has been granted. However, the Council does not systematically monitor whether staff are keeping complainants informed.
- 3.73 Collecting information about the complainant's perspective of complaints could let the Council know how well it is keeping the complainant informed. We discuss collecting the complainant's perspective of complaints more in Part 4.

Communicating the decision

- 3.74 When a complaint has been investigated and resolved, we expected the Council to communicate the decision on the complaint to the complainant in an appropriate way. The Council's policy documents state that the person managing the complaint is responsible for informing the complainant about the decision.

- 3.75 Responses sent to complainants should be clear and informative, and the decision should be communicated to the complainant using the complainant's preferred communication method. The Council asks complainants what their preferred communication method is when they complain. This is recorded in the complaint file. If a method is not specified, the Council considers a telephone call the best method because it is more informal and allows for discussion.
- 3.76 We saw examples of responses sent by letter, email, and telephone. Letters sent as email attachments were generally used when a formal response was required or where the response was complex and lengthy. In other instances, a telephone call from a subject-matter expert helped to clarify matters. The responses appeared appropriate to us, based on how the complaint had been received and the level of explanation required to answer the complainant's issue.

Clear and informative communication

- 3.77 The Council expects staff to use plain English and to explain to the complainant the outcome of the investigation of the complaint. This applies to written responses and responses communicated by telephone or in person. We saw evidence that the Council provides staff with tools to do this, including a plain English writing guide, pre-populated templates, and peer reviews.
- 3.78 We saw evidence of responses written in plain English, and most of these clearly explained how the Council reached its decision. The content and format of responses we saw were largely consistent. Deviations were made only to meet the specific needs of certain complaints.
- 3.79 Some departments have tailored the response templates to suit the types of complaints they receive and technical advice they need to communicate to the complainant. We saw that these were largely consistent with the Council-wide template.
- 3.80 We consider that the Council's responses to complaints are clear and easy to understand.

4

Improving processes and services

4.1 In this Part, we discuss:

- reporting on performance information about complaints handling to senior management;
- how the Council has used complaints and other comments to inform efforts to continuously improve services, including identifying and acting on systemic issues; and
- sharing information about complaints with the public and staff.

Summary of our findings

- 4.2 Information about the Council's complaints handling is available to senior managers. The executive leadership team also receives a monthly report that describes complaints activity.
- 4.3 The Council needs to collect, analyse, and report information that is more comprehensive about how it handles complaints – in particular, information from the complainant's perspective and information that will be available when the new system is fully implemented. The current lack of information means that the Council cannot fully assess the effectiveness of its complaints handling. The Council needs to systematically review enhanced performance information to assess how effectively it deals with complaints and identify potential improvements to its complaints-handling process.
- 4.4 The Council has used complaints and other comments to identify and inform improvements to its services. There are some good examples of this, including analysing and using information to improve services at a systems level.
- 4.5 The Council could do more to inform the public and staff about improvements it makes as a result of complaints and other information. This would increase confidence that the Council takes complaints seriously and acts on them.

Reporting complaints information to senior management

- 4.6 The Australian National Audit Office states that reporting to senior management helps give complaints management a relatively high profile in the organisation and underlines the expectation that appropriate corrective action will be taken when necessary.⁷ We expected Council staff to report complaints information to senior management so that they can monitor performance and identify potential actions to improve the Council's complaints-handling process.
- 4.7 The Complaints and Issues Resolution Team offers business intelligence reports to departments about all complaints received. Departments can use these reports to generate information that is specific to their area or the services they provide.

⁷ Australian National Audit Office (2012), *Management of Complaints and Other Feedback by the Department of Veterans' Affairs*, Canberra.

In practice, not all departments regularly or systematically request or review this information. Not all departments are aware that this information is available.

- 4.8 The executive leadership team receives a monthly report on all complaints. These reports are generated by the Customer Service Performance Team using data in the complaints system. Each report includes information about the number of complaints received in a specific period, the topic of complaints, root causes,⁸ complaints by department, and performance against the service level agreement. The Finance and Performance Committee receives a summary of these reports every three months, which is publicly available on the Council's website under the committee's agendas and minutes.
- 4.9 Other reporting activities include:
 - the executive leadership team receives a verbal weekly briefing on complaints and other customer issues from the Director, Transformation. The team also regularly meets to discuss high-risk issues;
 - the Chief Executive has a weekly briefing and discussion of complaints with his team. He also receives reports from an executive officer dedicated to issues resolution, as does the Chief Operating Officer;
 - a Legal/Local Government Official Information and Meetings Act/ Communications group of senior staff also meet weekly to discuss high-risk issues; and
 - senior managers at the departmental level review and report on trends and complaints relevant to their department.
- 4.10 However, these reports do not tell the Council about the complainants' perspective of its complaints handling. Therefore, the Council cannot fully assess how effectively it handles complaints.
- 4.11 In our view, the Council needs to collect, analyse, and report information that is more comprehensive about how it handles complaints – in particular, information from the complainant's perspective and information that will be available when the new system is fully implemented.
- 4.12 Senior management needs to systematically review this enhanced performance information to more accurately assess the effectiveness of the complaints-handling process and identify potential improvement actions. Doing so might also satisfy some of the information gaps we identified in Part 3. For example, information from a complainant's perspective could inform views on whether closed complaints have been fully resolved and whether complainants' expectations are being effectively managed.

8 The Council uses the term "root cause" to record the primary reason why people are complaining. It is intended to reflect the customer's perspective, not the Council's. For example, "Our staff behaved unprofessionally or incompetently" or "We weren't helpful or we were confusing".

- 4.13 In paragraph 2.39, we encouraged the Council to use the introduction of the new system to increase understanding and awareness of the complaints process throughout the Council. In our view, the executive leadership team systematically reviewing enhanced performance information will support efforts to increase understanding and awareness of the value of complaints by demonstrating that the Council's senior managers place importance on how well the Council handles complaints.

Recommendation 1

We recommend that Auckland Council collect and review information that is more comprehensive, including information from a complainant's perspective, and use it to assess how effectively and efficiently the Council handles complaints and identify potential actions to improve the complaints process.

Using complaints and other information to inform service improvements

- 4.14 The Council has recognised that it is important to learn from complaints, so as to prevent complaints from repeating or from arising in the first place. We expected the Council to use information from complaints and other feedback to help improve the quality of its services.
- 4.15 The Council has used complaints information recorded in the complaints system to help identify the need for improvements to its services. For example, data can be used to identify service areas where the Council has received a high volume of complaints.
- 4.16 The design of improvement actions draws on a variety of other research, including satisfaction surveys, interviewing people (including those who have complimented the Council), benchmarking analysis, speech analytics, and staff feedback. Taken together, these help the Council to understand what people are saying about its services and what the Council needs to be concerned about.

Examples of improvements

- 4.17 We saw examples where information from complaints and other comments had informed improvements. These included:
- leaving calling cards explaining to people what has been done and who to contact for inquiries;
 - re-designing website pages to be more user-friendly;
 - developing better information for people about service areas;
 - changing Council processes;

- providing continuous training to staff; and
 - improving the Council's intranet to provide staff with better information.
- 4.18 Rates have been a big issue. In an attempt to address this, the Council has taken a proactive approach towards rates communications through its "rates campaign". The Council now contacts people with large rates increases by letter and telephone to explain the reasons for the size of their rates increase.

Acting on systemic issues

- 4.19 The Australian National Audit Office identified the benefits of entities analysing the root causes of complaints to gain an understanding of the systemic causes of complaints.⁹ We expected the Council to use complaints to identify systemic issues and act on those issues to improve services.
- 4.20 To identify systemic issues, an organisation needs to study its systems to go through a process of understanding what and where the real problem is. As one staff member told us, the "problem could be quite different once you actually get in and unearth what's happening in the business". We saw examples of the Council acting on information, including information gathered through complaints, to address systemic issues to improve its services. Figure 4 gives the example of the Enterprise booking project to improve the process for booking the Council's venues.

Figure 4 Enterprise booking project

A project to redesign the Council's process for booking venues began after complaints and other feedback identified dissatisfaction with the process. Customers expressed dissatisfaction with the number of steps and amount of time it took to make a booking, as well as the condition of some of the venues.

Redesigning the bookings process included taking senior managers through the whole process so they could understand the public's experience. By going through the whole bookings process, the managers discovered how long it took and the unnecessary steps involved. The design team designed solutions and tested them to make sure that the solutions worked for the public.

Within one week of going live on the Council's website, the Council processed more than 43,000 bookings in the system. Customer feedback has been positive. Two different responses noted:

Virtual tours are exceptional. Now I don't have to go and physically view 10 venues and waste the whole day doing it to make a decision – I can sit in front of the computer and choose a venue in 3 minutes. Thank you.

I have activated my online account for venue hire which is very user friendly!

The Council felt that the public feedback showed the sorts of reputation gains and benefits that come when services are made easier to use.

