



Developing the LTP 2027-37

Workshop: LTP Introduction and foundations

28 May 2026, 9:00 – 11:00 am

Workshop outline

1. LTP introduction and overview of governance role – Cr Kevin Malcolm
2. Context setting: environment scan and assumptions – Hilary Lennox, Manager Strategy
3. Community outcomes: current outcomes and alignment with legislation – Hilary Lennox, Manager Strategy
4. Understanding community needs and aspirations – Ian Telfer, Manager Partnerships and Engagement

Developing the LTP 2027-37

Initiate LTP process.

April 2026

We are here

May - July

Context and direction setting.

Reviews continue. Council workshops and decision-making meetings.

Aug - Sep

Oct - Nov

Review strategies, policies, budgets, work plans.

Dec

Council confirm/direct on draft budgets, work programmes, consultation items & approach.

Feb 2027

Approve draft LTP, consultation document, communications and engagement plans.

Mar - Apr

External Audit. Community consultation, engagement & hearings.

May

Council adopts LTP & rates resolution. Audit review.

LTP Deliberations.

June

July 2026

LTP delivery begins.

LTP introduction and governance roles

Presenter: Cr. Kevin Malcolm

Local Government Reform and the LTP



The 2027-2037 is going to be developed alongside local government reform.

Your LTP decisions and subsequent public narrative will need to be well considered and clear to the community, in light of reform, so that investment decisions are understood and future delivery pathways able to be scoped and resourced.

The latest advice from the Department of Internal Affairs (7 May 2026)

- *The Government will make final decisions on Head Start and Backstop in early 2027 and intends to pass legislation in early 2028;*
- *That legislation will include appropriate transitional arrangements. At present, that is the earliest opportunity for transitional provisions unless circumstances change;*
- *Until then the provisions of the Local Government Act 2002 apply, and the long-term planning of regional activities remains valuable, no matter how these will be governed and managed in time.*

DIA has also confirmed that it is engaging with the Office of the Auditor General on LTPs in light of local government reform.

LTP Guidance from OAG/LGNZ

The Local Government Act 2002 sets out the requirements of a Long-Term Plan (LTP). Sector guidance helps articulate the role of elected members in developing the LTP.

OAG: *Your council's next long-term plan is an important mechanism for engaging with your community and achieving accountability and transparency. Your position as an elected member is critical for ensuring that the LTP process is the best it can be in these challenging times.*

As your council's elected representatives, decisions about the content of the LTP are for you to make... You should be aware of what decisions you will be expected to make and at what point during the LTP process you will need to make them.

LGNZ: *The LTP will only be successful as a blueprint for the future governance if it has the active support of elected members. We strongly recommended that elected members actively participate in the early stages of developing an LTP...*

Ultimately elected members will be held to account for the content of the LTP, so ownership and buy-in are crucial to community acceptance.

Resources for elected members

[Elected Members Governance Guide from LGNZ](#) – *This guide has a section on the LTP and also separately covers many of the essential elements of an LTP such as engagement and consultation, levels of service, asset management, decision-making and financial management and funding.*

[OAG Long-term plan bulletins](#) – *These documents were designed to assist councils with preparing the 2021-31 long-term plans. Although legislation is changing the purpose and structure of local government the guidance is largely still relevant. The bulletins covers topics such as LTP preparation, assumptions, asset management, financial and infrastructure strategies and the consultation document.*

[ORC LTP 2024-2034](#)

Context Setting

A review of political, economic, social, technological, legal and environmental factors that influence ORC and our local community

Presenter: Hilary Lennox, Strategy Manager

What is an environmental scan?

- Involves reviewing political, economic, social, technological, legal and environmental macro-factors.
- Identifies the trends and key external issues facing Otago and looks at how ORC might respond to or influence these.
- Draws on information from across the council; input from Councillors and staff is critical to ensuring relevant trends and issues are factored in.

Why do we do it?

- To emphasise that the LTP takes place against, and is shaped by, the wider social, economic, and environmental developments in the world around us.
- The operating environment is uncertain, so analysis of risks, challenges and opportunities will support informed decision-making and the development of an externally focused, effective and integrated LTP.
- To develop and clearly describe the assumptions which will provide a consistent base for the organisation's planning.

