Date: Wednesday 10 July 2019
Time: 09:30am
Meeting Room: Reception Lounge
Venue: Auckland Town Hall
301-305 Queen Street
Auckland

Komiti Taiao ā-Hapori Hoki /Environment and Community Committee

OPEN ATTACHMENTS

ADDITIONAL ATTACHMENTS UNDER SEPARATE COVER

<table>
<thead>
<tr>
<th>ITEM</th>
<th>TABLE OF CONTENTS</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>22</td>
<td>Summary of Environment and Community Committee Information - updates, memos and briefings - 10 July 2019</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B. Memorandum Social impacts initiative</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>C. Memorandum Social impacts initiative attachment A</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>D. Memorandum Social impacts initiative attachment B</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td>E. Workshop Environment Aotearoa 2019</td>
<td>13</td>
</tr>
<tr>
<td></td>
<td>F. Memorandum Climate Change Response (Zero Carbon) Amendment Bill</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>G. Key themes for submission summary Climate Change Response (Zero Carbon) Amendment Bill</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>H. Climate Change response Zero Carbon Amendment Bill Summary</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>I. Update on Coastal Compartment Management Plans</td>
<td>39</td>
</tr>
<tr>
<td></td>
<td>J. Walking Access Act Review</td>
<td>49</td>
</tr>
</tbody>
</table>

**Note:** The attachments contained within this document are for consideration and should not be construed as Council policy unless and until adopted. Should Councillors require further information relating to any reports, please contact the relevant manager, Chairperson or Deputy Chairperson.
Memorandum

14 June 2019

To: Environment and Community Committee members

Subject: Advice about social and other impacts in committee reports

From: Josie McKay, Quality Advice Senior Advisor, Governance Capability (also on behalf of Diversity and Inclusion)

Contact Information: josie.mckay@aucklandcouncil.govt.nz

Purpose

1. To brief about an initiative that aims to improve advice about social and other impacts of decisions.

Summary

2. An Environment and Community Committee initiative aims to improve advice about the impacts of decisions on Auckland’s diverse people and places.

3. The initiative will measure progress against a baseline assessment of committee reports from 2017-2018. The baseline assessment indicates that most reports are informed by community engagement. It also identifies three key improvement areas:
   • communicating how communities view the problem (including the breadth of views)
   • highlighting a wider range of impacts
   • assessing the scope and distribution of impacts.

4. Improved guidance, training and tools have been developed, or are in development, to support all council authors. These focus on better supporting staff in the key improvement areas.

5. Performance will be tracked quarterly over 2019, against a range of indicators to show how impacts are being reported to the committee.

Context

6. The Inclusive Auckland Framework sets out council’s approach to achieving an inclusive city, that recognises diversity as our strength. One focus area is ensuring council policies, plans and processes reflect the diverse needs of Aucklanders.

7. The Quality Advice Programme aims to improve the quality of advice to council decision-makers (Step up 2 of Our Strategy). A headline measure of progress is the annual assessment of reports by the New Zealand Institute of Economic Research (NZIER). NZIER assess reports against the quality advice standards, which include “that relevant impacts are assessed, including any trade-offs”. In 2018, NZIER scored council’s reports as the strongest to date.

Discussion

8. This initiative, which commenced last year, applies a diversity and inclusion lens across the quality advice standards. This is to consider in closer detail how well our advice to the committee reflects who is in our communities, and the differential impacts on them.

9. The initiative’s primary aim is to improve reporting on social impacts, i.e. impacts on people and their wellbeing. However, the criteria include all types of impact and assessment, because our goal is for decision-making to be supported by holistic and integrated advice.
10. We have had a selection of reports from 2017-2018 independently assessed. This was to better understand our organisational strengths and weaknesses, and to provide a baseline to measure ongoing progress. Highlights of the baseline assessment are attached (Attachment A).

11. A key strength identified in the baseline assessment was the degree of community engagement undertaken to support analysis (77% of reports in the sample). Three key improvement areas were also identified:

- communicating how communities view the problem (including the breadth of views)
- highlighting a wider range of impacts
- assessing the scope and distribution of impacts.

12. A further selection of reports will be assessed each quarter, against a range of key indicators. A selection of these are presented in Table 1 below, with some examples of key metrics and a link to selected graphs (where applicable) in Attachment B.

<table>
<thead>
<tr>
<th>Performance area (sample only)</th>
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<tr>
<td>Identifying affected communities and their views</td>
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- social impacts (46%)  
- environmental impacts (31%)  
- economic impacts (38%)  
Report on a range of impacts (38%) Report both positive and negative impacts (46%) | See figure 2 See figure 3 |
| Strong assessment and analysis | Assess severity, duration, extent of impacts (15%) | |
| Highlighting equity and distribution issues | Report on the distribution of impacts (31%) Report on impacts on sensitive people or places (8%) Explicitly use equity criteria (1 report, partially) | See figure 4 |

13. These results are informing the development of guidance, tools and training to help all council authors identify, assess and report on impacts. Committee authors will also receive quarterly communications explaining improvement areas and linking them to relevant guidance.

14. A likely future focus for the initiative will be supporting greater cross-council collaboration in identifying and assessing impacts. This is because the baseline assessment identified that reports often focus on a narrow range of impacts (within the author’s area of focus).

15. Results are being shared widely across council to support related improvements. The content is closely aligned with and supports other workstreams that aim to improve reporting on Māori impacts (including to achieve the Māori identity and wellbeing outcome).

Next steps

16. The initiative will measure ongoing performance, assessed on a quarterly basis. A half-year update will be provided to the committee at a workshop briefing on 24 July. This will include assessment results for the months December 2018-June 2019.
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<td>A</td>
<td>Environment and Community Committee initiative - baseline assessment highlights</td>
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<td>Selection of key indicator charts (figures 1-4)</td>
</tr>
</tbody>
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Memorandum
14 June 2019

To: Environment and Community Committee members
Subject: Advice about social and other impacts in committee reports
From: Josie McKay, Quality Advice Senior Advisor, Governance Capability (also on behalf of Diversity and Inclusion)
Contact Information: josie.mckay@aucklandcouncil.govt.nz

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Attachment B

Attachment B: Selection of key indicators charts (figures 1-4)

Baseline assessment of reports to Environment and Community Committee

Figure 1: Proportion of report sample that presented a range of community views

- Summarised range of views: 31
- Summarised 1 - 2 views: 31
- Did not discuss community views: 38

Figure 2: Proportion of sample that explicitly identified social, environmental or economic impacts

<table>
<thead>
<tr>
<th>Types of impact identified</th>
<th>Percentage of reports</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social including cultural</td>
<td>54%</td>
</tr>
<tr>
<td>Environmental</td>
<td>69%</td>
</tr>
<tr>
<td>Economic</td>
<td>62%</td>
</tr>
</tbody>
</table>

Figure 3: Percentage of sample that explicitly described multiple impacts

- Explicitly described 3 or more impacts: 38
- Explicitly described 1 - 2 impacts: 38
- Did not explicitly describe impacts: 24

Figure 4: Percentage of sample that discussed the distribution of impacts

- Discussed distribution of impacts: 31
- Did not discuss distribution of impacts: 69
Environment and Community Committee
Environment Aotearoa 2019

MINUTES

Minutes of a workshop held in 135 Albert Street, Level 26 on Thursday 13 June 2019 at 12.05pm

PRESENT

Chairperson
Chairperson
Deputy Chairperson
Members

Cr Penny Hulse
Cr Alf Filipaina
Deputy Mayor Cr Bill Cashmore
Cr Ross Clow
Cr Fa’anana Efeso Collins
Cr Linda Cooper, JP
Cr Chris Darby
Cr Honourable Christine Fletcher, QSO
Mayor Hon Phil Goff, CNZM, JP
Cr Richard Hills

Cr Mike Lee
Cr Sharon Stewart, QSM
Cr John Watson
Cr Paul Young

APOLOGIES

Cr Josephine Bartley
Cr Dr Cathy Casey
Cr Desley Simpson, JP
Cr Greg Sayers
Cr Wayne Walker

Note: No decisions or resolutions may be made by a Workshop or Working Party, unless the Governing Body or Committee resolution establishing the working party, specifically instructs such action.
**Purpose of workshop:**
- Provide elected members with an overview of the issues identified in the Environment Aotearoa 2019 report and how these relate to Auckland, and an introduction the Auckland Council's regional state of the environment reporting due in 2020.

**Declarations of Interest**
- There were no declaration of interest

**Workshop notes:**
**Environment Aotearoa 2019**
A powerpoint presentation was provided and outlined issues identified in the Environment Aotearoa 2019 report.