⁹ Australian National Audit Office (2012), *Management of Complaints and Other Feedback by the Department of Veterans' Affairs*, Canberra.

- 4.21 Another example was the “consenting made easy” project that used information from complaints and other feedback to improve the resource consent and building consent processes. These improvements included:
- bringing the resource and building processes together – for example, by rearranging the Council’s website to have a “consents portal” so that information for both types of consents is in one place to simplify the process for people;
 - a fast-track process for approving building consent applications for some housing companies, including an online consenting portal for lodging and paying their consent applications online; and
 - starting to create tailored service streams based on different groups of applicants and their needs.
- 4.22 These examples show how the Council reviewed and analysed its services at a systems level after many complaints and researched people’s experience of those services to improve its service delivery processes. Both projects had the support and encouragement of the executive leadership team, which was seen as just as important to the progress of the projects as understanding the public’s perspective.

Sharing information with the public and staff

- 4.23 The Council does not publicly report on complaints in its annual report because the service performance framework does not enable overall complaints information to be reported easily.
- 4.24 In paragraph 3.53, we identified comments from the Council’s interviews with complainants that showed complainants want some type of explanation of what the Council had done to improve services for them and for others.
- 4.25 Several staff also told us that they were not always aware what happens to complaints they receive and pass on or what the outcome is. Often, staff were not told that changes to processes and policies had been made in response to complaints. Staff thought it would be useful to see what improvements had been made as a result of complaints. They thought this would give them more confidence in the complaints process.

- 4.26 We suggested to the Council that it could report on complaints in the complaints section on its website. This could include the number of complaints received each year, the percentage resolved satisfactorily for the complainant, and examples of improvements made as a result of complaints. In our view, reporting this type of information would help to provide the public and staff with confidence that the Council listens to people, takes complaints seriously, and acts on them. The Council agreed that this could be useful.

Recommendation 2

We recommend that Auckland Council report publicly about the effectiveness of the Council's complaints-handling performance and how it has used complaints information to improve its services.

Publications by the Auditor-General

Other publications issued by the Auditor-General recently have been:

- Health sector: Results of the 2014/15 audits
- Annual Plan 2016/17
- Energy sector: Results of the 2014/15 audits
- Collecting and using information about suicide
- Home-based support services – follow-up audit
- Crown Fibre Holdings Limited: Managing the first phase of rolling out ultra-fast broadband
- District health boards' response to asset management requirements since 2009
- Education for Māori: Using information to improve Māori educational success
- Immigration New Zealand: Supporting new migrants to settle and work – Progress in responding to the Auditor-General's recommendations
- Effectiveness and efficiency of arrangements to repair pipes and roads in Christchurch – follow-up audit
- "Joining the dots" – Insights from the 2014/15 annual audits
- Response to query about Housing New Zealand's procurement processes
- Reflections from our audits: *Governance and accountability*
- Local government: Results of the 2014/15 audits
- Department of Conservation: Prioritising and partnering to manage biodiversity – Progress in responding to the Auditor-General's recommendations
- Public sector accountability through raising concerns
- A review of public sector financial assets and how they are managed and governed

Website

All these reports, and many of our earlier reports, are available in HTML and PDF format on our website – www.oag.govt.nz.

Notification of new reports

We offer facilities on our website for people to be notified when new reports and public statements are added to the website. The home page has links to our RSS feed, Twitter account, Facebook page, and email subscribers service.

Sustainable publishing

The Office of the Auditor-General has a policy of sustainable publishing practices. This report is printed on environmentally responsible paper stocks manufactured under the environmental management system standard AS/NZS ISO 14001:2004 using Elemental Chlorine Free (ECF) pulp sourced from sustainable well-managed forests. Processes for manufacture include use of vegetable-based inks and water-based sealants, with disposal and/or recycling of waste materials according to best business practices.

Attachment 11

Report

Subject: Earthquake-Prone Buildings Policy and Survey

To: Policy/Planning Committee

From: Katrina Gray, Policy Analyst

Date: 2 September 2016

File: 3-PY-1-6

1 Executive Summary

- 1.1 Council approved the Earthquake-prone Buildings Policy for public consultation on 30 June 2016. The consultation period was open from 29 July 2016 to 29 August 2016.
- 1.2 A total of 14 submissions were received during the submission period, with one submission received late. Two people indicated they wish to speak to their submission at Council's 29 September 2016 meeting.
- 1.3 Due to the timing of local government elections, the Policy/Planning Committee is asked to undertake preliminary deliberations on the written submissions received to assist in Council's decision on 29 September 2016.
- 1.4 There were a range of submissions received. Those that expressed the most concern related to the upcoming legislation and the cost associated with strengthening. However, overall the majority of submitters indicated they support the Policy.
- 1.5 During the consultation process, earthquake-prone building owners were also asked to fill in a survey regarding their compliance with the Earthquake-prone Building Policy.
- 1.6 Twenty five responses were received. Five building owners had already completed strengthening/removal works of the masonry chimneys/parapets, however, just under half (eleven) of the respondents had not remediated the masonry chimneys/parapets.
- 1.7 The report suggests that the Committee recommends, subject to further information at oral hearings, that Council amends its Earthquake-prone Buildings Policy to reflect its decision not to enforce the current policy prior to the enactment of the Building (Earthquake-prone Buildings) Amendment Act in July 2017.

2 Background

- 2.1 The Building (Earthquake-prone Buildings) Amendment Act was assented on 13 May 2016. It is scheduled to come into effect July 2017. Draft regulations have been issued for public consultation and are provided in the Legislation and Governance update.
- 2.2 Once the Act is in effect, Council's policy will lapse. However, until that point the requirements in section 132 of the Building Act remain – the Council must continue to have an earthquake-prone buildings policy and review it at least every five years. The last review of the Council's policy was in May 2011.
- 2.3 Council resolved on 30 June 2016 to review the Policy¹, with the Policy/Planning Committee adopting the documents for public consultation at their 14 July 2016 meeting².
- 2.4 Council also considered that the consultation process would provide an opportunity to alert building owners to the forthcoming statutory prescriptions, as well as verifying whether parapets and masonry chimneys have been checked and either strengthened or removed if deemed necessary. However, the Policy/Planning Committee requested that, due to the upcoming legislation, no enforcement action over non-compliance should be undertaken.

3 Submissions

- 3.1 A total of 14 submissions were received before the close of submissions, with 1 submission received late ([Appendix 1](#)).
- 3.2 Two submitters requested to speak to their submission at the oral hearing scheduled for 29 September 2016:
 - Robert Snijders
 - Geoff Wilson
- 3.3 Nine submitters support the Policy, two do not support the Policy and two did not specify whether they support the Policy or not. A full analysis of the submission points is provided in [Appendix 2](#), with a summary provided below.

Cost

- 3.4 A number of comments on the Policy related to the cost of earthquake strengthening works. Given there will be no enforcement of the Policy, there will be no costs to buildings owners as a result of the Policy. Building owners will face costs once the Building (Earthquake-prone Buildings) Amendment Act comes into force.

¹ 16/RDC/172

² 16/PPL/062

Legislation

- 3.5 Many of the comments on the Policy related to the Building (Earthquake-prone Buildings) Amendment Act. Council does not have direct influence over this legislation or the regulations, however, has engaged with central government when possible (e.g. through submissions on the proposals).

Council process/consultation

- 3.6 One submitter raised concerns about Council's consultation process (that all building owners were not visited and that pictures associated with the consultation display were emotive). All owners on Council's existing earthquake-prone building list (94 properties) were sent a letter and associated information. Visits with building owners would have taken significant staff resources.

Other comments

- 3.7 Other comments included observations that buildings had stood up to previous earthquakes, their building is exempt or that the chimneys/parapets would not fall onto public areas.

4 Comment

- 4.1 There were a wide range of comments on the Policy, however, no specific suggestions related to the Policy itself. Most of the concern relates to the upcoming legislation.
- 4.2 The Policy/Planning Committee requested that no enforcement action be taken for non-compliance with the Policy as building owners will be required to undertake further works when the Building (Earthquake-prone Buildings) Amendment Act comes into force. Therefore, it is recommended the Policy is amended to reflect this intent ([Appendix 3](#)). If that recommendation is accepted, the amended policy must be provided to the Chief Executive of the Ministry of Business, Innovation and Employment.
- 4.3 The cost of undertaking strengthening works on their buildings was a significant concern from submitters. Council's Rates Remission Policy for earthquake-prone buildings is available to support building owners. A remission can be granted for up to six months when the building is being strengthened, demolished and rebuilt. The remission is also associated with a waiver of Council consent costs up to a value of \$5000 (plus GST). A remission can also be granted for three years following the completion of building works. Additionally, the Government has announced a \$12 million dollar fund is available for heritage building owners

5 Survey

- 5.1 A total of 25 survey responses were received out of the 94 property owners who were sent the survey. A more detailed breakdown of the survey responses is provided as [Appendix 4](#).