Environmental Scan - Legislative

1) Local Government Simplification:

- Proposals represent the most significant structural reform of the sector since 1989
- This represents a fundamental change to regional governance
- Uncertainty has been cast over the entire local government system
- We don't know who will be delivering our services in 5-10 years time

LTP planning considerations:

- We need to stay engaged with the conversations in Otago to ensure our LTP responds to any decisions made about future direction ahead of finalising a draft in early 2027

Environmental Scan - Legislative

2) Resource management reform:

- There could be reduced local variation due to more national direction
- Focus on housing provision and a streamlined consenting system. Also indications that the Government will investigate a centralised compliance monitoring and enforcement system
- Councils may have to prepare for legal challenges and trade-off decisions

LTP planning considerations :

Natural Environment and Planning bills indicated that:

- ORC will need to develop a natural environment plan and work with TAs to develop regional spatial plans
- ORC will need to set environmental limits for the region
- ORC will need to consider economic aspirations alongside environmental health

Evidence-based decision making relies on science, modelling & reporting

Environmental Scan – Political

3) Central Government restructuring and general election:

- Environment, transport and environment being merged into one mega ministry (Ministry of Cities, Environment, Regions and Transport)
- There will be a general election in October

LTP planning considerations :

- As with previous changes in central government, there could be potential shifts in funding, accountability, and reporting lines
- Election could result in a new government with different priorities, different ambitions, and different national direction

Environmental Scan - Environmental

4) Environmental pressures:

SOE monitoring indicates that:

- Water quality is declining in parts of the region and long-standing issues around freshwater allocation are yet to be resolved
- Air quality is improving in parts but still below national standards
- We're not on track for maintaining indigenous biodiversity in the region
- There are emerging issues in the coastal environment

All this means that there could be competing demand for finite resources

LTP planning considerations :

There could be:

- Greater need for integrated catchment management
- Ongoing need for regulations to manage resource use
- Increasing expectations for ORC to address environmental issues

Environmental Scan - Environmental

5) Climate change & natural hazards:

- Climate change projections anticipate increase in flooding, storm intensity, groundwater inundation, coastal erosion, landslips
- Organisations may need to reduce dependency on fossil fuels
- If more events occur, there could be high expectations of emergency management teams, and communities may need to be more resilient

LTP planning considerations:

- There could be increased disruption to communities and our ability to deliver our services
- As with some north island councils, responding to events could mean major LTP cost pressures (e.g. flood protection infrastructure, adaptation planning, transition to low carbon economy)
- Limited ratepayer base v rising costs – who pays? (rates vs central govt. vs beneficiaries)

Environmental Scan – Social

6) Growth pressures:

- Reform agenda explicitly aims to unlock infrastructure and housing, and support primary industries and exports
- As seen in Queenstown, tension between growth and the environment

LTP planning considerations:

- There could continue to be rapid growth in parts of the region (esp. Queenstown/Lakes)
- There could be increasing pressure on ORC to enable development within environmental limits

Environmental Scan - Economic

7) International conflict & economic impacts:

- Potentially result in global recession and other disruptions to the region's economy including transport and import/export challenges

LTP planning considerations:

- Economic growth may slow
- Inflation rates, fuel costs, the costs of doing business, the cost of living, and unemployment rates may rise
- Austerity measures may be required to reduce burden on households and businesses during a recession
- Land users may focus on immediate needs and deprioritise environmental initiatives

Environmental Scan - Māori/Treaty

8) Māori / Treaty considerations:

- Reform is changing mechanisms for iwi/Māori involvement in the new system
- New legislation still requires Treaty/Te Tiriti o Waitangi recognition and iwi involvement
- Ngāi Tahu Claims Settlement Act is expected to have a more significant role under new legislation

LTP planning considerations:

There is still a strong need for:

- Early engagement with iwi, particularly mana whenua

Environmental Scan - Technology

9) Technological and data trends:

- AI is changing the way we work
- Reform agenda emphasises better data and digitised systems

LTP planning considerations:

- Environmental monitoring tech will continue to evolve
- GIS and spatial planning tools will be in greater demand
- Data-sharing platforms will be more widely used
- Opportunities for greater automation of functions

How can governance provide input?

Give us feedback on:

- ✓ What else is on your radar? i.e. what is missing from the list?
- ✓ Impact:
 - What is the likely impact of each factor on our work?
 - What is the relative importance of these issues?
 - What is most important to the community?

