

Council Agenda 23 September 2026

Meeting will be held at the Otago Regional Council, Korokia Board Room, Alta House, Terrace Junction 1092 Frankton Road, Frankton, Queenstown, Otago. This meeting will be live streamed - [ORC YouTube channel](#).



Members:

Cr Hilary Calvert (Chair)
Cr Kevin Malcolm (Deputy Chair)
Cr Robbie Byars
Cr Chanel Gardner
Cr Neil Gillespie
Cr Matt Hollyer
Cr Gary Kelliher
Cr Michael Laws
Cr Andrew Noone
Cr Gretchen Robertson
Cr Alan Somerville
Cr Kate Wilson

Senior Officer: Richard Saunders, Chief Executive
Meeting Support: Kylie Darragh, Governance Support Officer

23 September 2026 10:30 AM

Agenda Topic

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1. WELCOME

Cr Hollyer will open with a reflection.

2. APOLOGIES

No apologies received at the time of printing.

3. PUBLIC FORUM

At the time of publishing there were no requests to speak at Public Forum.

4. CONFIRMATION OF AGENDA

The agenda to be confirmed as published.

5. DECLARATIONS OF INTEREST

Members are reminded of the need to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have. The [Register of Member's Pecuniary Interests](#) can be found on the ORC Website.

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	The purpose of this report is to provide Council with an analysis of the public transport fare changes consultation submissions and to seek decisions on any changes to Otago's public transport fare structure, including the introduction of zonal fares, fare capping, and the removal of cash payment.	
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9.2	Establishment of Transport Liaison Groups	74
	The purpose of this paper is to progress the development of Transport Liaison Groups, one to support the Dunedin network and one to support the Queenstown network. The establishment of Transport Liaison Groups is a Council priority action.	
9.2.1	Transport Liaison Group Dunedin draft ToR	79
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	To provide an update on the progress of repairs to flood damaged sites from the three flood recovery programmes being 2022, 2023 and 2024 events.	
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	To update Council on the nine Regional Infrastructure Fund funding agreement projects with the Ministry of Business, Innovation and Employment.	
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	To update committee on the programme for investigations into reducing the flood risk in North East Valley (Lindsay Creek).	
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10.	NOTICES OF MOTION	
	No notices of motion had been submitted at the time of publishing.	
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Council MINUTES

Minutes of an ordinary meeting of the Otago Regional Council held in the Council Chamber, Aonui, Otago Regional Council, 180 High Street, Dunedin on Wednesday 26 August 2026, commencing at 10:30 am

<https://www.youtube.com/live/kHA7NVfJvHs?si=anajEs94ssC4K9yR>

PRESENT

Cr Hilary Calvert *(Chair)*
Cr Robbie Byars
Cr Chanel Gardner
Cr Neil Gillespie *(online)*
Cr Matt Hollyer
Cr Gary Kelliher *(online)*
Cr Michael Laws
Cr Andrew Noone
Cr Gretchen Robertson
Cr Alan Somerville
Cr Kate Wilson

1. WELCOME

Chair Calvert opened with a reflection and welcomed Councillors, members of the public and staff to the meeting at 10:30 am. Staff present included Richard Saunders (Chief Executive), Anita Dawe (GM Regional Planning and Transport), Nick Donnelly (GM Finance), Tom Dyer (GM Science and Resilience), Joanna Gilroy (GM Environmental Delivery), Tami Sargeant (GM People and Corporate), Amanda Vercoe (GM Strategy and Customer, Deputy CE), Dianne Railton (Team Leader Governance) and Kylie Darragh (Governance Support Officer).

2. APOLOGIES

Resolution: Cr Noone Moved, Cr Robertson Seconded:

That the apologies for Cr Kevin Malcolm, and Cr Neil Gillespie, for possible early departure, be accepted.