Number of chimneys/parapets

- 5.2 Seven respondents noted their building had both masonry chimneys and parapets. A further seven respondents stated they only had parapets. Five survey respondents stated they do not have masonry chimneys or parapets.

Have they been assessed?

- 5.3 Eleven respondents had their chimneys/parapets assessed, eight had not, five were not applicable and one was unsure.

When will you undertake the work?

- 5.4 Nine respondents are waiting on the legislation to come into effect before they undertake works on their building. Nine respondents were not applicable as they had already undertaken strengthening or did not have masonry chimneys or parapets. Only four respondents had no plans to undertake work.

6 Comment

- 6.1 Many survey respondents who had not yet undertaken work on their building were waiting on the new legislation to come into effect. It is once the legislation comes into effect that property owners will be required to undertake assessment and remediation works. There are a few respondents that have already undertaken works.

7 Recommendations

- 7.1 That the report 'Earthquake-prone Buildings Policy and Survey' be received.
- 7.2 That, subject to new information being presented at oral hearings, the Policy/Planning Committee recommends to Council that Council adopt [without amendment/as further amended] the proposed amendments to the Earthquake-prone Buildings Policy as outlined in Appendix 3 to reflect (a) its intent that no enforcement action will be undertaken for non-compliance with the current policy and (b) that the policy will lapse with the commencement of the Building (Earthquake-prone buildings) Amendment Act on 1 July 2017.

Katrina Gray
Policy Analyst

Appendix 1

Anna Dellow

From: Robert Snijders <moolookiwi@outlook.com>
Sent: Monday, 29 August 2016 2:25 PM
To: RDC Information
Subject: Earthquake-Prone Building Policy

RECEIVED

26 AUG 2016

Follow Up Flag: Follow up
Flag Status: Flagged

To: KG
File: 3-PY-1-6
Doc: 18-594

Dear EPBP Coordinator

- I support the draft Earthquake Prone Building Policy subject to wording change as detailed in comments below:-
- I wish to speak to my submission.
- Comments
RDC should have visited each and every building owner as part of the consultation,
The display in the Cobbler Building is emotive and does not follow government guidelines for Public Consultations,
Whilst the district is in a High Risk Zone, not all of it is and the "z" factor for design purposes should be listed. We do not have the same as Wellington which is also in a high risk zone, however, our "z" factor is nearer to that of Whanganui which is a medium risk zone,
Timeframes and policy should more closely aligned to a Medium Risk Zone as the Rangitikei is on the border of the two,
Who in RDC will be assigned to administer the policy, and
The transitional requirements that will bring the policy up to date with the provision in the Building Act and supporting regulations should also be made available so that feedback and pressure can be put on central government.

Finally, no one from RDC visited me as a building owner that is also earthquake prone.

Regards

Robert Snijders
5 Grey Street, Marton
0210 410001

Sent from Mail for Windows 10

SUBMISSION FORM

Earthquake-Prone Building Policy

RECEIVED



25 AUG 2016

Rangitikei
District Council

To: K G
File: 3-PY-1-6
Doc: 16-5576

**Submissions close at 4 pm
on Monday 29 August 2016.**

Return this form, or send your
written submission to:

Earthquake-prone Building
Submissions
Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

Oral submissions

Oral submissions will be held at the
Marton Council Chambers on
Thursday 29 September 2016.

☐ I wish to speak to my submission.

Ten minutes are allowed for you to
speak, including questions from
Elected Members. If you have any
special requirements, such as those
related to visual or hearing
impairments, please note them here:

Hearing Impairment

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☐

Please print clearly

Name: Geoff Wilson

Organisation: (if applicable) _____

Phone: 06-3881956

Property address: 122 - 124 Hautapu
st Taihape

Postal Address (if different): 13 Dixon
Way Taihape -

Email: geoff.wilson@extra.co.nz

Do you support the draft Earthquake-prone Buildings
Policy?

☐ Yes

☒ No

Comments

It would be uneconomic to
invest more capital into
a depressed economy -
The building is solid and
has with stood many
earth quakes - IF the
requirements are too
stringent I will close
the shop and move out
of Taihape - Has had
bracing done on one side -

Attach additional information or pages if necessary

Signed [Signature] Date 5/8/2016

SUBMISSION FORM

Earthquake-Prone Building Policy

RECEIVED

2 SEP 2016



To: KC
File: 3-84-1-6
16.08.04

Please print clearly

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Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

Name: Gavin Case
Organisation: (if applicable) Byron's Investment Trust
Phone: 027 358 9901
Property address: Club Hotel
17-19 High St Marton
Postal Address (if different): 44 Marine
Parade, Otaki Beach, Otaki
Email: gcase@xtra.co.nz

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☐ I wish to speak to my submission.

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special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☐

Do you support the draft Earthquake-prone Buildings
Policy?

☐ Yes

☒ No

Comments

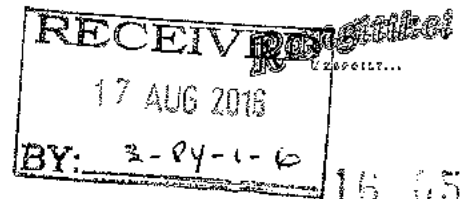
As landlords, we don't know where we
stand, we need to know whether our
building is a priority building or not
so we can carry on leasing the building
& weigh up the costs of strengthening

Attach additional information or pages if necessary

Signed [Signature] Date 28/8/16

SUBMISSION FORM

Earthquake-Prone Building Policy



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Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

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related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☒

Please print clearly

Name: _____

Organisation: (if applicable) _____

Phone: _____

Property address: _____

Postal Address (if different): _____

Email: _____

Do you support the draft Earthquake-prone Buildings
Policy?

☐ Yes

☐ No

Comments

*We don't think it apply to our
building as we don't have either
a chimney or pipes*

*one whole side was built in
30 years ago approx.*

*But Council would have all information
on that.*

Attach additional information or pages if necessary

Signed _____ Date 2/05/16

SUBMISSION FORM

Earthquake-Prone Building Policy

RECEIVED



29 AUG 2016

Rangitikei
District Council

To: KC
File: 3-PY-1-6
Doc: 15-0592

Please print clearly

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Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

Name: CHAS E. MARR LTD

Organisation: (if applicable) _____

Phone: 06 327 7422

Property address: 236 Broadway

MARTON

Postal Address (if different): _____

Email: N/A

Oral submissions

Oral submissions will be held at the
Marton Council Chambers on
Thursday 29 September 2016.

Do you support the draft Earthquake-prone Buildings
Policy?

☐ Yes

☐ No

☐ I wish to speak to my submission.

Ten minutes are allowed for you to
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Elected Members. If you have any
special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

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tick this box if you would like your
name withheld ☐

Comments

We have personally lived in this
building so have checked after
any earthquake & aftershocks.
& have yet to find anything to
cause concern. (However we are
not the experts) Our area is
Moderate risk.

We are only still trading because
somehow rates have to be paid.
There is no way we could
strengthen this building without help.

Attach additional information or pages if necessary

Signed J. Stantall Date 26/8/16
J. Stantall

16 July 1985

Charles E. Marr Ltd
286 Broadway
MARTON

NEW ZEALAND
HISTORIC PLACES
TRUST

Anglin House, 63 Boulton Street, Ph. (0-4) 724-341
Private Bag, Wellington 1



Dear Sir\Madam

Re: HILTON'S BUILDING

In the past few years the New Zealand Historic Places Trust has been inspecting buildings and structures in your area that have historical and/or architectural significance.

The building listed above has been given a "C" classification meaning that the Trust considers it merits recording because of its historical significance or architectural quality. A list of classified buildings in your area has been given to your local authority and is public information.

Enclosed is a pamphlet explaining how buildings are classified and the implications of this. You will note that a "C" classification carries with it no legal obligations and you are of course able to alter your buildings as you see fit. However the Trust hopes that any major alterations will be in keeping with the historic and architectural character of the building which prompted its classification. We would be happy to answer any queries that you may have appertaining to the classification of your property.

Finally, we would be grateful if you could keep us informed of any changes of ownership or alterations to your building.

Thank you

Yours faithfully

Michele Williams
for Director



RECEIVED

26 AUG 2016

Rangitikei
Council

SUBMISSION FORM

Earthquake-Prone Building Policy

To: K.G.
 File: 3-87-1-6
 Doc: 15 0384

Please print clearly

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Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

Name: Steve Quinn

Organisation: (if applicable) _____

Phone: 09 2926205

Property address: 12-14 High Street
Marton

Postal Address (if different): 2581c Hunua Rd
RD3 Papakura

Email: steve@safetystep.com

Do you support the draft Earthquake-prone Buildings
Policy?