Group exercise: Each factor is written on a sheet of A3. Use stickers to indicate which ones you believe will be the most important/impactful & add any comments you have about the sort of impacts you anticipate.

Next step and assumptions

- The LGA specifies that a long-term plan must clearly identify all the significant forecasting assumptions and risks underlying the financial estimates, the degree of uncertainty and the potential impact of uncertainty.
- Understanding the external factors, trends and key issues facing Otago and the organisation helps staff to make clear assumptions, analyse risk, determine level of uncertainty and outline the likely impact.
- Staff will draw on multiple sources including subject matter experts, sector advice and professional financial information to draft planning assumptions for ORC's Long-Term Plan 2027-37.
- The planning assumptions form part of the underlying LTP information, which will be presented to Council for approval in the coming months.

Community Outcomes

ORC's current community outcomes
and their alignment with legislation.

Presenter: Hilary Lennox, Strategy Manger

Community Outcomes

- Under the LGA, an LTP must describe the Community Outcomes that Council aims to achieve through the delivery of the LTP.
- The LTP must identify which community outcomes each group of activities supports the most.
- Community outcomes are, therefore, an essential part of any LTP.
- They must be relevant, meaningful and clearly articulated.
- They should be future focussed end-states; not merely role statements or a list of activities.

ORC'S current Community Outcomes



Developed by Council & Mana Whenua in 2023, and tested in 2024 via LTP public consultation process

Chair and Co-Chair recommend that these are adopted for the 2027-2037 LTP, subject to amendments:

- Better alignment with changes to LGA
- Combine Resilience and Climate







Alignment of our activities

The LGA states that an LTP must identify which community outcomes each group of activities supports the most. The table below shows ORC's activity groups and the community outcomes to which they most directly align. Delivery of our services and activities contributes to achieving these intended outcomes.

						
Regional Leadership	✓	✓	✓			
Environment			✓			
Climate Change and Resilience				✓	✓	
Transport						✓
Council Organisation	✓	✓	✓	✓	✓	✓

Alignment of Priority Actions

Even at a high level, we can start to see how delivery of the Priority Actions could help us progress towards the Community Outcomes

		COMMUNITY OUTCOMES					
							
Priority Action by Portfolio	Science & Resilience	✓	✓	✓	✓	✓	
	Strategy & Planning	✓	✓	✓	✓	✓	
	Environmental Delivery	✓	✓	✓	✓	✓	
	Public Transport	✓	✓		✓	✓	✓
	Governance & Community Engagement	✓	✓				
	Cross Portfolio	✓	✓	✓	✓	✓	✓

Alignment with changes to the LGA

The Local Government (Systems Improvement) Amendment Bill proposes a new definition for Community Outcomes:

The outcomes that a local authority aims to achieve in meeting the current and future needs of communities for good-quality, cost-effective, and local

- *infrastructure; and*
- *public services; and*
- *performance of regulatory functions.*

The proposed new purpose of local government further adds *'to support local economic growth and development'*.

Alignment with changes to the LGA

Suggesting amending the 'Communities' outcome statement to accommodate this.

Original:

Otago has cohesive and engaged communities that are connected to the environment and each other.

Amended:

Otago has a thriving economy and engaged communities that are connected to the environment and each other.

Simplification of Resilience & Climate

To better reflect our priority actions and activities, and to help the community understand the outcomes we are seeking in this space, we have proposed simplifying the Resilience and Climate outcomes areas into one. The Resilience and Climate outcomes are measured using a lot of the same data, which also supports combining these.

Original:

Otago builds resilience in a way that contributes to community and environmental wellbeing through planned and well-managed responses to shocks and stresses, including natural hazards.

Otago is a climate-resilient region that plans for and invests in initiatives that reduce emissions and help us adapt to our changing climate.

Amended:

Otago has resilient communities and infrastructure that respond well to shocks and stresses, including natural hazards, adapt to our changing climate, and support a low-carbon economy.

Proposed final set

Partnership: ORC has effective and meaningful partnerships with mana whenua, creating better outcomes for our region.

Communities: Otago has a thriving economy and engaged communities that are connected to the environment and each other.

Environment: Otago has a healthy environment ki uta ki tai (from mountains to the sea), including thriving ecosystems and communities, as well as flourishing biodiversity.