MOTION CARRIED

3. PUBLIC FORUM

3.1 Peter Foster spoke on sea levels affecting South Dunedin, the Chair thanked Mr Foster for attending.

3.2 Pierre Marasti spoke on behalf of Extinction Rebellion, the Chair thanked Mr Marasti for attending.

3.3 Mark Smith, spoke on behalf of Living Wage NZ, the Chair thanked Dr Smith for attending.

4. PETITION

Mr Tony Cummings of the Dunedin Area Citizens Association presented a petition to Council. Richard Saunders (Chief Executive) confirmed its receipt. There was an opportunity for Mr Cummings to speak, the Chair thanked him for attending.

5. CONFIRMATION OF AGENDA

Resolution: Cr Calvert Moved, Cr Noone Seconded

*That the additional report of the Supplementary Agenda for 26 August 2026, be received and added to the agenda under Item **11.4 Large Scale Environment Fund**; also that the late addition of the **Public Excluded Agenda: 1.1 Otago Central Lakes Regional Deal Proposed Amendment and Council's Position on Signing** be accepted for the reason that it cannot wait for a later Council meeting date.*

MOTION CARRIED

6. DECLARATIONS OF INTERESTS

Councillors were reminded of the need to stand aside if a conflict of interest arises.

7. CONFIRMATION OF MINUTES

A correction was noted by Chair Calvert to the previously approved June Council Minutes.

Resolution: Cr Robertson Moved, Cr Noone Seconded

That the minutes of the Council meeting held on 29 July 2026 be confirmed as a true and accurate record.

MOTION CARRIED

8. PRESENTATIONS

Port of Otago representatives presented their Year End Update August 2026, to Council. Tim Gibson (Chair), Kevin Winders (Chief Executive), Stephen Connolly (Chief Financial Officer), Pat Heslin (Deputy Chair) and Chris Hopkins (Director) were present to respond to questions on the report. There was an opportunity for questions from Councillors, Chair Calvert thanked the Port for attending.

9. ACTIONS (STATUS OF COUNCIL RESOLUTIONS)

Open actions from resolutions of the Council were reviewed.

10. CHAIRPERSON'S AND CHIEF EXECUTIVE'S REPORTS

10.1. Chairperson's Report

Chair Calvert was available to respond to questions on the report.

Resolution: Cr Calvert Moved, Cr Wilson Seconded

That the Council:

1) Notes the report.

MOTION CARRIED

10.2. Chief Executive's Report

Richard Saunders (Chief Executive) was available to respond to questions on the report.

Resolution: Cr Hollyer Moved, Cr Gardner Seconded

That the Council:

1) Notes the report.

MOTION CARRIED

Chair Calvert moved, Cr Robertson seconded

That Council adjourn until 12:30 pm.

MOTION CARRIED

11. MATTERS FOR CONSIDERATION

11.1. End of Year Non-Financial Performance Report

[YouTube 2:04] This report provided the Council's quarter 4 non-financial service performance results. This completed reporting for the 2025-26 reporting period and confirmed the year-end performance position (subject to external audit) for year two of the Long-Term Plan 2024-34. Portfolio lead Cr Gardner introduced the paper. Joanne Greatbanks (Manager Organisational Planning and Performance) and Amanda Vercoe (GM Strategy and Customer) were available to respond to questions on the report.

Resolution CM26-223: Cr Gardner Moved, Cr Noone Seconded

That the Council:

1) Notes this report.

2) Notes that the Attached Performance Report for the period 1 July 2025 to 30 June 2026 being quarter four of the 2025-26 financial year.

3) Notes that the full audited performance results are included in the Statement of Service Provisions (SSP) section of the Annual Report 2025-26, which will be presented to the Audit and Risk committee and Council in October 2026.

MOTION CARRIED

Cr Laws left the meeting at 12:34 pm.

11.2. Quarter 4 Finance Report - 30 June 2026

This report presented Council's Financial Reports for the 12-month period to 30 June 2026 being Quarter 4 of the 2025-26 financial year. This was the preliminary unaudited financial result for the 2025-26 financial year and excluded the revaluation of Port Otago Limited. Portfolio lead Cr Gardner introduced the report, Nick Donnelly (GM Finance) was available to respond to questions on the report.

Resolution CM26-224: Cr Gardner Moved, Cr Noone Seconded

That the Council:

- 1) Notes** this report and the attached Financial Reports for June 2026 (Quarter 4 of the 2025-26 financial year).