The workshop closed at 12.50pm
Memorandum

20 June 2019

To: Environment and Community Committee

Cc: Jacques Vector
    John Mauro

Subject: Climate Change Response (Zero Carbon) Amendment Bill

From: Parin Rafiei-Thompson, Principal Specialist – Climate Mitigation
      Anita Holmes - Sustainability & Resilience Advisor

Purpose

1. To share Auckland Council’s draft position on key themes for submission on the Climate Change Response (Zero Carbon) Amendment Bill and outline opportunities for local board input.

Context/Background

2. The proposed Climate Change Response (Zero Carbon) Amendment Bill was developed in January 2018 as part of a global effort under the Paris Agreement to limit the global average temperature increase to 1.5°C above pre-industrial levels.

3. Originally the Zero Carbon Bill was to be a separate piece of legislation, however it now will be introduced as an amendment to the current Climate Change Response Act 2002. The amendment is to ensure all key climate legislation is encompassed within one Act.

4. The Climate Change Response (Zero Carbon) Amendment Bill is made up of four main elements
   - the establishment of a Climate Change Commission
   - updated emissions reduction targets
   - specific emissions budgets, and
   - the inclusion of a national adaptation plan.

5. A copy of the Zero Climate Carbon Bill summary and the draft key themes for council’s response can be found in attachments 1 and 2.

Timeframes

6. The table below sets out the key timeframes for the Bill.

<table>
<thead>
<tr>
<th>Timeframe Description</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formulate and finalise a cross-council response to the bill</td>
<td>June 2019</td>
</tr>
<tr>
<td>Circulation of key themes for submission to local boards and ECC</td>
<td>21 June 19</td>
</tr>
</tbody>
</table>
Circulation of draft submission to local boards | 2 July 2019
---|---
Environment and Community Committee meeting – submission sign off | 9 July 2019
Final deadline to receive local board feedback to append to council submission | 10 July 2019
Closing date for submission | 16 July 2019

7. The draft submission to Local Boards will be circulated by 2 July, which aligns with when the agenda for ECC closes.

8. The closing date for submission for the Bill is 16 July.

Attachments:

- Attachment 1: Climate Change Response (Zero Carbon) Amendment Bill: Summary
- Attachment 2: Key themes for submission
Key themes for submission:
Auckland Council has separated its draft response into five categories, addressing the four main areas of the bill (targets, climate commission, emission budgets and adaptation) and additional areas to include within the Climate Change Response (Zero Carbon) Amendment Bill.

Draft key themes for submission:
Climate Commission

- Auckland Council supports the role of an independent body to advise and monitor New Zealand’s climate change commitments. We agree with the proposed functions of the commission and that it functions independently of political cycles.

- Auckland Council supports most requirements for the members to be selected on the Climate Change Commission. However, we have concerns on the required level of technical knowledge and expertise of Te Tiriti o Waitangi and advocate for appropriate representation of Māori at governance and executive levels for the response to climate change.

- Climate Change Commission members should have extensive understanding of both climate mitigation and adaptation, with the ability to draw on wider expertise as required to ensure a balanced approach.

Targets

- Auckland Council stands behind its last response to the Zero Carbon Act, of a single target approach of net zero emissions (inclusive of all gases) by 2050. However, we acknowledge that there is currently a lack of scientific consensus around the warming impact of methane, and dispute around the international standard of measurement. We need ambitious targets built on sound scientific evidence to ensure we reach the 1.5 degrees Celsius emissions pathway. Therefore, we will focus on the two-bucket approach in this response.

- We support the net zero target for all other greenhouse gases, especially the inclusion of nitrous oxide which has been increasing in New Zealand’s emission portfolio since 1990.

- Regarding the targets for methane, we would like to see consistency with the IPCC report regarding the 2030 and 2050 targets. We recommend a minimum of 11 percent reduction in methane emissions from the 2010 level.

- We support the higher end of the methane reduction range - 47 percent - in gross biogenic methane emissions. From our research it is clear the 2030 proposed reduction target of 10 percent is possible under current conditions, however the 24 to 47 percent reduction target will require transformational change of the agriculture sector.

- We understand that the transformational change is required for all sectors to reach net zero emissions in carbon dioxide, nitrous oxide and methane. We support the move for central government to invest and work alongside industries to reach the proposed targets and ensure that industry is not pushed offshore where emissions legislation may be weaker, resulting in loss of global climate change action.
Emissions budgets

- Auckland Council supports the establishment of emission budgets. The visibility of three emissions budgets at one time provides predictability and progress on reductions through political cycles.

- We need transparency and predictability around the additional input and workload required by local government in the development of the emission budgets and plans. If extensive data is required from local government in the development of the emission budgets and plan, there needs to be open timelines for local government to build this additional work into their resourcing.

- Auckland Council supports the role of the Minister and Commission in forming the targets and the proposed considerations (e.g. scientific climate change knowledge, technology) when setting the budgets. Obligations to Te Tiriti o Waitangi are also critical, and there must be a focus to integrate and reflect Te Ao Māori within the emissions budgets and plans.

Adaptation

- We have supported and continue to support the inclusion of climate adaptation in the amendment bill. This is an approach that Auckland Council has utilised in the development of the Auckland Climate Action Framework. We believe that the integrated approach can enable actions to deliver multiple outcomes instead of hindering or undermining progress in either field of mitigation or adaptation.

- We believe it is critical for funding support to be provided from a national level for local government implementation of resilience measures. Putting the funding onus on local government will make it difficult to succeed without additional support.

- We support the 6-year refresh of a national climate change risk assessment and adaptation plan to ensure the most significant risks are addressed in responsible timeframes. The alignment with local government long-term plans is important for allocating sufficient funding to address climate resilience.

- We strongly support the reporting power for adaptation as a requirement for mandatory reporting of climate risks. Auckland Council published its climate change risk assessments in early 2019, starting the open and transparent sharing of information to enable communities to make climate ready decisions. We believe that adaptation reporting power enables organisations and individuals to manage climate risk and ensure their efforts are coordinated effectively, while also enabling government to design holistic policies and approaches in developing adaptation.

- We would like to see insurance companies included in the disclosure of climate risk, as it is important for the public to understand areas at risk for future inability to be insured.

Additional considerations

- There currently seems to be lack of consequences for failure to meet the 2050 target. We believe, it is important that every region and sector is held accountable to reach the mitigation and adaptation targets.

- Auckland Council recommends stronger inclusion of Te Ao Māori throughout the Climate Change Response (Zero Carbon) Amendment Bill. We would like to see appropriate representation of Māori at governance and executive language. We also would like stronger wording around the inclusion of Te Ao Māori knowledge within the climate commission, ensuring there is sufficient representation and partnership with Tangata Whenua, iwi and hapū.
• The bill needs to push for stronger inclusion of climate change considerations in other central government acts. Currently, there are policy barriers preventing systemic change for mitigation and resilience actions within specific areas of legislation. For example, certain legislation such as the Building Act, can override the ability to ensure all future buildings within New Zealand are climate-proof and low carbon.

• It is critical that the transition to a net zero future is just and equitable. This involves strong collaboration with the community, and ensuring that jobs, safe transport options and access to healthy, affordable food and energy is maintained.

• The success of the Auckland Climate Action Framework is dependent on bold action from central government, including policy direction and legislation. The permissive action within the bill enables organisations and sectors to continue business as usual when urgent action is critical. We would like to see a stronger enforcement ability within the bill to ensure the country transitions to a net zero future.
Climate Change Response (Zero Carbon) Amendment Bill: Summary

New Zealand Government
Published in May 2019 by the
Ministry for the Environment
Manatū Mō Te Taiao
PO Box 10362, Wellington 6143, New Zealand
Publication number: ME 1410
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This document is available on the Ministry for the Environment website: [www.mfe.govt.nz](http://www.mfe.govt.nz)
Contents

Message from the Minister 4

Introduction 6
  The Climate Change Response (Zero Carbon) Amendment Bill 6

The proposals 8
  Setting long-term targets 8
  Emissions budgets 12
  Adaptation 15
  Climate Change Commission 16
Message from the Minister

Four of the past six years have been among the warmest in New Zealand’s recorded history. 2016 remains the hottest year on record with 2018 and 1998 tied in second place. Last year also marked a new record for the warmest minimum temperatures, previously held by 2016.

New Zealand has always experienced droughts, floods, fires and storms, but climate change is affecting the frequency, severity and cost of these events. For example, the conditions that led to New Zealand’s 2013 drought — our worst for 41 years, is estimated to have cost the economy NZ$1.3 billion — were made more likely by the effects of continued warming.

Last year, New Zealand was hit by Cyclones Fehi, on February 1 and, less than three weeks later, by Cyclone Gita. Both caused tremendous destruction to homes and infrastructure.

The insurance bill for Fehi was $45.9m. For Gita it was $35.6m. The April storm that followed Cyclones Fehi and Gita also wreaked destruction and was even more costly, at $74.4 million.