Resilience & Climate: Otago has resilient communities and infrastructure that respond well to shocks and stresses, including natural hazards, adapt to our changing climate, and support a low-carbon economy.

Transport: Otago has an integrated transport system that contributes to the accessibility and connectivity of our community, reduces congestion and supports community wellbeing aspirations.

How is progress measured?

We're developing an outcomes monitoring framework and will bring this to Council soon with the preliminary results.

- *Partnership*: P1 Maturity of the Partnership with Mana Whenua
- *Communities*: C1 Trust & Satisfaction; C2 Participation & Diversity of Engagement; C3 Regional Economic Prosperity
- *Environment*: E1 Freshwater Quality; E2 Freshwater Quantity; E3 Groundwater Quality; E4 Groundwater Quantity; E5 Lake Water Quality; E6 Wetland Extent and Condition; E7 Indigenous Biodiversity, E8 Air Quality; E9 Estuary Health; E10 Marine Health; E11 Soil Health
- *Resilience & Climate*: R1 Risk Awareness & Readiness; R2 Exposure to Hazards; R3 Infrastructure Management; R4 Regional Collaboration; R5 Greenhouse Gas Emissions
- *Transport*: T1 Usage of buses and ferry; T2 Affordability for PT users; T3 Accessibility and Inclusion (Total Mobility); T4 Public Transport Fleet Emissions

Understanding Community

What we know about the needs and aspirations of Otago communities and what we want to find out.

LTP: Balancing aspirations with affordability

Our LTP narrative regarding reform will need to be well considered and clear to the community so that investment decisions are understood and future delivery pathways able to be scoped and resourced.

The Long-Term Plan is about setting work programmes and budgets that balance community needs and aspirations with the willingness and ability to pay.

Sector advice recommends Councils undertake a process to understand community perspectives and priorities prior to LTP development and budget setting.

Some Councils undertake early engagement, which seeks community feedback at a high-level on potential LTP issues for the area or organisation.

ORC already holds some information about community sentiment through a range of sources.

Sources of information about community views

Community survey

Councillor insights
and views from
community

Mana to Mana
forum and direct
liaisons with mana
whenua and Māori

Recent
engagements and
consultations

Previous Annual
Plan consultations

Strategic
engagement events
– direct feedback

Feedback from
ORC's strategic
stakeholders

ORC education
and community
interactions

Customer
feedback

Media coverage
and sentiment

Community Survey (March 2026)

Environmental priorities



48%

Good water quality supports a healthy environment, communities and businesses



38%

There is **enough fresh water** to meet the needs of my community, business and nature



37%

Economic and population growth are managed well, leaving space for nature, food and other productive land use



35%

The **air my community breathes is clean** and good for our health



33%

Otago's **natural resources are managed** to look after the environment and the needs of future generations



30%

Otago's **native plants, animals and ecosystems are thriving** and healthy



29%

My community is aware of and **resilient to natural hazards**, such as earthquakes, floods, landslides or extreme weather



24%

Pressure on Otago's lakes from tourism and population growth is well managed



21%

Pests and weeds do not harm native plants, animals and ecosystems landscapes and businesses




17%

Otago is playing its part to **reduce climate change**

Many of these are addressed in Council Priority Actions 2026-28

Engagements and consultations since last LTP (mid-2024)

- Air Quality project survey and feedback
- Draft Climate Strategy survey
- Regional Public Transport Plan feedback and submissions
- CDEM Community Resilience Survey
- Nature-based Solutions for Flood Resilience
- South Dunedin Future engagement
- Dunedin Future Development Strategy
- Biodiversity strategy
- Regional Pest Management Plan
- Catchment Action Plan development
- Annual Plan submissions



5,000+
submissions
and feedback
items

Feedback themes (AI-aided)

- Diversity across consultations; topic-focused questions and responses
- Limited ability to draw out high-level, overarching themes
- AI was used to support analysis and identify themes across topics
- Feedback indicates it is important to submitters that ORC provides:
 - Affordable services and rates
 - Reliable delivery and shows measurable progress
 - Accessible services that are delivered fairly and equitable across the region while accounting for district differences and priorities
 - Non-regulatory approaches first (education and relationship), regulation only where really needed
 - Future-focused decision-making that has a strong resilience lens
 - Trustworthy and transparent decision-making that “closes the loop”