MOTION CARRIED

Cr Laws returned to the meeting at 12:42 pm.

11.3. Proposed Review of the Flood Protection Management Bylaw 2022

[YouTube 2:11] This report sought approval to commence the review process for the Otago Regional Council Flood Protection Management Bylaw 2022 under the Local Government Act 2002. Portfolio lead Cr Robertson introduced the paper. Brett Paterson (Manager Engineering) and Kirsten Tebbutt (Team Leader Planning and Partnerships) online, and Tom Dyer (GM Science and Resilience) were available to respond to questions on the report.

Resolution CM26-225: Cr Robertson Moved, Cr Wilson Seconded

That the Council:

- 1) Notes** this report.
- 2) Approves** the preferred option (option 2) to commence a review of the Flood Protection Management Bylaw 2022 under the Local Government Act 2002.

MOTION CARRIED

11.4. Large-Scale Environmental Fund

[YouTube 2:17] This report sought Council approval of the Large-scale Environmental Fund Governance Group Terms of Reference, eligibility and assessment criteria, and supporting project plan template. Cr Gardner introduced the paper as co-chair of the governance group. Libby Caldwell (Manager Environmental Implementation), Soraya Engelken (Project Delivery Specialist Freshwater & Biodiversity) and Jo Gilroy (GM Environmental Delivery) were available to respond to questions on the report.

Resolution CM26-226: Cr Hollyer Moved, Cr Calvert Seconded

That the Council:

- 1) Notes** this report.
- 2) Approves** the Terms of Reference, eligibility and assessment criteria, and supporting project plan template for the Large-scale Environmental Fund Governance Group (Attachments 1, 2, and 3) and confirms the Governance Group may commence operations in September 2026.
- 3) Confirms** the delegation framework: the Governance Group will approve projects up to \$250,000 per annum for up to three years (maximum \$750,000 per project) that are "fully aligned" with the approved criteria and principles (meaning they meet all eligibility criteria and most assessment criteria as defined in Attachment 2). Council will decide projects exceeding this threshold, extending beyond three years, or not fully aligned with the criteria.
- 4) Notes** that the Governance Group will report quarterly to Council on fund operations, investment decisions, commitments, expenditure, remaining budget, approved projects, progress against agreed outcomes, and any matters escalated to Council.

MOTION CARRIED

11.5. Approval of ORC Compliance Plan

[YouTube2:54] This paper sought Council's approval of the ORC Compliance Plan 2026 - 2029. Portfolio lead Cr Noone introduced the paper. Simon Wilson (Manager Compliance), James Adams (Senior Policy Analyst), Melanie Heather (Principal Compliance Specialist) online, and Jo Gilroy (GM Environmental Delivery) were available to respond to questions on the report.

Resolution CM26-227: Cr Noone Moved, Cr Wilson Seconded

That the Council:

- 1) Notes** this report.
- 2) Approves** the ORC Compliance Plan 2026 - 2029, included at Attachment 1.
- 3) Delegates** to the Chief Executive the power to approve minor corrections (editing errors) to the Compliance Plan if needed.

MOTION CARRIED

Cr Gardner left the meeting at 1:46 pm.

Cr Gardner returned to the meeting at 1:51 pm.

11.6. Sub-Regional Public Transport Investigations Business Case

[Youtube 3:01] This paper reported on the ORC Annual Plan 2025/26 direction to investigate how to transport workers from Alexandra/Cromwell to Queenstown. Portfolio lead Cr Hollyer introduced the paper. Stacey Hitchcock (Senior Transport Lead), Grace Longson (Transport Planner), and Anita Dawe (GM Regional Planning and Transport) were available to respond to questions on the report.

Resolution CM26-228: Cr Hollyer Moved, Cr Somerville Seconded

That the Council:

- 1) Notes** this report.
- 2) Approves** the endorsement of the Central Lakes Sub-Regional Public Transport Investment Case.
- 3) Notes** the preferred option for a Central Lakes sub-regional public transport service trial and notes that it will be included as part of the broader transport improvements package for ORC's draft 2027 Long-Term Plan considerations.
- 4) Notes** the preferred option for a Central Lakes sub-regional public transport service trial will be included in ORC's public transport service improvement programme for inclusion in Otago's 2027-2030 Regional Land Transport Plan and 2027-2030 National Land Transport Programme bid.