☐ Yes

☒ No

Oral submissions

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Marton Council Chambers on
Thursday 29 September 2016.

☐ I wish to speak to my submission.

Ten minutes are allowed for you to
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special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

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tick this box if you would like your
name withheld ☐

Comments

The objectives of the policy are
entirely unrealistic in commercial
terms. The subject building within
Rangitikei are typically low value
building, attracting low commercial
returns. Re-purposing and renovating
the buildings SHOULD NOT trigger
immediate compliance as associated costs
make any such re-purposing uneconomic
in the extreme. This policy will ensure the
almost total demise of our heritage buildings
over the next 10-15 years.

Attach additional information or pages if necessary

Signed [Signature] Date 03/08/2016

Page 207

SUBMISSION FORM

Earthquake-Prone Building Policy

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23 AUG 2016



Rangitikei
District Council

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Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

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special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☐

Please print clearly:

Name: DRAGAN & ALEKSANDRA GRANJAS

Organisation: (if applicable) Marton Hotel

Phone: +64204341387; +64424524828

Property address: 255 Broadway
Marton 4740

Postal Address (if different): _____

Email: aleksandra.granjas@au.vestie.com

Do you support the draft Earthquake-prone Buildings
Policy?

☒ Yes

☐ No

Comments

In the case when the work
on buildings is refused to
strengthen the structure,
there are costs associated
with the work.
More time is required to
undertake the work as
many building owners would
not be able to afford it
as individual.

Attach additional information or pages if necessary

Signed Granjias Date 16/8/16

RECEIVED

22 AUG 2016



Rangitikei
COUNCIL

SUBMISSION FORM

Earthquake-Prone Building Policy

K.S.
3-87-1-6
15 1550

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Elected Members. If you have any
special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☐

Please print clearly

Name: Morton Bakery & Cafe Ltd

Organisation: (if applicable) _____

Phone: 06 327 7231

Property address: _____

Postal Address (if different): _____

Email: _____

Do you support the draft Earthquake-prone Buildings
Policy?

☒ Yes

☐ No

Comments

Attach additional information or pages if necessary

Signed [Signature] Date 3.08.16

RECEIVED



15 AUG 2016

Rangitikei
COUNCIL

SUBMISSION FORM

Earthquake-Prone Building Policy

To: KG
File: 3-PY-1-6
Doc: 15-0540

**Submissions close at 4 pm
on Monday 29 August 2016.**

Return this form, or send your
written submission to:

Earthquake-prone Building
Submissions
Rangitikei District Council
Private Bag 1102
Marton 4741

Email: info@rangitikei.govt.nz

Fax: (06) 327 6970

Oral submissions

Oral submissions will be held at the
Marton Council Chambers on
Thursday 29 September 2016.

☐ I wish to speak to my submission.

Ten minutes are allowed for you to
speak, including questions from
Elected Members. If you have any
special requirements, such as those
related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☐

Please print clearly

Name: Keay Bishop

Organisation: (if applicable) _____

Phone: 06-327-6747

Property address: Old Marton Courthouse
23 High St., Marton 4710

Postal Address (if different): _____

Email: keayb@workbridge.co.nz

Do you support the draft Earthquake-prone Buildings
Policy?

☒ Yes

☐ No

Comments

A flexible, passive
approach which
takes account of
the negative impact
a more aggressive
approach could have
on building owners

Attach additional information or pages if necessary

Signed J. K. Bishop Date 8/8/16



To: 124
File: 3-P4-1-6
Page: 15 6530

Page 211

Remastered
UNAPOLOGIZED...

To: KG
File: 3-P4-1-6
Doc: 15 653ii

SUBMISSION FORM

Earthquake-Prone Building Policy

RECEIVED

09 AUG 2016



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on Monday 29 August 2016.**

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impairments, please note them here:

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tick this box if you would like your
name withheld ☒

Please print clearly

Name: _____

Organisation: (if applicable) _____

Phone: _____

Property address: _____

Postal Address (if different): _____

Email: _____

Do you support the draft Earthquake-prone Buildings
Policy?

☒ Yes

☐ No

Comments

Given our dwindling population
and economic climate it is highly
unlikely Businesses in the Taupo
township could absorb ~~any~~ major
expenditure involved with earthquake
strengthening. Generous time frames
are welcome, But the sooner we
know where we stand the sooner
we can start planning.

Attach additional information or pages if necessary

Signed [Signature] Date 3-9-16.



SUBMISSION FORM

Earthquake-Prone Building Policy

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related to visual or hearing
impairments, please note them here:

Privacy

All submissions will be public, please
tick this box if you would like your
name withheld ☒

Please print clearly

Name: _____

Organisation: (if applicable) _____

Phone: _____

Property address: _____

Postal Address (if different): _____

Email: _____

Do you support the draft Earthquake-prone Buildings
Policy?

☒ Yes

☐ No

Comments

REF: SEE WRITTEN NOTE ENCLOSED

Attach additional information or pages if necessary

Signed: _____ Date: 18/8/16

RECEIVED

5 AUG 2010

KG
TO: 3-PY-1-6
FROM: 16-1122
DATE: 16-1122

RAULITINGI DISTRICT COUNCIL
POLICY ANALYST/PLANNER,
KATRINA CLAY.

DEAR KATRINA,

ARRANGING THE DRAFT - PHONE BUILDING POLICY WILL NEED A MIXTURE OF COMMON SENSE AND NATURAL ATTRACTION. RE: TO THE PART SECTION OF BRICK WALL ON THE SOUTH SIDE BOUNDARY OF 104 HATAPU ST. TAHARA BUILDING.

THIS WAS TO FAIL, THE WALL WOULD BE ON OPEN GROUND, WILL NOT FALL ONTO A PUBLIC ROAD OR FOOTPATH AND HAS NO PEDESTRIAN OR VEHICLE ACCESS.

THE PROPERTY IS VACANT (3 YEARS) AND UNTIL SOLD - ONE IS APPREHENSIVE TO ASSUME A NEW PROSPECTIVE OWNERS REQUIREMENT OF A MEZZANINE FLOOR BEHIND THIS WALL, OR AS TO REMOVE THE TOP FLOOR OR DEMOLISH ALL THE BAKED TIMBER BUILDING. A REDUCED HEIGHT OF BACK TO WHERE THE BUILDING WAS PLATED AND STEEL RODS BOLTED AND INSERTED THROUGH TO THE OTHER SIDE OF THE BUILDING AS PREVIOUS REQUIREMENTS DEMANDED, THE SIDE OR TOP OR PART OF THE OUTSIDE WALL COULD BE RECLADDED.

CAN THE COUNCIL ASSIST WITH A INITIAL VISUAL BUILDING INSPECTION WITH MYSELF IN ATTENDANCE ON SITE. WITH TRAVEL FROM NEW PLYMOUTH BEING NECESSARY, I WILL MEET ON SITE AT A TIME AND DATE TO SUIT THE COUNCIL WHEN OTHER APPOINTMENTS THEY ATTEND IN TAHARA OCCUR.

WITH THE NEGATIVE MISINFORMED AND MISFEASABLE RESULTS AND INTERPRETATION OF DECISIONS MADE ABOUT THE MISHANDLED OUT-COME OF THE "LIQUIDATION" SAGA? - IT HAS MADE ARRANGING PROPERTY SALES IN TAHARA - QUOTE! ASHAMEDLY DIFFICULT WITH EVER LASTING PUBLIC DAMAGE BEING MADE TO AND BY US ALL. AS A RESULT THE EARTHQUAKE - POLICE BUILDING - SURVEY HAS UNANSWERED QUESTIONS PENDING THE DIRECTION ONE CAN MAKE IN. IS FINANCIAL CONSTRAINTS AND ABILITY AT OUR TIME OF LIFE ALSO CONTRIBUTES TO A DELAYED PART TO SOLVE OUR DILEMMA, PUBLIC SAFETY AND OUR HEALTH MUST ALL SHARE PRIORITIES AT THIS POINT IN TIME, EARTHQUAKES HAPPEN MANY TIMES A DAY ALL OVER N.Z. AND THE SEVERITY CAN NEVER BE PREDICTED. THE FEAR OF THE RESULT COULD BE.

THANK YOU FOR THE TIME TO READ AND UNDERSTAND AND EMPHASIZING OUR POSITION.