Inherent tensions

Ambition vs affordability

Public health & environment vs personal flexibility

Urban service expectations vs **rural** realities

Simplicity vs fairness

Short-term **fixes** vs long-term **systems change**

Equal **regional treatment** vs place-based targeting

Local priorities vs **national** policy shifts

Capital-intensive **big moves** vs many **small wins**

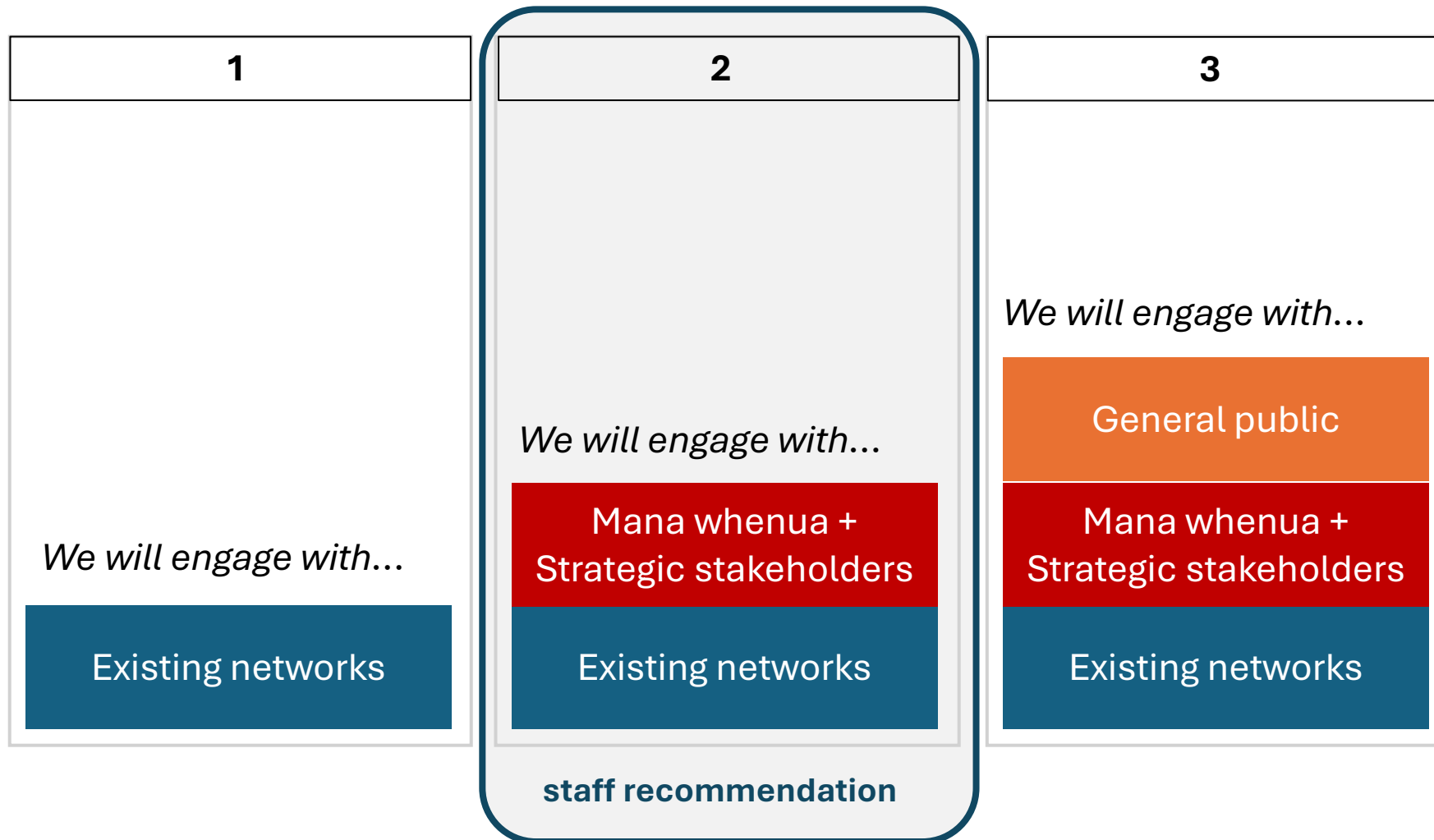
Data **scepticism** vs **science-led** policy