The scenes from the 2017 Port Hills fire in Christchurch and again from early 2019 in Nelson and Tasman more strongly resembled an Australian bush fire than anything we’re used to seeing in New Zealand.

Rising seas are starting to affect our towns and cities, with increasing reports of sea water blocking storm drains and causing surface flooding during heavy rainfall. Whanganui, South Dunedin and others are experiencing one-in-100 year floods several years running. Auckland’s Tamaki Drive is now regularly submerged by sea-water.

If we get the 0.3 metre sea level rise projected for 2060, some parts of the country will experience one-in-100 year flooding every four years or even annually. On top of that, scientists have just told us that Antarctica’s largest ice shelf, the Ross Ice Shelf, is melting 10 times faster than expected due to ocean warming.

This is the grim reality. But we can do something about it.

When New Zealand, alongside nearly 200 other countries, adopted the Paris Agreement, it was a critical breakthrough. It signalled a commitment by each nation to play their part in limiting global warming to well below 2 degrees Celsius above pre-industrial levels and as close as possible to 1.5 degrees Celsius.

Last year the United Nations published a report that sent shockwaves around the world, showing us how severe the impacts would be on our environment, economy and way of life, if we allow global warming to exceed even 1.5 degrees Celsius.

This Bill gives New Zealand a plan to deliver on our Paris commitment. And, as far as we are aware, it is the first legislation in the world to make a legally binding commitment to living within 1.5 degrees Celsius of global warming.

This Bill locks New Zealand’s targets for cutting greenhouse gas emissions into primary legislation for the first time. It also sets up a framework of five-year emissions budgets for achieving those targets and establishes a new, politically neutral and independent Climate Change Commission to keep us on track and to hold successive governments accountable.

The long-term target for reducing New Zealand’s greenhouse gas emissions is based on scientific advice that it meets the requirement to keep within 1.5 degrees of global warming.

This Bill also creates a legal requirement to adapt to the effects of climate change. Preparedness is crucial to minimising the cost and grief of extreme climate events.
Some people fear the transition will cost our economy. But all our economic modelling shows GDP and household incomes will continue to rise. In fact, countries that are successfully reducing their emissions have seen their economic growth continue to rise at the same time. This includes major economies like the United Kingdom and Germany, as well as mid-sized economies more like ours, such as Sweden, Norway, Finland and the Netherlands.

As businesses gain confidence to invest in new low-emissions technologies, new industries and jobs emerge, and we build our global advantage and get ahead in a world that is also in transition.

New Zealand is well positioned. We have over 80 per cent renewable electricity generation and will have more by 2035. We are phasing out offshore oil and gas and working with industrial processors such as Fonterra to transition away from fossil fuels.

We are shifting the government fleet to electric vehicles and we are working on options to help shift New Zealand’s wider vehicle fleet over to EVs as well.

We have established Green Investment Finance Ltd, re-established the home insulation scheme, and are investing $14.5 billion into better public transport and walking and cycling infrastructure over the next 10 years.

This year, we will be making major reforms to the Emissions Trading Scheme to ensure it is an effective and efficient tool to support our emissions reductions.

This Bill will commit this Government and successive governments to reduce our greenhouse gas emissions and to be held accountable by the Climate Change Commission.

It is a Bill that has been born of the combined efforts of many. The youth climate organisation Generation Zero first proposed the Bill and popularised it before the 2017 election. Environmental NGOs, businesses and business organisations, farmers and farming industry bodies, Iwi and Māori organisations have worked tirelessly and constructively with the Government and with the Opposition to develop a Bill that, I believe, meets the scientific goal of staying within 1.5 degrees of global warming and also represents the broadest possible consensus across New Zealand society about how to get there.

In April this year, tens of thousands of New Zealand school students went on strike to protest the failure of adults to take decisive action over the last 30 years. This Bill presents our plan for how we act over the next 30 years, to safeguard their future – and that of their children.

The Hon James Shaw. Minister for Climate Change
Introduction

The Climate Change Response (Zero Carbon) Amendment Bill

The Climate Change Response (Zero Carbon) Amendment Bill (Zero Carbon Amendment Bill) will set the framework for New Zealand’s transition to a low emissions and climate resilient economy.

The original proposal was for a separate piece of legislation called the Zero Carbon Bill. The Government has now decided to introduce it as an amendment to the current Climate Change Response Act 2002. This will ensure that all key climate legislation is within one Act. It will do four key things:

1. Set a new greenhouse gas emissions reduction target, to:
   - reduce all greenhouse gases (except biogenic methane) to net zero by 2050
   - reduce emissions of biogenic methane within the range of 24–47 per cent below 2017 levels by 2050 including to 10 per cent below 2017 levels by 2030.

2. Set a series of emissions budgets to act as stepping stones towards the long-term target.

3. Require the Government to develop and implement policies for climate change adaptation and mitigation.

4. Establish a new, independent Climate Change Commission to provide expert advice and monitoring, to help keep successive governments on track to meeting long-term goals.

How we got here

In shaping the Zero Carbon Amendment Bill, we have listened to the views of New Zealanders, analysed information, and looked at successful approaches to climate change legislation around the world.

- **Jan–May 2018**
  Economic modelling and policy development

- **7 June–19 July 2018**
  Consultation with New Zealanders
  More than 15,000 submissions received

- **December 2018–May 2019**
  Cabinet decisions on the content of the Zero Carbon Amendment Bill drafted

What happens next?

- **May 2019**
  Zero Carbon Amendment Bill introduced to the House of Representatives

- **June 2019**
  Select Committee considers Zero Carbon Amendment Bill and calls for public submissions

- **Late 2019**
  Zero Carbon Amendment Bill passes into law
  Climate Change Commission established
The time is right

Aotearoa New Zealand is ready to take decisive action on climate change. This Government is committed to ensuring we act in a way that not only reduces our impact on the climate and increases our resilience to climate change, but also creates jobs and helps improve the lives of New Zealanders.

New Zealanders have given us a mandate of support for significant change. The Zero Carbon Amendment Bill will form an enduring legal and policy framework for the transition to a low emissions and climate resilient New Zealand.

What will it mean for New Zealand?

Benefits

There can be other significant gains from strong climate action, including less traffic congestion, better health, cleaner air and water, and a safer environment for our native plants and animals.

The Zero Carbon Amendment Bill can help us build our global advantage. It will give businesses confidence to invest and innovate in existing and emerging low emissions technologies, and get ahead in a world that is also in transition.

The Zero Carbon Amendment Bill’s four components form an enduring legal and policy framework, committing successive governments to taking action on climate change.

Challenges

Economic modelling shows that it will be challenging to make deep cuts to our greenhouse gas emissions by 2050. It could cost some sectors and communities more than others.

But we must do it – and we can. Research shows that early, strong action may slow down our economic growth, but that delayed action would likely cost us more overall. This is a transition over a number of years. Starting now means not leaving anyone behind.

We have developed a framework that balances ambition with pragmatism. We also need to manage the pace and nature of the transition, providing both certainty and some flexibility to adapt to unpredictable change.

The Climate Change Commission will advise on and review our long-term goals and emissions budgets. As an independent expert adviser, its role is to ensure these are robust and realistic.

Crown–Māori partnerships

The Zero Carbon Amendment Bill follows the guiding principles of the all-of-government approach to climate change policy. This means it seeks to enable the transition is just and inclusive and supports affected regions, sectors and communities (including iwi and Māori).

The Zero Carbon Amendment Bill gives effect to Te Tiriti o Waitangi through requirements to consult with iwi and Māori. These are addressed in the nominations process for the Climate Change Commission, the expertise of the commission, and in the plans for mitigation and adaptation.

In the next pages we give you a closer look at the proposals for each component.
The proposals

Setting a long-term emissions reduction target

The Climate Change Response (Zero Carbon) Amendment Bill intends to set an emissions reduction target for 2050. The form of this target, and the level of its components, were informed by climate science, likely economic impacts, and the international context.

Key proposals

The purpose section of the Zero Carbon Amendment Bill will clearly articulate Aotearoa New Zealand’s commitment to reduce greenhouse gas emissions to a level consistent with holding global warming to no more than 1.5 degrees Celsius above pre-industrial levels.

This target will be set in primary legislation on the passing of the Zero Carbon Amendment Bill.

The emissions reduction target is to:

- reduce all greenhouse gases (except biogenic methane) to net zero by 2050
- reduce emissions of biogenic methane within the range of 24–47 percent below 2017 levels by 2050, including to 10 percent below 2017 levels by 2030

The Climate Change Commission may review the target, under certain conditions.

What does this mean?

- The Zero Carbon Amendment Bill will set New Zealand’s ambition to reduce emissions in line with the Paris Agreement’s long-term goal of limiting global warming to 1.5 degrees Celsius above pre-industrial levels.