YOURS SINCERELY

Appendix 2

Analysis of submission points

Submission point	Comment
Cost	
Could not strengthen without help.	It is unclear whether this comment relates just to chimneys and parapets or the whole building.
Financial constrains for future development.	Council has implemented the rates remission policy for earthquake-prone buildings to support building owners.
It would be uneconomic to invest more capital into a depressed economy.	Council has implemented the rates remission policy for earthquake-prone buildings to support building owners.
There are costs associated with strengthening.	Council has implemented the rates remission policy for earthquake-prone buildings to support building owners. Demolition may be an option for some building owners.
More time is required to undertake work as many building owners are not able to afford it.	Council will not be enforcing compliance with the Policy and does not have influence over the timeframes prescribed in the Building (Earthquake-prone Buildings) Amendment Act.
Given our declining population and economic climate it is unlikely businesses in Taihape could support expense associated with strengthening.	Council has implemented the rates remission policy for earthquake-prone buildings to support building owners.
Objectives of the Policy are unrealistic. Buildings within the Rangitikei are low value and attract low commercial returns. Re-purposing and renovating buildings should not trigger immediate compliance costs. The Policy will ensure demise of the heritage buildings over the next 10-15 years.	<p>The Policy only requires the strengthening or removal of masonry chimneys or parapets.</p> <p>Strengthening requirements are outlined in the Building Act.</p>
Legislation	
Our 'z' factor is nearer to Wanganui which is in a medium risk zone. Timeframes should be aligned to this.	Council has no influence over the zone it has been placed in or the corresponding timeframes.
The sooner we know the sooner we can start planning.	Staff will be in contact with building owners when necessary once the legislation comes into effect. Priority buildings will need to be consulted on.
Would like certainty about whether their	Council is currently waiting on the development of the regulations and enactment of the Building

building is a priority building.	(Earthquake-prone Buildings) Amendment Act. Priority buildings will need to be consulted on.
What transitional requirements will bring the Policy up to date with the provisions in the Building Act? Supporting regulations should be made available so that feedback and pressure can be put on central government.	<p>The Policy will be replaced upon the enactment of the Building (Earthquake-prone Buildings) Amendment Act.</p> <p>The regulations have been addressed in the legislation and governance agenda item.</p>
If the requirements are too stringent I will close and leave Taihape.	There is no planned compliance for the Policy. Council does not have control over the requirements in the Building (Earthquake-prone Buildings) Amendment Act (although has submitted at each opportunity available).
Generous timeframes are welcome.	Council will not be enforcing the Policy and has no influence over the timeframes set out in the Building (Earthquake-prone Buildings) Amendment Act.
Council processes	
Who in RDC will administer the Policy?	The Building Team in Council will administer the Policy. No compliance is planned under the current Policy given the upcoming Building (Earthquake-prone Buildings) Amendment Act.
Concern that no one visited them, as a building owner of an earthquake-prone building.	Personal visits were not undertaken as part of the consultation process. In addition, the submitter's building is not on Council's potentially earthquake-prone buildings list (it is a wooden structure).
Can Council assist with an initial building inspection on site?	<p>Council will be required, in accordance with the regulations, to identify potentially earthquake-prone buildings. It is unclear whether this process will require a site visit.</p> <p>Once identified, property owners need an independent suitably qualified person to undertake a full assessment. This is likely to be a structural engineer.</p>
Council should have visited every building owner as part of the consultation process.	All property owners on Council's potentially earthquake-prone building list were contacted via letter. This list is not necessarily exhaustive. In person consultation with each property owner would have taken significant staff resources.

Display in the Cobbler building was emotive and did not follow government guidelines for public consultations.	<p>Images of the Christchurch earthquake were used as part of the visual display. These images were used to highlight the reasoning behind the upcoming Building (Earthquake-prone Buildings) Amendment Act, which has been developed in response to the Christchurch earthquake.</p> <p>The consultation was consistent with Council's Significance and Engagement Policy developed in accordance with Section 76AA of the LGA 2002, the community views requirements in Section 78 of the LGA 2002, the principles of consultation outlined in Section 82 of the LGA 2002 and used the Special Consultation Procedure outlined in Section 83 of the LGA 2002.</p>
Other comments	
The building is solid and has withstood many earthquakes.	The Building (Earthquake-prone Buildings) Amendment Act, will require all potentially earthquake-prone buildings to be assessed by a suitably qualified expert.
Have lived in the building and had it checked after earthquakes. There is nothing to cause concern.	The Building (Earthquake-prone Buildings) Amendment Act, will require all potentially earthquake-prone buildings to be assessed by a suitably qualified expert.
A flexible, passive approach which takes account of the negative impact of a more aggressive approach could have on building owner.	The submitter is supportive of the Policy.
Parts of the building would not fall onto the public.	<p>The Policy does not differentiate between parapets/masonry chimneys which are unlikely to fall onto public areas.</p> <p>The new legislation will replace the Policy.</p>
Does not apply to our building as it does not have chimneys or parapets.	This is correct, the Policy only targets masonry chimneys and parapets.

Appendix 3

EARTHQUAKE-PRONE BUILDINGS POLICY 2016

Date of adoption by Council	<u>29 September 2016¹</u>
Resolution Number	
Date by which review must be completed	Not applicable
Relevant Legislation	Building Act 2004 (s131/132)
Statutory or Operational Policy	Statutory
Included in the LTP	No

1 Introduction and Background

1.1 Section 131 of the Building Act 2004 (“the Act”) requires territorial authorities (“TAs”) to adopt a policy on earthquake-prone buildings by 31 May 2006. Thereafter it must be reviewed at least every five years.

1.2 The definition of an earthquake-prone building is set out in section 122 of the Act and related regulations. A building is earthquake prone if it “*will have its ultimate capacity exceeded in a moderate earthquake*” and would be likely to collapse causing injury or death, or damage to any other property.

1.3 “*Moderate earthquake*” is in turn defined as:

“In relation to a building, an earthquake that would generate shaking at the site of the building that is of the same duration as, but that is one-third as strong as, the earthquake shaking (determined by normal measures of acceleration, velocity and displacement) that would be used to design a new building at the site.”

~~1.4 This definition covers more buildings and requires a higher level of structural performance from them than the Building Act 1991. Buildings used wholly or mainly for residential purposes cannot be categorised as earthquake prone unless the building comprises two or more storeys and contains three or more household units.~~

¹ This Policy was first adopted 25 May 2006 06/RDC/14, reviewed 28 May 2009 09/RDC/226 and 12 May 2011 11/RDC/092.

1.5 The policy is required to state:

- The approach that the Council will take in performing its functions under the Act;
- Council's priorities in performing those functions;
- How the policy will apply to heritage buildings.

1.6 In developing and adopting its earthquake-prone buildings policy, the Council has followed the special consultative procedure set out in Section 83 of the Local Government Act 2002.

2 Policy approach

Policy principles

2.1 The Council has noted that the provisions of the Building Act in regard to earthquake-prone buildings reflect the government's broader concern with the safety of the public in buildings, and more particularly, the need to address safety in an earthquake.

2.2 The Council has also noted that the development of earthquake-prone buildings policies is up to the individual territorial authority and has responded accordingly. There is no government funding associated with this requirement.

2.3 The Council understands the need to find a balance between the potential risks posed by the older brick and masonry buildings within the town centres and the long-term viability of these buildings.

2.4 The Council recognises that for the time being, there is no commercial peer pressure on building owners to upgrade buildings as there maybe is larger higher risk centres such as Wellington.

~~2.5 This policy was developed using information obtained through a focus group discussions.~~

Overall approach

2.6 Rangitikei is in a zone of high ~~moderate~~-seismicity² and its buildings comprise a range of types and ages reflecting steady development since early settlement in the mid to late nineteenth century. Building types range from wood, unreinforced masonry and brick buildings to modern steel and concrete buildings. Buildings generally do not exceed three storeys in height and there are a number of listed heritage buildings in the District, predominantly in the main centres of Marton, Bulls and Taihape.

² Building (Earthquake-prone Buildings) Amendment Act. Manawatu-Wanganui Regional Council Hazard Analysis Manual—Volume 11—Seismic Analysis, 1996.
~~Seismicity—the geographic and historical distribution of earthquakes.~~

2.7 Council has not actively pursued a policy of identifying and strengthening buildings in the past although a small number of buildings have been strengthened to various degrees under the "Change of Use" provisions under the 1991 Building Act.

~~2.8 This policy reflects a predominantly passive approach but recognises through the experiences of Gisborne in 2007 and Christchurch in 2010 the higher level of risk associated with masonry chimneys and parapets. These are addressed as a separate issue.~~

2.9 This Policy recognises that the Building (Earthquake-prone Buildings) Amendment Act will replace this Policy and is due to come into force on 1 July 2017.

3 Priority

~~3.1 The approach the Council's priority will take will be to:~~

- ~~• require building owners to have parapets and masonry chimneys checked and either strengthened or removed if deemed necessary. (At owner's cost)~~
- ~~• modifications to buildings may proceed without requiring additional strengthening work provided the work undertaken does not further weaken the building.~~

Economic impact of policy

3.2 The Policy recognises that requiring building owners to undertake work on buildings now may duplicate or aggravate work required to be undertaken under the Building (Earthquake-prone Buildings) Amendment Act. ~~extensive strengthening work is not only cost prohibitive, but may lead to neglect and diminished use of such buildings. This would have irrevocable economic consequences for the District's town centres. The policy~~ Policy has been designed to gives building owners flexibility until the Building (Earthquake-prone Buildings) Amendment Act comes into force.