Delivery **capacity** vs programme **breadth**

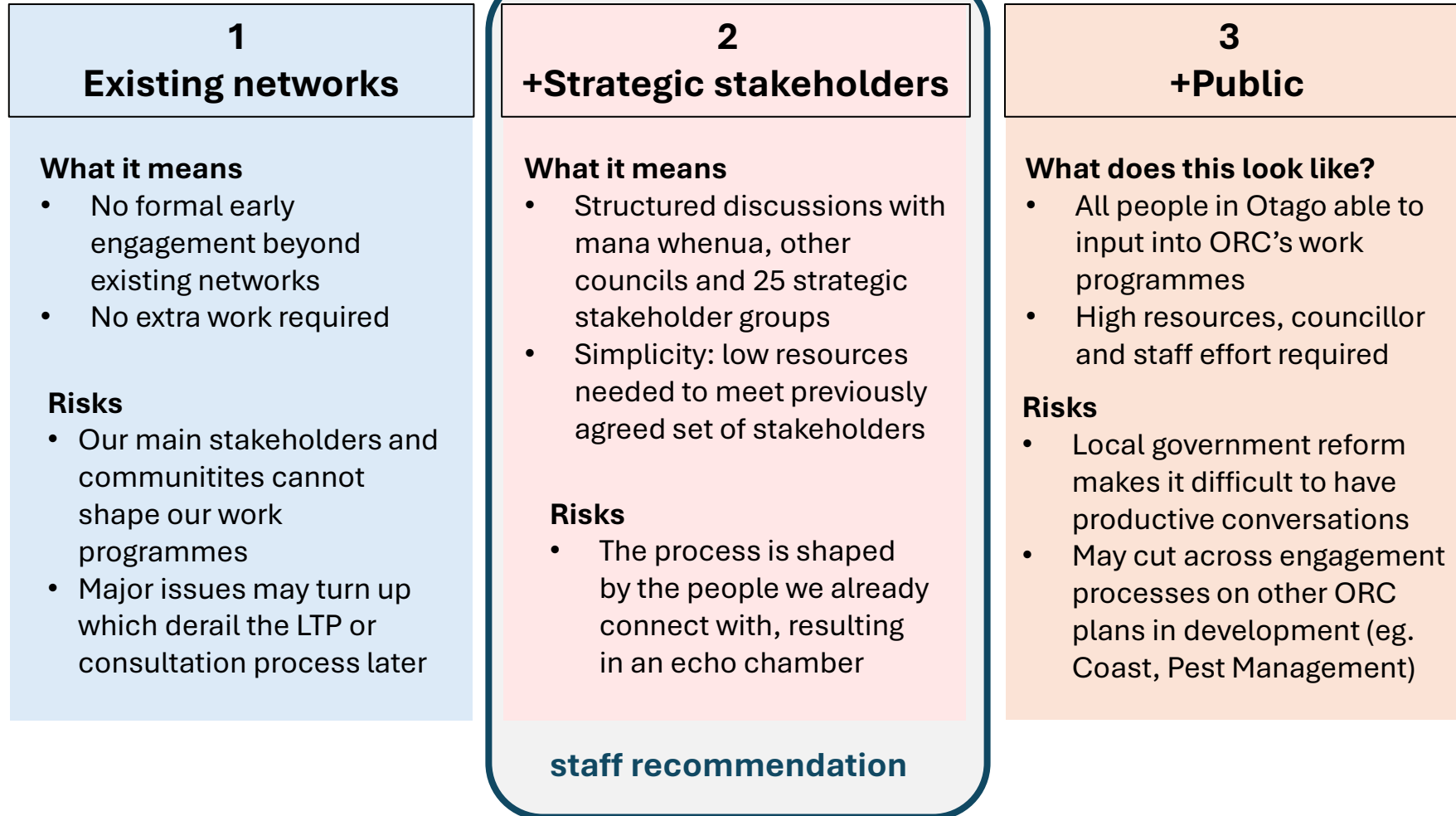
What voices do we need to hear?

- ❖ **Mana whenua** – early, partnership-based discussions on their aspirations and shared work opportunities
- ❖ **Strategic stakeholders** – Territorial Authorities, sector groups
- ❖ People from **all districts** to understand the different needs
- ❖ **Young people, Māori, Pacific and migrant peoples** are under represented

Options for Early Engagement (July-Aug)



Options for Early Engagement (July-Aug)





Questions?