- The Commission will review the target regularly to ensure that it remains fit-for-purpose. The Commission can recommend a change to the target, but only if there has been a significant change in circumstances which the Commission is satisfied justifies a change to the target.

- These significant changes in circumstances include:
  - global action
  - scientific understanding of climate change
  - New Zealand’s economic or fiscal circumstances
  - New Zealand’s obligations under relevant international agreements
  - technological developments
  - distributional impacts
  - equity implications (including generational equity).

The target will distinguish between biogenic methane and all other greenhouse gases

Our target distinguishes between biogenic methane and all other greenhouse gases.
The 2018 report of the Intergovernmental Panel on Climate Change\(^1\) (IPCC) concluded that in scenarios consistent with limiting warming to 1.5 degrees Celsius, as set out in the Paris Agreement,\(^2\) with limited or no overshoot:

- global emissions of carbon dioxide (CO\(_2\)) reduce to net zero around 2050, and below zero (negative) thereafter
- global emissions of agricultural methane reduce by 24–47 per cent from 2010 levels by 2050\(^3\)
- expressed together using the GWP\(_{100}\) equivalence metric, global greenhouse gas emissions are cut by 81–93 per cent from 2010 levels by 2050.\(^4\)

The different requirements for CO\(_2\) and methane are due to their different lifetimes in the atmosphere, potency as greenhouse gases, and consequently their warming effects.\(^5\) The emissions pathways in the IPCC report also reflect the mitigation options available, and their cost.

CO\(_2\) is a long-lived greenhouse gas: it persists in the atmosphere for hundreds to thousands of years. Methane is short-lived: it degrades over decades. Emissions of short-lived gases can continue at a stable rate without necessarily increasing their concentration in the atmosphere. Our other major greenhouse gas, nitrous oxide (N\(_2\)O), has a lifetime between those of CO\(_2\) and methane. In the context of achieving the temperature goals of the Paris Agreement, it can be considered as a long-lived gas.

A target that treats these gases differently reflects the IPCC assessment of how to limit warming to 1.5 degrees Celsius. New Zealand experts give similar advice, including that the world must reduce emissions of both long- and short-lived gases to achieve the Paris Agreement's temperature goal.\(^6\)

This target will provide the goal posts for our transition to a low-emissions, climate resilient economy. It will also provide the confidence and incentives to drive domestic investment in low-emission technology, and diversification into low-emission industries.

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\(^{1}\) Intergovernmental Panel on Climate Change (2018). Global Warming of 1.5 °C. Available from www.ipcc.ch/report/sr15/

\(^{2}\) Article 2.1(a) of the Paris Agreement sets out the aims of the Agreement, which include "Holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change".

\(^{3}\) This is the central (interquartile) range, as provided in Figure SPM.3b of the Summary for Policy Makers, IPCC Special Report on Global Warming of 1.5 °C.

\(^{4}\) This is the central (interquartile) range, as provided in Figure SPM.3b of the Summary for Policy Makers, IPCC Special Report on Global Warming of 1.5 °C. Note that the IPCC report uses GWP\(_{100}\) values from the Second Assessment Report (1996).

\(^{5}\) IPCC Special Report on Global Warming of 1.5 °C.

Why a different target for biogenic methane?

Reducing emissions of our major long-lived gases (carbon dioxide and nitrous oxide) to net zero will ensure that New Zealand is no longer contributing to further warming.

Unlike carbon dioxide (CO2), methane is a short-lived greenhouse gas. It degrades in the atmosphere over decades. Once in equilibrium, it can continue to be emitted at a stable rate without increasing its concentration in the atmosphere. Carbon dioxide, by comparison, is long-lived, staying in the atmosphere for hundreds or thousands of years, meaning further emissions will increase its concentration in the atmosphere.

All methane molecules behave the same in the atmosphere, but they can come from two different types of sources: biological and fossil.

Biogenic methane is produced from biological (plant and animal) sources. This is carbon recently derived from CO2 present in the atmosphere. When the methane is emitted, it causes additional warming (as methane is a more potent greenhouse gas than carbon dioxide), but over time it decays back to CO2, without adding to the concentration of CO2 in the long term. Biogenic methane is emitted by livestock, waste treatment, and wetlands, for example.

Fossil methane emissions, on the other hand, return geological carbon to the atmosphere that has typically been stored underground for millions of years. Releasing this methane adds to the atmospheric concentration of CO2 (as well as causing additional warming as methane). The Zero Carbon Amendment Bill aims to reduce our emissions of fossil methane, together with other greenhouse gases except biogenic methane, to net zero. Examples of fossil methane sources include coal mining, natural gas leakage, and methanol production from natural gas.

For our 2050 target, biogenic methane is defined as that produced by the agriculture and waste sectors, which comes from biological (plant and animal) sources. The methane from agriculture is almost all from ruminant livestock (released in sheep and cow burps). The methane from waste is produced by organic material decomposing in landfills.

Rather than aiming for zero emissions of biogenic methane, the Zero Carbon Amendment Bill aims to reduce our emissions of biogenic methane within the range of 24–47 per cent below 2017 levels including to 10 per cent below 2017 levels by 2030.
Balancing certainty with flexibility

Setting a target so far into the future comes with uncertainty. It is important to balance the need for certainty with some level of flexibility, while remaining ambitious.

The Bill includes some flexible measures:

- the requirement for the Commission to review the target with each emissions budget, or if requested by the Government (a review may only result in a recommendation to change the target under certain conditions e.g., significant changes in global action, science and technology, or the economy)
- the use of emissions reductions sourced from overseas, following advice from the Commission.

If the Commission recommended a change, the Government would need to consider the recommendations in Parliament as soon as practicable, and publicly respond with its intended course of action within 12 months. This could result in amending the target in the Climate Change Response Act (which would require a separate amendment bill process).

What about New Zealand’s Nationally Determined Contributions?

The 2050 target doesn’t change our commitment to communicating and achieving successive Nationally Determined Contributions (NDCs) under the Paris Agreement.

The target in New Zealand’s NDC for 2021–2030 is to reduce greenhouse gas emissions to 30 per cent below 2005 levels by 2030.

What about the New Zealand Emissions Trading Scheme?

The New Zealand Emissions Trading Scheme (NZ ETS) will help us meet the 2050 target and successive NDCs. The scheme puts a price on emissions to encourage reductions, but in future it could also enable domestic emitters to buy international units.

The Commission will advise the Government on suitable settings for the NZ ETS, as outlined below.
**Emissions budgets**

The Zero Carbon Amendment Bill will establish emissions budgets that form stepping stones to our 2050 target.

**Key proposals**

- Draw up a series of five-year emissions budgets that specify the quantity of emissions permitted in each budget period, and help to meet the 2050 target.
- Require three emissions budgets to be in place at any one time, meaning that they are set 10 to 15 years in advance.
- Emissions budgets, and the plan for achieving them, will be set by the responsible Minister based on advice from the Climate Change Commission.
- The Climate Change Commission will also monitor progress towards meeting emissions budgets and the target.

**What does this mean?**

Each five-year emissions budget will mark a step towards our 2050 target. This ensures the transition is fair, and gives businesses and households more predictability.

For each five-year period, the emissions budget will state the quantity of greenhouse gas emissions permitted in CO2 equivalent. It will cover all greenhouse gases – CO2, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons, sulphur hexafluoride, and nitrogen trifluoride.

Emissions budgets will primarily be met through domestic action – that is, the reduction and removal (eg, through forestry) of domestic greenhouse gas emissions. In very limited circumstances, they will also allow for reductions sourced from overseas to meet emissions budgets.

**How will emissions budgets be set?**

The Commission and the responsible Minister will both have roles in determining the level of emissions budgets, and the plan for achieving them.

**The Commission** will advise the Government on setting emissions budgets. This will include the quantity of emissions permitted in a five-year budget period, and realistic means of meeting that, including by pricing and regulation.

**The responsible Minister** must present the Commission’s advice to Parliament and respond within 12 months (or 15 months in an election year). If the Minister proposes to depart from the Commission’s advice, they may consult more widely with New Zealanders.

In responding to the Commission, the Minister must explain why they have departed from the recommendations. Once prepared, the Minister would gain Cabinet approval before gazetting the emissions budgets and presenting a copy to the House of Representatives.

The table below sets out the relevant dates.
Dates for Commission’s advice and government decisions on emissions budgets

<table>
<thead>
<tr>
<th>Budget period</th>
<th>Commission’s advice</th>
<th>Government response and notification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 (2022–2025)</td>
<td>February 2021</td>
<td>31 December 2021</td>
</tr>
<tr>
<td>2 (2026–2030)</td>
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<td>February 2021</td>
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<tr>
<td>4 (2036–2040)</td>
<td>31 December 2024</td>
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<tr>
<td>5 (2041–2045)</td>
<td>31 December 2029</td>
<td>31 December 2030</td>
</tr>
<tr>
<td>6 (2046–2050)</td>
<td>31 December 2034</td>
<td>31 December 2035</td>
</tr>
</tbody>
</table>

What factors will be considered when setting emissions budgets?