3.3 Council recommends that the minimum work responsible building owners should undertake immediately is to have masonry chimneys checked and either strengthened or removed.

~~3.4 to keep buildings comfortable and fit for purpose without necessarily forcing extensive strengthening work. With this in mind, parapets and masonry chimneys have been addressed as a separate issue due to the higher level of risk associated with these aspects of building structure.~~

Heritage buildings

3.5 For the purposes of this policy, heritage buildings refer to only those registered with New Zealand Historic Places Trust.

3.6 There are few properties registered with New Zealand Historic Places Trust within the District that would be considered earthquake prone. Council will address these on a case by case basis. ~~and encourages building owners and New Zealand Historic~~

~~Places Trust to work together find mutually acceptable solutions if deemed necessary.~~

4 **Review**

- 4.1 This policy will be replaced by requirements in the Building (Earthquake-prone Buildings) Amendment Act. ~~reviewed within five years of adoption, or sooner, if circumstances require.~~

Appendix 4

Survey responses

Does the building have masonry chimneys/parapets?					
Chimney(s) only	Parapet(s) only	Both	Neither	Not specified	Removed
1	7	7	5	3	2
Have the chimneys/parapets been assessed?					
Yes	No	Not applicable		Unsure	
11	8	5		1	
Have they been strengthened/removed?					
Yes	No	Not applicable (no chimneys/parapets)	Not applicable (other response)	Partially	
5	11	5	3	1	
When do you plan on undertaking the work?					
Waiting on legislation	No plans to undertake work	Not applicable (no structures/work completed)	Within 5 years	Within 1 year	
9	4	9	2	1	
Comments					
<ul style="list-style-type: none">• Engineer reports provided.• Notes about strengthening works• Intend to strengthen as soon as finances allow.• Heritage New Zealand have been assisting with an engineer's report.• If any time restrictions are imposed and without any financial aid from Council or government the only option the building owner has is to leave empty or demolish and abandon the site.• No cracks in chimney and parapets. Sound condition. Was unaware of the earthquake provisions which were not disclosed by the previous owner or land agent. My long term plan is to develop the site in Taihape.• Work scheduled.• The whole process (strengthening) took longer than it should have. Very stressful dealing with Council and drawing up of plans. But working with a great building and engineering company from Palmerston North resulted in a quick outcome. Was also a very costly operation both monetary and timewise.					

Attachment 12



NGĀTI HAUITI

AIM 1: 2015/2016 Output/Outcome:

- Validate the database to achieve greater statistical accuracy
- Update the database as more whānau members register with Ngāti Hauiti

Te Maru o Ruahine Trusts Communication strategy for 2015/2016

Ngāti Hauiti Database: Maintain accurate and informative strategies to communicate with all registered Ngati Hauiti people. At the beginning of 2016 our database was at 75% accuracy now we are at 90% accurate. We encountered glitches throughout the year that needed to be sorted with the designer. This held up a lot of work and caused some issues for our communications administration. While these issues were being sorted we focused our attention on promoting and registering new whanau. We were able to set up a registration table at all Ngāti Hauiti events such as Rangatahi noho, Hui a Iwi, Reo/Raranga classes, Hauiti Dinners and any other opportunities that where appropriate to gain new registrations. We were able to collect another 480 registrations.

Ngāti Hauiti Newsletters: We continue to produce bi annual newsletters that have grown in content. Additional pages have been added to include Kaumatua Biographies, Rangatahi profiles and a higher quality overall newsletter. We continue to add value to the newsletter and have had extremely positive feedback from whānau members: the following are just a few statements from our whanau. “I get another newsletter and this one is even better, it’s professional, informative and I always look forward to receiving it”. And other member stated: “I love getting the new look newsletter, it reminds me of home and it’s great to see what’s going on for us at Ngāti Hauiti. You guys are doing a fabulous job”. A distribution of 1188 newsletters went out in June 2016 we have tripled our mail outs since June 2015. That is a great feat for our small team at Te Maru o Ruahine Trust.

Ngāti Hauiti Whanau Facebook: We continue to have a very strong presence on the Ngāti Hauiti Facebook page. We are able to relay important information to our whanau with a very high level of accuracy. We upload panui, pictures, job opportunities, events and any other information that we need to share in a timely fashion.

Ngati Hauiti cultural identification and knowledge sharing:

Te Reo & Raranga classes have been consistently running for the past 12 months and have been well received by our whanau members who attend regularly at our monthly classes. We have had a number of noho/wānanga focused on learning waiata, whenua connections and wahi tapu. Korero from key Ngāti Hauiti historians has provided a great opportunity for our whānau to continue to grow their knowledge.



Aim 2: Strengthen relationships between Ngāti Hauiti Iwi/Hapu and Council.

Implement MOU 2015/2016

Ngati Hauiti has maintained an open and clear communication channel with the Rangitikei Strategic and Community Planner and is kept up to date with RDC funding opportunities.

Contributing to the development and implementation of the Rangitikei Heritage Strategy:

Ngati Hauiti was asked to provide feedback and submit to the Rangitikei Heritage Strategy. This was done to a level that we felt was appropriate at the time. Ngāti Hauiti has been working closely with the NZ Heritage Trust to identify and preserve those sites of significance to us that we wish to make public, over many years. In addition, our social, environmental and cultural heritage, including much of our histories, both written and oral, have been recorded in the many volumes of research material that is still coming out through the Waitangi Tribunal process under our WAI 2180 claim.

Develop MOU arrangement 2016/2017 onwards

Pending

Aim 1: Increase broader engagement and awareness with whanau of Ngati Hauiti identity through communication and cultural affirmation strategies		
Output/Outcome	Task	Reporting measure
Robust database of whanau members registered with Ngati Hauiti	Validate the database to achieve greater statistical accuracy Update the database as more whanau members register with Ngati Hauiti	Baseline: 75% accuracy Target: 95% accuracy Baseline: 500 whanau members registered Target: 1,000 whanau members registered
Improved web presence as gateway to Ngati Hauiti	Extend and expand the website Implement brand strategy Digitise archive materials to ensure heritage collection maintained Display digitised archives on website as appropriate	New webpages Web traffic
A Bi-annual newsletter, Te Karere, is distributed to Ngati Hauiti whanau	Quality newsletter is prepared and distributed electronically and in hard copy	2 newsletters produced Baseline: 650 distributed (500 hard copies, 150 electronic copies) Target: 1,000 distributed (500 hard copies and 500 electronic copies)
Increased identification and knowledge of Ngati Hauiti identity and tikanga	Develop Wananga/events that promote Hauititanga	Create an annual event that encourages and engages Ngati Hauiti members to participate in Ngati Hauititanga. Baseline: attendees to double from 5% of registered members -20% of registered members

Aim 2: Strengthen relationships between Ngati Hauiti iwi /Hapu and Council		
Objective	Task	Reporting measure
Implement MOU 2015/16	Ensure open communication and two-way sharing of strategic and operational issues, as appropriate	Examples of engagement / collaboration : number of examples and brief narrative
Increased identification and knowledge of Ngati Hauiti identity and significant places to the wider community	Contribute to the development and implementation of Rangitikei Heritage Strategy	Submission to draft Strategy. Narrative on engagement with the Actions agreed.
Develop MOU arrangement 2016/17 onwards	Review MOU arrangement for 2015/16	MOU agreed for 2017/18 onwards

Attachment 13



Rangitikei
UNDISPOILT...

MEMORANDUM

TO: Policy/Planning Committee

FROM: Samantha Kett

DATE: 6 September 2016

SUBJECT: **Update on the Path to Well-Being initiative and other community development programmes –September 2016**

FILE: 1-CO-4

1 Background

- 1.1 This report identifies meetings that have taken place involving members of the Policy Team through the Community Partnerships activity, focussing on the Path to Well-being initiatives. Added commentary is provided where necessary.
- 1.2 This report also covers applications for external funding as required by the Policy on external grant applications made by Council.

2 Meetings

What?	When/Where?	Why?
Bulls River Users Group meeting	1 August Bulls	Discuss projects for the river area.
Rangitikei Heritage Group meeting	2 August Hunterville	Bi-monthly meeting; dvd, inventories, training, heritage weekend.

3 Water Safety Education

- 3.1 Sport Whanganui and Enjoying Life in the Rangitikei Group requested Council's support to implement an Open Water Safety Strategy for the Rangitikei District through a submission to the Annual Plan 2016/17. Council resolved to ask the Enjoying Life in the Rangitikei Theme Group to investigate how such a programme could be supported by Council. The Group will report back to the Committee once it has met and discussed this issue.

4 Youth Development

- 4.1 The transition phase is underway. However, an important element of the final proposal is the outcome of the Council's application to the DIA's Community Development Scheme. This remains unknown as at 8 September.

5 Funding

- 5.1 The application to the Lottery COGS stream for funds towards Swim for All in 2016/17 was partially successful with \$5,000 of the \$10,000 requested being awarded.
- 5.2 Further applications will be prepared to:
- Ethnic Community Development Fund, closing date 27 September
 - Working Together More Fund, closing date 21 October 2016
 - The Sargood Bequest, closing date 31 December
- 5.3 The Department of Internal Affairs has announced a new Community-Led Development Programme which opens on 14 September. This programme will replace the current community development programme. (Council is awaiting the outcome of its application to the final round of this fund which closed on 18 May 2016.) The focus on youth remains the priority for applying to external community funding programmes at the moment and Council staff will investigate the potential for this new funding scheme to contribute to its medium and longer term aspirations.
- 5.4 An update on all funding applications is summarised in [Appendix 1](#).

6 Treasured Natural Environment Group Newsletter

- 6.1 The Treasured Natural Environment Group produced Issue 4 of the Rangitikei Environment Newsletter ([Appendix 2](#)). The newsletter promotes environmental activities happening around the Rangitikei, provides opinion pieces on environmental issues and lists upcoming events.

7 Recommendations

- 7.1 That the memorandum 'Update on the Path to Well-Being initiative and other community development programmes – September 2016' be received.

Samantha Kett
Governance Administrator

Appendix 1

Appendix 1

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
MSD - Quality Services and Innovation Fund	Taihape Community Connections; to develop better collaborative and referral practices amongst local health and social service providers, collation and provision of information about services within Taihape.	\$120,000	Central information resource, improved access to services	Taihape Community Development Trust	Support Agency	Prepared application, project steering group: no reporting responsibilities	Dec-13
Whanganui DHB, Whanganui RHN, Work and Income, Pasific Health Trust, Creative Communities NZ	Samoa Independence Day	\$918	Delivery of Samoa Independence Day	Samoa Community Support Committee	Fundholder	Prepared application, holds funds, reports back to funder	Carried forward
KiwiSport	Swim 4 All	\$10,000	Swimming lessons for Primary School aged children in the Rangitikei District	RDC	Lead agency, fund holder	Prepared application, holds funds, manages project, reports back to funder	Unspent: carried forward to 2016/17
MPI Irrigation Assessment Fund	Pre-feasibility study for Tutaenui Community irrigation/Stockwater Scheme	\$75,000	Part of strategic water assessment programme	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Jul-17
Whanganui Community Foundation	Transitional phase for youth development	\$8,000	To transition the youth services programme	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Successful

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
DIA Support For Volunteers Fund	Extension of above programme to Samoan migrants, support for Samoan Community Support Committee	\$9,056	Conversion of Samoan drivers licenses to NZ full licences, monthly information sessions with Samoan interpreters	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Unsuccessful
DIA Community Development Scheme	Youth development programme in the District	\$240,000	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
COGS	Swim-4-All 29016/17	\$10,000	For the swim programme in the coming season	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	\$5,000 awarded
JBS Dudding trust	Capital contribution to the Bulls multi-purpose community centre Contribution towards community libraries	\$199,000	As above + ongoing support to libraries	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
The Todd Foundation	Youth development programme in the District	tbc	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	First stage application submitted
Community Facilities Fund, Lottery	Capital contribution to the Bulls multi-purpose community centre	\$700,000	To develop the centre in Bulls	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Resubmitted in August 2016

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
Lottery Community Fund	Samoan community development programme in Marton/Bulls	90,000 (\$30,000 per annum for three years)	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
6/9/2016	Confirmed	\$218,918					

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
DIA Support For Volunteers Fund	Extension of above programme to Samoan migrants, support for Samoan Community Support Committee	\$9,056	Conversion of Samoan drivers licenses to NZ full licences, monthly information sessions with Samoan interpreters	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Unsuccessful
DIA Community Development Scheme	Youth development programme in the District	\$240,000	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
COGS	Swim-4-All 29016/17	\$10,000	For the swim programme in the coming season	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
JBS Dudding trust	Capital contribution to the Bulls multi-purpose community centre Contribution towards community libraries	\$199,000	As above + ongoing support to libraries	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
The Tindall Foundation	Youth development programme in the District	\$70,000	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Unsuccessful
The Todd Foundation	Youth development programme in the District	tbc	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	First stage application submitted

Fund	Project description	How much	Desired outcomes and milestones	Lead Agency	Council role	Policy Team Role	Final report due
Community Facilities Fund, Lottery	Capital contribution to the Bulls multi-purpose community centre	\$700,000	To develop the centre in Bulls	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Unsuccessful - to be resubmitted in August 2016
Lottery Community Fund	Samoan community development programme in Marton/Bulls	90,000 (\$30,000 per annum for three years)	To implement Council's youth development proposals	RDC	Lead agency, fundholder	Prepared application, holds funds, manages project, reports back to funder	Submitted - outcome unknown
27/07/2016	Confirmed	\$213,918					

Appendix 2

RANGITIKEI ENVIRONMENT

Treasured Natural Environment Group

Makowhai Stream Planting

By Chris Shenton, Te Runanga o Nga Wairiki Ngati Apa

A project to riparian plant the Makowhai Stream has kicked off in the middle of June. This stream is of significance to Ngati Apa and Ngati Raukawa hapu based in the Rangitikei as it was a reliable supply of tuna (eels) and inanga for many years past. We were told that our people at Parewanui used to cross the Rangitikei on horseback and fish in Makowhai as you could almost guarantee a successful fishing day. It is this relationship that we are looking to reinvigorate.



Planting of the Makowhai Stream

With the intensification of land use over the years the stream has been seen more as a drain, with very little vegetation along its banks to shade and cool the waters. Thankfully it is, to a large extent fenced so stock can't access the water. We are looking to plant around 3000 native plants over the next two planting seasons and we will do more if we can.

This year we engaged a planting contractor to plant 1200 plants on the lower reach of the stream which we will manage to ensure that keep above the long grass and start to flourish. With the

Inside This Issue

Makowhai Stream Planting	1
Blue Duck Comeback	2
Bulls River Users Group	3
Parks and Reserves	4
Become a Kiwi Guardian	7
Upcoming events/community contacts	7

assistance of Horizons we met with local farmers who were very supportive of what we were proposing by enabling us to have access across their land and facilitating access for contractors to do the work. It is hoped that we will have community planting as part of the project next year and from there we see this as just the beginning. If we can capture the necessary resources we see this work as going on for generations' right throughout the Rangitikei catchment and throughout our tribal area.



Planting of the Makowhai Stream

It is important for people to reconnect with such places that historically we used to frequent. If the fish life is enhanced by this kind of work, that gives us more reason to re-establish our relationship with this significant awa.

Blue Duck Comeback

By Brian Megaw

Recently I was lucky enough to attend a Whio (Blue Duck) recovery workshop in Turangi.

Attending were about 40 people ranging from Department of Conservation (DOC) staff, to landowners and many enthusiastic volunteers. These volunteers are the ones who brave inclement weather and give freely of their own time in order to check trap lines in the hills and along rivers.

In 2008 there were as few as 2500 Whio left. Whio, an endemic species to New Zealand, are one of only 4 species of torrent ducks (like white water conditions) in the world. They are an indicator species and no matter the amount of predator control will not be found on rivers and streams that are not pristine.

In 2008 it looked like they would slowly slide into extinction. This extinction would be the result of predation from introduced stoats and loss of pristine habitat.



Whio on the Rangitikei River

Luckily for these birds, a group of people both from within DOC and the general public rallied together and started a program aimed at the recovery of this unique species.

Flash forward to 2016 and numbers have now recovered to about 3000 birds. There are a total of 8 secure areas (4 in the North Island and 4 in the South Island) which have the funding to have quite intensive management. Much of this funding is provided by Genesis Energy through [Whio Forever](#).

What Is Happening With Whio on the Rangitikei and the Northern Ruahine Ranges?

River Valley is a part of the [Ruahine Whio Protectors](#) Collective. This is a collective of 7 different groups that are actively trapping for stoats (which are the principle cause of Whio decline) in the northern Ruahine Ranges. Other local parties include the Aorangi Awarua Trust who along with the Te Potae O Awarua Project administer some 620 traps on Aorangi, the Ikewetea catchment and the Waiokotore catchment.

Total traps deployed throughout the range number about 1800, of which River Valley look after 150. You can see what River Valley is doing by following this link to the [conservation pages on our website](#).

This area has been designated as a recovery area and presently has a known population of 30 pairs of Whio. The goal is to lift the population to 50 breeding pairs by 2020.

Our own goal is to see a resident population of breeding pairs on our home river, the Rangitikei.

An observation from DOC personal involved in the trapping program (these are volunteers – DOC does no active funding of the Northern Ruahine project), was that there had been an impressive bounce back of all bird life in areas covered by the traps.