The Bill will require the Commission and the Minister to consider a range factors, such as:

- a broad range of scientific advice
- the need for emissions budgets to be ambitious and also feasible
- the results of public consultation
- impacts and their distribution between regions, communities and generations
- technology and anticipated developments, and the costs and benefits of early adoption
- global responses to climate change, for instance by other Parties to the Paris Agreement.

For the full list, refer to new section 37 of the Climate Change Response (Zero Carbon) Amendment Bill.

Amending emissions budgets

The Government needs some flexibility to respond to changing circumstances, and to manage the transition as fairly as possible.

To ensure certainty and integrity when setting the emissions budgets, an emissions budget can only be altered in limited circumstances.

Once notified, an emissions budget can only be amended if there have been changes that significantly affect the basis on which an emissions budget was originally established. For example, agricultural science could provide a way to inhibit methane production by cows that could dramatically reduce our emissions. An emissions budget can also be altered if there have been improvements to the way that emissions are measured and reported.

To provide as much certainty as possible, an emissions budget can only be revised in exceptional circumstances if the budget period has begun.

If the Commission advises that an emissions budget be revised, the Minister must follow a rigorous process with a full explanation and public consultation.
Banking and borrowing between emissions budgets

The Zero Carbon Amendment Bill allows for ‘banking’ and limited ‘borrowing’ between emissions budgets.

Banking allows excess abatement gained in one emissions budget period to be counted towards the next.

Borrowing allows using a small part (up to one per cent) of the next emissions budget to ‘meet’ the current budget, and to smooth the transition between the two periods.

Any banking or borrowing would happen after the emissions budget period ends, and after the Commission has given recommendations, following specific criteria and processes.

Emissions reduction plans and monitoring

The Minister will be required to prepare and publish a plan outlining the policies and strategies for achieving the emissions budgets. This will be informed by advice from the Commission and relevant agencies across government.

The Commission will monitor New Zealand’s progress towards emissions budgets and, ultimately, the 2050 target. This includes producing annual progress reports and a full review at the end of each budget period. The progress report and reviews will be available to the public.

The responsible Minister must also provide an explanation if New Zealand fails to meet its emissions budgets.

Aligning NZ ETS with emissions budgets

Improvements are underway to make sure the NZ ETS is fit for purpose in reducing our emissions, increasing removals and helping to meet the 2050 target. Those improvements will be made in 2019, along with the Government’s policy response to the Interim Climate Change Committee’s recommendations on how to treat greenhouse gas emissions from agriculture.

The NZ ETS is also being improved to ensure it can drive reductions in line with emissions budgets. The Government expects to introduce separate legislation to make these changes in 2019. That legislation will also include a regular role for the Commission to advise the Government on NZ ETS settings.
Adaptation

The world is already committed to some level of climate change due to past emissions, and it will continue to change regardless of what we do now to reduce emissions. These future changes will affect all New Zealanders, and we need to plan how we will respond.

Key proposals

A framework for enhanced action on adaptation will consist of:

- a National Climate Change Risk Assessment, to improve our understanding of the climate risks that Aotearoa New Zealand faces
- a National Adaptation Plan, which will outline the Government’s approach to improving New Zealand’s resilience to the effects of climate change
- monitoring and reporting against the National Adaptation Plan to ensure accountability.

A reporting power will enable the responsible Minister to require central and local government organisations and ‘lifeline utility providers’ to report on adaptation.

National Climate Change Risk Assessments

The Commission will carry out regular risk assessments at intervals of no more than six years. These will:

- assess a range of risks from climate change
- identify the most significant risks to address in the National Adaptation Plan.

The responsible Minister will table the report in Parliament and the Commission will publish it, along with any new evidence commissioned to support it.

To ensure a timely implementation of the Zero Carbon Amendment Bill framework, the Government will complete the first assessment shortly after the passing of the Bill. The Commission will complete all subsequent assessments.

National Adaptation Plan

A National Adaptation Plan will be published no later than two years after every risk assessment. This will outline the Government’s approach to improve resilience to the effects of climate change.

The Minister will publicly consult on the draft plan before it is finalised. This will be an opportunity for individuals and organisations to help improve New Zealand’s response to climate change over time.

The Commission will monitor and report on each plan, completing progress reports every two years and making any recommendations.

Adaptation reporting power

This power will allow the Minister to require specific central and local government organisations and ‘lifeline utility providers’ to produce an adaptation report. Lifeline utilities provide essential services to the community, such as water, wastewater, transport, energy and telecommunications.
Climate Change Commission

The proposed Commission will give independent, expert advice and keep the Government accountable for its climate policy goals.

Key proposals

- The Zero Carbon Amendment Bill will establish the Climate Change Commission as an independent Crown entity with advisory and monitoring functions. Its purpose will be to:
  - give independent, expert advice to the Government on emissions reduction and climate resilience
  - monitor and review the Government’s progress towards its emissions reduction and climate-resilience goals.
- The Commission will be governed by a board of seven members with relevant expertise in a range of fields.
- It will have ongoing functions to advise the Government on emissions budgets, plans and policies, NZ ETS settings, and climate risks. The Government can also ask the Commission for advice about other climate-related matters.
- The Commission will generally act independently of government policy when it performs its functions.

Selection of the seven members will be expertise-based, using a robust and rigorous process.

The Commission will not have decision-making power. The Government will continue to make decisions about Aotearoa New Zealand’s responses to climate change within the framework of the legislation. This will ensure the elected government remains responsible and accountable for policy choices. It will also allow the Commission to focus on its role as an independent advisor.

The Commission will have a range of ongoing functions to help New Zealand mitigate and adapt to the impacts of climate change, in a well-informed and transparent way. These functions are described in the other sections of this paper.

Independence of the Commission

Like other independent Crown entities, the Commission will act independently of government policy when it performs its functions, except where legislation specifically allows.

The Bill will allow the responsible Minister to direct the Commission to consider government policy only in two specific instances:

- when the Commission gives its regular advice about the NZ ETS settings
- if the Commission is asked for advice about New Zealand’s Nationally Determined Contribution (NDC) under the Paris Agreement.

In both cases, the Commission’s advice will be most effective if it takes the Government’s other policy commitments into account. For example, the Commission might need to consider the Government’s intended policies to reduce emissions when it advises on the ETS, and to take into account foreign policy objectives when it advises on an NDC.
Selecting commissioners

The Governor-General will appoint the commissioners on the recommendation of the responsible Minister, for terms of up to five years.

Because the Commission has a significant role in guiding New Zealand’s economic transition, the selection process is robust.

Commissioners will be selected for a range of relevant expertise, rather than representing sectors or groups. To get the right balance of expertise, the Minister will need to consider specific matters set out in the Zero Carbon Amendment Bill.

Once the Commission is established, an experienced and suitably qualified nominating committee will be set up to identify candidates as roles become vacant. The Minister can then recommend appointments from the pool of candidates.

The Ministry for the Environment has been given approval to convene an establishment team to undertake the preparatory work required to set up the Commission and identify the first commissioner candidates. This is so the Commission can be fully functional soon after the Zero Carbon Amendment Bill is enacted. This is in lieu of a nominating committee, and officials will follow a robust and transparent process to seek nominations for the first commissioners.

It is important that successive governments, and members of Parliament across the House, have confidence in the Commission and its advice. Before recommending appointments to the Governor-General, the Minister must consult with representatives of other parties in Parliament.

Power to consult and to access information

The Commission will be able to consult broadly and share information with government departments. It will also have statutory provisions to access information that it might not otherwise be able to gain: for instance information about the NZ ETS, which is protected by the Climate Change Response Act 2002.
Memorandum

To: Environment and Community Committee and Local Board Members

Subject: Update on Coastal Compartment Management Plans

From: Natasha Carpenter – Practice Lead Coastal Management
       Paul Klinac – Head of Specialist Delivery Unit
       Sarah Sinclair – Chief Engineer

Purpose
1. To provide an update on the development of Coastal Compartment Management Plans.

Summary
- Auckland has the largest population density to coastline ratio in New Zealand. It is characterised by 3,200km of dynamic coastline, which is subject to several coastal hazards.
- In August 2017 a Coastal Management Framework was approved to provide a best practice, operational framework for coastal management in Auckland (resolution ENV/2017/118). This framework highlighted the need to better understand and address the ongoing impacts of climate change (sea level rise, increased storminess), human modification and future growth. Funding was made available via the Long-Term Plan to undertake further work to implement the framework.
- Coastal Compartment Management Plans (coastal plans) are now being developed across the council group to guide long-term planning and decision making in the coastal zone. These plans will build on the climate change risk assessments recently completed by RIMU as part of the development of the Auckland Climate Action Plan.
- Coastal plans will provide site-specific strategies for mitigating the risks of coastal hazards over at least the next 100 years using a range of management policies and options. The options employed are likely to change over time in response to ongoing sea level rise and increases in the risks from coastal hazards to our communities. This ‘adaptive planning’ approach is aligned with the recent ‘Coastal Hazards and Climate Change: Guidance for Local Government’ report from the Ministry for the Environment.
- Coastal plans are currently being developed in four initial areas which were selected based on factors such as sensitivity to coastal hazards and location of priority planned coastal investment by the council group. The areas are the Whangateau Estuary (including Omaha Beach), South Manukau Harbour, Whangaparaoa Peninsula, and Maraetaiti through to Matawhari. Coastal plans will be completed for the entire Auckland region on a rolling programme, until all 16 have been completed.
- Accurate baseline data is critical to the effectiveness of current planning and future coastal decision making. Work is being undertaken to update Auckland’s baseline data on coastal erosion, coastal inundation and tsunami hazard mapping. Targeted asset condition assessments for Auckland’s coastal structures have also been initiated.
- Mana whenua engagement and support is key to the development of coastal plans and the supporting decision-making process. Staff have met with mana whenua operational kaitiaki representatives to discuss how Māori values can best be incorporated into the development of the coastal plans. A meeting with the Mana Whenua Kaitiaki Governance Forum was also held on 31 May 2019. Mana whenua expressed support for the approach to coastal planning and advised staff on how to achieve an ongoing partnership with mana whenua.
- Stage one draft technical reports (collating all baseline coastal hazards, asset and risk information) for the first four coastal plans will be completed by January 2020.
This will be followed by staged community, stakeholder and mana whenua engagement to determine recommended coastal management options.

Staff will engage with the relevant local boards and mana whenua on the first four coastal plans before these are completed. The approval process for the final plans will be confirmed at a later date.

Context

2. Due to Auckland’s density to coastline ratio and the significant proportion of Auckland’s development that is concentrated towards the coast, Auckland faces a number of coastal management challenges. These challenges including coastal hazards such as erosion, inundation and potential tsunami risk, the changing coastline, and the expectations of the role of council and communities in managing these challenges. Impacts of any coastal hazards will be influenced by the future effects of climate change.

3. For effective long-term coastal management, the council must consider appropriate and cost-effective management of existing structures and ensure new structures meet the requirements for sustainable and holistic future management.

4. Coastal plans will provide a long-term (100+ years) planning tool for managing our coastline at a site-specific level. Coastal plans take a comprehensive systems-based approach which follows the guidance presented in the Ministry for the Environment’s updated Coastal Hazards and Climate Change: Guidance for Local Government (2017).

5. Coastal plans will use updated research and data to make a site-specific assessment of coastal risk. A series of possible appropriate management options (such as doing nothing, holding the line, or managed retreat) will be developed. Options for management will be assessed with consideration given to the economic cost and impacts to amenity, environmental and cultural values through a multi-criteria analysis. This will be supported by iwi, local board, stakeholder and community engagement to determine key values for the site.

6. The coastal plans, upon completion, will provide site-specific coastal management strategies. The strategies will outline the agreed management response for each site over time and associated funding implications. This will support the identification of any required changes to council policies to support the implementation of each management response.

Discussion

7. New guidance on coastal hazards was released by the Ministry for the Environment in December 2017. This provides a ten-step process for assessing and mitigating coastal hazards with community engagement at the centre of the process. The council's coastal plan process adheres to the guidelines and will apply positive lessons learned from implementation of the Hawkes Bay and Wellington City Council coastal strategies, which were the first two areas in New Zealand to produce strategies based on this guidance.

8. Due to the scale of the Auckland coast it was not considered prudent to develop coastal plans for the entire 3,200km of coastline in unison. As a result, the coast has been divided into 12 coastal cells, as shown in Attachment A. This has considered the geomorphology and natural coastal sediment transport boundaries of the Auckland coast. The preferred approach is to undertake a rolling programme of coastal plans, beginning with four pilot sites (phase one) before reviewing the methodology and continuing to apply it to the remaining coastal cells.

Prioritisation of coastal plans

9. The first four coastal plan sites of the programme were selected based on the following criteria:

   - one of the 26 coastal management ‘hotspot’ areas, as presented in Auckland Council’s Coastal Management Framework.
- areas that have been repeatedly affected and impacted during recent and historical coastal storm events, including the most recent 2018 storm
- areas where funding has already been allocated to the coastal work programme
- areas where other investment workstreams and related initiatives are already in progress
- availability of quality data (such as coastal asset conditions assessments) and availability of improved hazard data.

10. The four coastal plan sites selected for phase one are: Whangateau Estuary and Omaha beach (Rodney); South Manukau Harbour (Franklin); Whangaparaoa Peninsula (Hibiscus and Bays) and Beachlands through to Matangahari (Franklin) as outlined in Figure 1 below.

**Figure 1: Initial sites for Coastal Compartment Management Plans**

11. Technical (stage one) reports providing coastal hazard, asset and risk information will be completed for the first four coastal plans, while draft plans will be completed by January 2020. They will be presented to council controlled organisations, ward councillors and relevant local boards, mana whenua and the community for feedback and development of the final coastal plans as further described below.

12. The remaining coastline will be prioritised in a rolling coastal plan programme. The locations of the next phase of coastal plans will be defined based on the same selection criteria used to determine the first four cells. The last phase of the stage one technical reports (to inform consultation) will be completed by December 2020.

**Contents of coastal plans**

13. Complete coastal plans will contain the following information:

- an outline of the coastal processes operating within the wider coastal cell and site-specific units
- description of likely hazard risk to each sub-unit for the present day and future time frames with consideration of climate change impacts out to a 100-year horizon
- an inventory of assets owned by the council and wider council family and, at a high level, private property that may be at risk under the climate change scenarios. This will not only include built assets, but public access and open space amenity values provided by beaches, reserves and parks
- the condition of current council coastal defence assets, approximation of design life and performance given expected changes in coastal hazards due to climate change
- environmental, cultural and natural heritage, landscape and natural character values defined in combination with community engagement and consultation with local iwi
- a range of coastal management options for adaptively managing the coastline over at least the next 100 years, including rough order costs.

Baseline data assessment

14. In order to develop robust coastal plans, it is necessary that the council’s baseline coastal asset data is accurate and defensible. Existing datasets were reviewed over a six-month period beginning October 2018, and a range of required improvements were identified and initiated. Resultant projects are underway as further outlined below.

Regional erosion study

15. Erosion is defined as permanent loss of cliffs or cliffed areas or long-term removal of natural beach systems. Erosion can also occur in front of coastal defences, carrying the potential to undermine structures, increasing maintenance costs or the risk of failure. Climate change is predicted to increase the current rates of erosion, mainly as a result of sea level rise.

16. This study will provide site-specific data for the coastal plan development process, in particular the understanding of how erosion under the ‘do nothing’ scenario (with no or limited coastal defences) will change our coastline over the next 100 years, including anticipated climate change effects. The study is due for completion in December 2019.

Coastal inundation data update

17. Coastal inundation extents for the region have been mapped for present day and future sea level rise scenarios by NIWA in two studies completed in 2013 and 2016. New LiDAR data was flown in 2016 and the NIWA coastal inundation layers are currently being remapped to this new dataset, for completion by November 2019.

18. The study will importantly also map inundation levels for Aotea Great Barrier Island and Hauturu, Little Barrier Island, which were excluded from previous inundation studies owing to insufficient data. Extreme storm and climate change water levels for the islands have been commissioned from NIWA and will enable consistent current and future inundation mapping of the entire Auckland region.

Coastal asset data

19. The council’s current coastal asset data has been reviewed, with some inconsistencies identified at a site-specific level. This is the result of a combination of factors including recent storm activity which has impacted the condition of existing structures, some of which now require increased frequency of inspections and resultant maintenance.

20. A comprehensive coastal asset inspection manual has been developed to ensure consistency in coastal structure condition assessments and reporting across the council. To support this an app has been developed for completion of efficient on-site condition assessments.

21. Targeted coastal asset condition assessments are now underway, commencing in the four initial coastal plan areas. These also include a stocktake of private coastal defences. Although not the
responsibility of the council, poorly designed private coastal defences can exacerbate erosion issues on adjacent sections of coast.

22. Asset information will help inform the coastal plan long term management strategy and likely requirements for upgrading, replacing or removing coastal structures where options exist to retreat or naturalise the coastal edge.

Tsunami risk

23. Auckland Emergency Management and Engineering and Technical Services are currently reviewing and refining the tsunami risk zones based on the latest research and modelling.