Can You Be Involved in Saving Whio?

What can you do in assisting Whio recovery?

There are a number of options available to help out. These options depend on whether you are physically able to contribute or simply wish to make a donation.

To help the overall group, Ruahine Whio Protectors, [please follow this link](#). If you want to help out with what River Valley is doing, then contact [Brian Megaw direct](#).

Help us to guarantee the survival of this unique bird.

Bulls Rivers Users Group

By Jan Harris, Bulls and District Community Development Manager

With summer coming, we are currently working on upgrading our existing picnic area down at the Rangitikei River. With us firmly in the grip of winter and the current work Rock Wall upgrade, our project is slowly making progress.

Redeveloping this area will give river users a fantastic site to use throughout the warmer months. The site upgrade is designed to marry with environment and provide locals, walker, cyclist, educational groups and area where they can learn about the issues that impact our environment. We are extremely lucky to have some strong environmentalists on the Bulls Users Group who love nothing more than sharing their

passion and knowledge with others – this is community working at its best.

With the help of Bulls School Teacher – Leigh Hanson and her Green Team, the site is now clear and ready for the next phase. The group of parent helpers, pupils, Athol and his team plus members from the River Users group made light work clearing the site.



Bulls School working bee at the Rangitikei River

Bulls School is currently working towards their Bronze status as an EnviroSchool. This partnership provides a bank of people who will steer this project for many years to come.

The picnic area will provide also be a great place for tourists and Te Araroa trail walkers to take a break while passing through Bulls. Often cyclists and walkers are on limited budgets so this free area for all to use will be a fantastic resource for these people plus the wider community as a whole.

With the help from local digger owner/operator, Brain Kirker, the existing site will be cleared making way for new weed mat. The existing rocks will be re used to cover the front and side area,



placing them to mirror the fantastic work done by contractors working on the rock wall.

Bullocks in Bulls have donated metal to cover the site. We have had peelings donated by Santoft Roundwood which will help mulch the new planting supplied by Horizons. Local carriers Ross Dear and John Zander have kindly offered to cart the mulch to the site.

Road Runner will kindly make a sign for this area that reflects the unique setting that will thank Funders and acknowledge businesses who have donated in kind.

We recently received a grant from Horizons to help us manage the Ivy and Old Man's Beard that in an ongoing problem down at the River. Without the generous donations of product, time and machinery there would be no way this project could be achieved.

I have noticed in the short time I have been in this role, Bulls and District residents are keen to help their community where possible, they just need to be asked. I can't thank them enough for the support and generosity they have shown me since I took over the role of Community Development Manager. If your company would like to donate resources, time or money to this project we would love to hear from you.



Bulls School working bee at the Rangitikei River

Parks and Reserves

By Athol Sanson, Parks and Reserves Team Leader

Koitiata Sand Dune Movement

In February we were contacted by the Koitiata Residents Association regarding the advancement of sand dune towards the playground within the coastal reserve.

The movement of sand on our coast is common and at times the dunes can be very unstable and constantly on the move. The speed of this sand movement may have been hastened by the June flood event. Large volumes of sand and sediments have been brought down local rivers which need somewhere to go.

A meeting was organised at the beach with concerned residents, staff from the Horizons Regional Council and the Rangitikei District Council



A plan was formulated at this meeting to help slow the sand movement towards the playground. The plan involved a number of points – from movement of logs to act as wind fences, to collection of native

plant seeds with sand binding abilities for future plantings and also long term care.



Horizons confirmed that no consent was needed to move the logs from the lagoon area to the blow-out zone providing no Katipo spiders and no nesting Dotterels were present. This was confirmed by an ecologist on site.

The Koitiata Residents Association requested that they would like to undertake the work as a community based project.

The following day I meet with the residents to collect seeds of plant species growing in the immediate area. Good numbers of seeds were available and it was perfect timing for collection.

Eco-sourcing is often used in restoration projects because locally sourced plants are thought to be more likely to survive than those from further away. This is because species are often better adapted to local conditions. Eco-sourcing has many other advantages – too many to go into now.

Species Collected: *Ficinia nodosa*, *Spinifex sericeus*, *Calystegia soldanella*, *Ficinia spiralis*, *Muehlenbeckia complexa*, *Carex pumila*.

The seeds were then packed, labelled and sent to a local nursery for propagation for planting in winter 2017.

The local residents commenced moving the logs from the lagoon so that they are placed across the blowout and the sand will be collected by these logs rather than advancing any further. Hay was then spread in areas between the logs to help stabilise the sand.



Planting will occur in 2016 but will only involve Marram grass as no other plants will be available. Plants will be planted behind the logs to give them some protection from the prevailing winds on site.

This area will take a number of years and take careful planning to put right. However with long term commitment from the Residents and the RDC this area will be put back in a better condition than what was present before.



Sand fences will be installed in some areas that could not be covered with logs and marram grass will be planted in sheltered spots. Marram is currently being divided and stored ready for future planting.

All the seeds collected by the local residents have been sown. I was contacted two weeks ago from the nursery saying that around 100 *Calystegia soldanella* had germinated. These will be planted in the coming weeks; I can't say I have very often had a native plant ready to plant 3 months following seed collection before.

Future Planting Memorial Park

Over April and May we collected native tree and shrub seeds from Memorial Park with a view to replanting various areas that have had sycamore trees removed over the past few years. All seeds have been collected from naturally occurring vegetation within the reserve.

Planting will be undertaken in conjunction with Horizons Regional Council and Rangitikei Environment Group (REG) during 2017.

Again any planting in the reserve will need to be eco-sourced. Eco-sourcing involves propagating seeds of wild plant from local areas and planting them back within the same area.

A special tree of note during May in the reserve is *Dacrycarpus dacrydioides* or kahikatea. These trees are in full seed at present. Kahikatea is having a mast year in the region for seed production. The ripe bright orange seed is clearly visible from beneath the trees. Now that the wasps are diminishing, the birds have come back to feast on the sweet fruit. The bird song is something to enjoy and is a highly recommended outing on a nice day.

Mast seeding, also called masting, is the production of many seeds by a plant every two or more years in regional synchrony with other plants of the same species.

Memorial Park has some incredible native plants growing within this special reserve many of them highly sort after in the horticultural industry.

Other seeds collected: *Myrsine divaricata*, *Myrsine australis*, *Lophomyrtus obcordata*, *Hoheria angustifolia*, *Sophora godleyi*.

During the visit I located a plant that I had never seen before. It was clearly a *Carex* of some description and only three plants were present. We collected a sample and sent it off to one of our leading New Zealand botanists for identification.

While it was identified as a *Carex* the species could not be fully identified. The sample was then sent to Landcare Research and again the botanists had difficulty with its precise identification. It has been given the name *Carex muricata* and recorded as an unrecorded plant from Taihape.

It's always exciting to locate something a bit different.

Become a Kiwi Guardian!

By Department of Conservation

The Department of Conservation and Toyota have been working together to create a new programme to get kids to connect with nature – Kiwi Guardians!

"The goal of Kiwi Guardians is to turn our kiwi kids into guardians of the land and sea."

– Allanah Irvine DOC Operations Manager for Manawatu.

Kiwi Guardians allows kids to plan an adventure online then go there for real! This exciting new programme encourages kids to explore, discover and experience the outside world and learn how to take action and protect it.

The idea is allowing children to cut down on screen time and notice the nature that is right on their door step. Helping children to see they can make a difference and giving them control over how they can care for the land now and in the future. It's also about getting outside and having lots of fun!

Kiwi Guardian sites can be found in the Rangitikei at Bruce Park Reserve and in the Manawatu at the Manawatu Gorge. Located at the site is a Kiwi Guardian post with a unique code. With this code the kids can collect a certificate as well as a Kiwi Guardian medal.

The steps for becoming a Kiwi Guardian are easy. Go online to www.doc.govt.nz/kiwiguardians and choose your Kiwi Guardian site.



Download the adventure map to find out what you can do, and then go exploring!

To learn more about the Kiwi Guardian programme and find the Kiwi Guardian sites visit the DOC website – www.doc.govt.nz

"Help us create future guardians of New Zealand – Toyota Kiwi Guardians!" – DOC

Upcoming Events/Community Contacts

Treasured Natural Environment Group Meeting

3pm 19 October 2016 – Marton Council Chambers

Contact Katrina Gray

katrina.gray@rangitikei.govt.nz

Bulls River Users Group Meeting

Contact Jan Harris –

bulls.community@xtra.co.nz

Tutaenui Stream Restoration Group

Contact Greg Carlyon– 021 327774

Paengaroa Road Environment Group

Contact Phyllis Leigh – 06 388 016

Hautapu Catchment Care Group

Contact Angus Gordon –

angusg@xtra.co.nz

If you have any contributions to the newsletter, any questions, or wish to subscribe please contact
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