24. As a high impact, low probability event, the construction of coastal defences is unlikely to mitigate against tsunami risk. However, this data provides important information for evacuation planning, warning systems and future land use planning which will be presented in the coastal plans.

Process for developing coastal plans

25. The process of developing a coastal plan at each site will be carried out in two stages as outlined below.

Stage one technical report

26. The first stage will comprise a technical report on the coastal hazards predicted to affect each site and how they will be affected by climate change over the next 100 years. This will form a site-specific risk assessment (hazard exposure and vulnerability) over different time periods for both private and public infrastructure.

27. Based on the site’s risk, a range of mitigation options will be presented, ranging from managed retreat of infrastructure, through to hard and soft coastal defence solutions.

28. These responses will likely have to change over time to accommodate the increasing hazard risk as the climate changes, consequently responses will be grouped into adaptation pathways that may cover a series of responses over a 100-year timeframe (as directed by the Ministry for the Environment) to ensure prudent and timely decision-making.

29. Stage one will assist in development of detailed coastal asset management plans including ongoing asset maintenance and renewal, and hence in securing funding for future coastal asset management.

Consultation

30. The suite of management options from stage one technical reports will then form the basis for consultation with asset owners, communities, mana whenua, ward councillors and local boards. The aim of the consultation will be to inform local communities about risk (working with other parts of Council to ensure we achieve broad Council objectives in relation to resilience planning), then define and agree a recommended adaptation pathway for each site.

31. Consultation will be combined with an evaluation of economic, environmental, cultural and social impacts using a multi-criteria analysis tool. This was developed in draft for the Coastal Management Framework and will be refined for each coastal plan to recommend preferred coastal management options.

Stage two

32. Stage two will confirm the preferred management approach and address the timing and feasibility of its implementation. This will include funding requirements and an assessment of the necessary policy and planning regime required to support the recommended proposal.

33. The project team will engage and collaborate with the relevant local boards and ward councillors to ensure that their views and preferences are taken into account in the development of each coastal plan.
34. Each completed plan will guide the future coastal management response over the next 100 years for each site considering recommendations for the adaptive management of coastal assets.

**Council group impacts and views**

35. Mitigating coastal hazards will become increasingly expensive. It will not be affordable or feasible to defend everywhere and the commissioning of coastal plans will result in significant decisions that need to be made by council. The coastal plans are intended to provide the evidence base and decision matrix to support appropriate decision making.

36. A collaborative approach is being used across the council group to prepare coastal plans. Staff are working closely with all parties, including Auckland Transport, Watercare, Community Facilities, Parks Sport and Recreation, the Chief Sustainability Office and Healthy Waters to ensure that site-specific coastal hazards including climate change are coherently and strategically managed.

**Local impacts and local board views**

37. Coastal management is a complex subject with strong local interest. Workshops will be held with the relevant local boards during the development of the coastal plan, to capture their views and preferences. An options assessment panel, which will include two local board members, will provide feedback on the options identified and the preferred management approach for each site.

38. The draft coastal plan will be considered by the local board, prior to being considered for approval by a committee of the governing body.

39. A presentation was given to the Local Board Chairs Forum in February 2019 on the coastal plan process. The forum was supportive of the proposed approach.

**Financial implications**

40. Improved knowledge (baseline data), and understanding with respect to climate change impacts, will likely result in an increased funding requirement for management of coastal assets.

41. Completed coastal plans will help guide the expenditure of the coastal management and response to climate change budget which was approved in the 2018-2028 Long-Term Plan (resolution GB/2018/108). The plans will therefore also inform future Long-term Plan considerations, funding requirements and how these could be apportioned over time.

42. Mechanisms for co-funding coastal management by Auckland Council and major asset owners will be explored as part of the consultation work.

**Risks and mitigations**

43. High public interest has the potential to slow the coastal plan delivery process. This will be mitigated through frequent public engagement events to encourage discussion and empower communities in the process including the development of policies and appropriate management responses.

44. Opposition to proposed policies and options will be mitigated through education regarding coastal hazards and the role of coast protection structures. Taking a systems-based approach will enable an appreciation and holistic treatment of each coastal plan area.

**Next steps**

45. To promote public understanding of coastal hazards and climate change, a communications plan has been developed to raise awareness of coastal management issues. Communication activities will commence in January 2020, with a regional update on the Coastal Management Framework and subsequent coastal plan process prior to local scale engagement activities.
46. The next steps for development of the first batch of coastal plans are outlined in Table 1 below.

**Table 1. Next steps for first phase of coastal plans**

<table>
<thead>
<tr>
<th>Action</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baseline data for coastal plans complete.</td>
<td>December 2019</td>
</tr>
<tr>
<td>Draft stage one technical reports for first four coastal plans.</td>
<td>January 2020</td>
</tr>
<tr>
<td>Local board, community, stakeholder and mana whenua communications and engagement.</td>
<td>June 2019 to April 2020</td>
</tr>
<tr>
<td>Draft coastal plans presented to local boards for review.</td>
<td>May 2020</td>
</tr>
<tr>
<td>Final coastal plans approved.</td>
<td>June 2020</td>
</tr>
</tbody>
</table>

46. The remaining coastal plans will start being developed collaboratively across the council group. They will be developed in phases of four on a 4-month rolling basis, with all stage one technical reports for the Auckland region completed by December 2020.

**Attachments**

A. Map of the 12 coastal cells in the Auckland region.
Attachment A: Map of the 12 coastal cells in the Auckland region

Refer to next page for key
### Key

<table>
<thead>
<tr>
<th>Coastal Cell</th>
<th>Geographical boundaries</th>
<th>Local boards included</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Mangawhai – Leigh</td>
<td>Rodney</td>
</tr>
<tr>
<td>B</td>
<td>Leigh to Whangaparaoa (including Kauau Island)</td>
<td>Rodney/Hibiscus &amp; Bays</td>
</tr>
<tr>
<td>C</td>
<td>Whangaparaoa – North Head</td>
<td>Hibiscus &amp; Bays/Devonport-Takapuna</td>
</tr>
<tr>
<td>E</td>
<td>Mission Bay to Musick Point</td>
<td>Orakei-Maungakiekie-Tamaki/Howick/Mangere-Otahuhu/Otara-Papatoetoe</td>
</tr>
<tr>
<td>F</td>
<td>Musick Point – Matingarahi</td>
<td>Howick/Franklin</td>
</tr>
<tr>
<td>G</td>
<td>Kariotahi to Awhitu</td>
<td>Franklin</td>
</tr>
<tr>
<td>H</td>
<td>Manukau Harbour (Awhitu to Whatipu)</td>
<td>Franklin/Papakura/Manurewa/Otara-Papatoetoe/Mangere-Otahuhu/Maungakiekie-Tamaki/Puketapapa/Whau/Waitakere Ranges</td>
</tr>
<tr>
<td>I</td>
<td>Whatipu to South Head</td>
<td>Waitakere Ranges/Rodney</td>
</tr>
<tr>
<td>J</td>
<td>Kaipara Harbour (South Head to Tapora)</td>
<td>Rodney</td>
</tr>
<tr>
<td>K</td>
<td>Aotea Great Barrier</td>
<td>Aotea Great Barrier</td>
</tr>
<tr>
<td>L</td>
<td>Waiheke</td>
<td>Waiheke</td>
</tr>
</tbody>
</table>
Memo

To: Governing Body Members
Independent Māori Statutory Board

cc: Mace Ward, General Manager, Parks, Sports and Recreation

From: Bryce Pomfrett, Service Development Manager, Service Strategy and Integration

Date: 27 June 2019

Subject: Walking Access Act 2008 Review

Purpose

To provide feedback on the review of the Walking Access Act 2008 to the Ministry of Primary Industries by Friday the 5th of July, 2019.

Context/Background

The Ministry of Primary Industries is reviewing the Walking Access Act 2008 (the Act). This legislation governs the work of the New Zealand Walking Access Commission - Ara Hikoi Aotearoa. As part of this review, public feedback is sought on the current Act and the Walking Access Commission, by 2 July 2019. There will be a subsequent formal submission opportunity should this feedback result in legislative changes at some point in the future.

Council staff have recently been proactively contacted by Local Boards who wish to provide feedback on the Act review. Given this expression we are providing all Local Board members the opportunity to provide any feedback on this review by the end of the working day on Monday 1 July, 2019. While the public feedback period closes on Tuesday 2 July, 2019 we have requested the Ministry of Primary Industries allow an extension until Friday the 5th of July, 2019 to allow time for consideration and comment on the review from Governing Body and Independent Māori Statutory Board representatives.

Given the tight timeframes, this feedback is proposed to be provided by the General Manager Parks, Sports and Recreation and incorporated as a memo to the next scheduled Environment and Community Committee agenda for retrospective endorsement.

The current Walking Access Act can be found here:


Further information on the review can be found here:


A section on public feedback received to date is identified from page 12 in the “What’s working well and potential areas for improvement” section of the public feedback document.

Summary of Walking Access Commission Role
The Walking Access Act 2008 set up the New Zealand Walking Access Commission, which:

- provides information to the public about where public access is available across New Zealand
- helps groups across the country develop free tracks, trails and areas. The work the Commission does to develop new access is generally done where opportunities arise — such as through an active local group wanting support, when a property is undergoing Overseas Investment Office consenting, or a landowner is wanting to offer access
- works at a strategic level with councils and local stakeholders to develop landscape wide public access plans
- negotiates when users and landowners disagree about access

Discussion

The following points make up the proposed draft operational feedback, provided by Auckland Council officers to the Walking Access Review. Responses to this draft feedback is sought from Governing Body and Independent Maori Statutory Board members on this draft feedback is sought, along with any omissions by Friday, 5th of July 2019.

Benefits of Public Access in Auckland (Walking, Cycling, Equestrian)

Public access is important as one of the fundamental mechanisms to connect people with nature. Access to the outdoors for various pursuits including recreation, tourism (domestic and international) and supporting conservation programmes is important to Auckland residents. This is supported by research that council has completed across users of Auckland’s open spaces. Key benefits include:

- Roads, paths and trails enable people to get around easily and safely. Auckland Council's goal is to increase the network of safe walkways and cycleways across Auckland and encouraging these alternative modes of transport as safe, practical, healthy options for community and regional connections. Paths and trails can also provide a tourist destination for international and national visitors and generate local economic benefits.

- Parks and sports facilities are easy to access and enjoy. Public access can help support the development of connected recreational trail networks, allowing residents to move safely through and between existing open spaces. This has benefits for the health and well-being of those people actively using the network, as well as offering an opportunity for people to get out and meet others from their local community. It also has the potential to see a greater uptake of usage of existing Auckland Council recreational facilities.

- Environment is healthy, cared for and enjoyed. Public access can assist with delivering environmental outcomes, by providing access to allow for the re-vegetation of stream corridors and pest control. Such corridors offer habitat for local fauna in the area, and double as a movement corridor to allow animals to move between larger areas of habitat.

- Local economies are strong and growing. Public access, such as the development of trails and paths can lead to the development of tourism and greener infrastructure which increases connectivity and improves the quality of open spaces. These new connections increase the number of visitors and strengthen local economies.

Operational Considerations

While the overall aspiration of public access is supported, there remain necessary areas where public access needs to be weighed against other obligations. Particular exclusion is necessary for Health and Safety reasons in some safety sensitive areas like water catchments, and where Kauri
Dieback closures are in place. The ongoing ability for Auckland Council and its Council Controlled Organisations to control access is essential in such circumstances.

Auckland Council and Walking Access Commission

Until recently Auckland Council has primarily worked with the Walking Access Commission to provide information to support consideration of Overseas Investment Office applications, and to respond to specific access queries.

More recently, however, the need for a more proactive approach to secure public walking, cycling and equestrian access has been identified through place-based partnerships. The Walking Access Commission has been instrumental in establishing and progressing multi-agency projects particularly in the Franklin and Rodney local board areas with key drivers for these projects being:
- ongoing growth and fragmentation of land holdings in rural and semi-rural areas reducing the ability to secure connected public access
- public investment in walking/cycling infrastructure in Auckland is prioritised in urban areas facing significant infrastructure demands
- strong community aspirations to get on and develop trails through their own effort, energy and resources

Two examples of this type of this partnership approach are outlined below.

Pūhoi to Pakiri

The Pūhoi to Pakiri project is a strategic partnership between the New Zealand Walking Access Commission (WAC), Auckland Council (Rodney Local Board), mana whenua, the Department of Conservation, and the Matakana Coast Trail Trust. The focus of this partnership is to proactively secure public access to meet community aspirations of the Pūhoi to Pakiri Greenways Plan. The wider Warkworth, Matakana, Pūhoi area is experiencing significant development, and planning for growth. A dedicated programme manager role has been established since February 2019 with a key focus on securing prioritised public access for future generations. Instrumental to achieving this public access is the easement tool in the Walking Access Act (section 26) which offers an alternative to allow community group management and development of trails over private land in this area.

Connecting Franklin – North Waikato

The Walking Access Commission has played an instrumental role in establishing this initiative which spans the Waikato District and southern Auckland Council area (Franklin Local Board). This work has included identifying key themes on public access for recreation and active transport across diverse range of interests, including central and local government, local iwi, recreationalists, local residents, developers and surveyors, and others.

The next step of taking these themes and identifying an overarching narrative and a series of projects for possible implementation at a range of levels – from local volunteer-led projects to central or local government-led ones is also being overseen by the Walking Access Commission. This early work in supporting community aspirations is critical in getting initiatives off to the right start.

Additionally, the Walking Access Commission has been involved in discussions with council staff to consider the implications of Kauri dieback related closures on public access opportunities.

Opportunities to Enhance the Walking Access Act 2008 and Walking Access Commission

Auckland Council in general supports increasing public access to the outdoors for recreational purposes and the role of the Walking Access Commission in overseeing this. This access will,
however, continue to need to be weighed against other considerations such as infrastructure, risk and resilience, environmental, social, cultural, and economic priorities facing the Auckland region and legislation relevant to these priorities.

The following areas are considered to offer operational opportunities to enhance public access opportunities through the Walking Access Act and role of the Walking Access Commission:

- retain and potentially expand the application of the Walking Access Act easement (section 26). In many peri-urban and rural areas a local authority may not be in a position to prioritise open space acquisition for trails, nor the development and ongoing maintenance. The Walking Access easement offers an alternative option to secure public access and enable a devolved responsibility for development and maintenance to be explored with local community trail trusts. Loss of the ability to utilise this easement would foreclose this alternative opportunity. Incentives to private landowners for provision of public access via Walking Access Easement would also make securing public access easier.

- extend access consideration to take into account factors which enhance this usability of this access such as supporting infrastructure i.e. public toilets, parking, and signage and resourcing of these elements.

- increasing the funding opportunities available to community groups in Auckland for example through the New Zealand Cycle Trail and regional development investment.

- make it easier for local community groups to utilise unformed legal roads (with the same status as formed legal roads) across private properties, and rail corridors as a potential recreational resource.

Māori Cultural Heritage

As part of the Walking Access Act Review specific engagement is being undertaken with mana whenua by the Ministry for Primary Industries. Council wishes to support key elements of Mana Whenua feedback during this engagement including that the review provide for appropriate recognition of:

- working in partnership with Mana Whenua in respect of the access to and the management of their cultural heritage.

- the exercise of kaitiakitanga by Mana Whenua including for example through co-governance or co-management.

- Mana Whenua values and associations, as identified and expressed by Mana Whenua, for the purposes of providing access to their sites; or the management of access so that Mana Whenua values and associations with their sites are recognised and protected.

- a proactive role to identify and provide for, or restrict access to Māori cultural heritage.

With regard to the Public Feedback Paper:

- the Council supports that access for Māori to their wāhi tapu or areas of cultural significance be prioritised (pages 11 & 13).

- there may be cases where rahui apply for example as has been applied to the Waitakere Ranges due to Kauri dieback (page 15). The Act needs to be responsive to specific tikanga and mātauranga Māori for the purposes of managing access in such cases.
**Watercare Services**

Watercare Services Limited ("Watercare") would like to add that because we have a number of drinking water and wastewater treatment facilities that are located on publicly accessible land, there are on-going concerns with unauthorised access to these operational sites. This has resulted in Health and Safety issues and potential security risks to Watercare’s plants and operations. Therefore, Watercare would like to take this opportunity to recommend that any subsequent amendment to this 2008 Act be drafted to recognise these Health and Safety and security concerns of infrastructure providers and therefore provide a reason to limit the degree of public access to such facilities.

**Next Steps**

<table>
<thead>
<tr>
<th>Feedback received from Local Boards</th>
<th>By Monday, 1 July 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Feedback received from Governing Body and Independent Māori Statutory Board Members</td>
<td>By Friday, 5 July 2019</td>
</tr>
<tr>
<td>Closing date for feedback</td>
<td>2 July 2019 (one week extension sought to 8 July 2019)</td>
</tr>
<tr>
<td>Council feedback on the review provided to the Ministry of Primary Industries by the General Manager, Parks, Sport and Recreation</td>
<td>End of working day Friday 5 July 2019</td>
</tr>
<tr>
<td>Retrospective reporting of the feedback to the Environment and Community Committee</td>
<td>July / August 2019</td>
</tr>
</tbody>
</table>

If you are please able to provide any further comments to Bryce Pomfrett, Service Development Manager, bryce.pomfrett@aucklandcouncil.govt.nz.