MOTION CARRIED

Cr Laws voted against.

11.7. 2025/26 Annual Public Transport Performance Report

[YouTube 3:36] This paper updated Council on the performance of Public Transport and Total Mobility services for the full 2025/26 Financial Year, being 1st July 2025 – 30th June 2026. Portfolio lead Cr Somerville introduced the paper. Julian Philips (Implementation Lead-Transport), Gemma Wilson (Analyst Transport) and Anita Dawe (GM Regional Planning and Transport) were available to respond to questions on the report.

Resolution CM26-229: Cr Somerville Moved, Cr Hollyer Seconded

That the Council:

- 1) Notes** this summary of public transport activity in Otago for 2025/26.

MOTION CARRIED

Cr Calvert moved, Cr Wilson seconded

That Council adjourns until 2:35 pm

MOTION CARRIED

11.8. Emergency Management Otago - Annual Update

[YouTube 4:09] This reported on Otago Regional Council's delivery of its responsibilities under the Otago Civil Defence and Emergency Management Agreement, for the 2025/26 year. Portfolio lead Cr Robertson introduced the paper. Matt Alley (Group Manager Emergency Management Otago) and Tom Dyer (GM Science and Resilience) were available to respond to questions on the report.

Resolution CM26-230: Cr Gillespie Moved, Cr Noone Seconded

That the Council:

1) Notes this report.

MOTION CARRIED

11.9. Progress on implementing the Dunedin Future Development Strategy

[Youtube 4:20] The purpose of this report was to provide Council with an update on the progress of the implementation of the Dunedin Future Development Strategy (FDS) actions. Portfolio lead Cr Wilson introduced the paper. Iffy Ukonze (Policy Analyst) and Anita Dawe (GM Regional Planning and Transport) were available to respond to questions on the report.

Resolution CM26-231: Cr Wilson Moved, Cr Noone Seconded

That the Council:

1) Notes the progress on implementing the Dunedin Future Development Strategy.

2) Notes that subject to current legislative reform, this is expected to be the final Future Development Strategy Implementation Plan required by Council.

MOTION CARRIED

11.10. Annual Returns of Inactive Subsidiaries

[Youtube 4:22] This paper sought to pass resolutions in lieu of holding annual general meetings for Council's three wholly owned inactive subsidiaries. The resolutions were to not hold an annual general meeting and to not appoint an auditor for each company. Portfolio lead Cr Gardner introduced the paper. Nick Donnelly (GM Finance) was available to respond to questions on the report.

Resolution CM26-232: Cr Noone Moved, Cr Robertson Seconded

That the Council:

1) Approves the following resolutions:

- a. *That it shall not be necessary for Regional Services Limited to hold an Annual General Meeting for the 2026 year under section 120 of the Companies Act 1993.*
- b. *That no auditors be appointed for Regional Services Limited for the year ending 30 June 2027 under section 196 (2) of the Companies Act 1993.*
- c. *That it shall not be necessary for Regional Pest Services Limited to hold an Annual General Meeting for the 2026 year under section 120 of the Companies Act 1993.*
- d. *That no auditors be appointed for Regional Pest Services Limited for the year ending 30 June 2027 under section 196 (2) of the Companies Act 1993.*
- e. *That it shall not be necessary for Regional Monitoring Services Limited to hold an Annual General Meeting for the 2026 year under section 120 of the Companies Act 1993.*

- f. That no auditors be appointed for Regional Monitoring Services Limited for the year ending 30 June 2027 under section 196 (2) of the Companies Act 1993.*

MOTION CARRIED

11.11. Draft Living Wage Implementation Plan

[YouTube 4:25] This paper sought Council direction on whether staff should proceed with developing an implementation plan for ORC to become a Living Wage Accredited Employer. Portfolio lead Cr Gardner introduced the paper. Tami Sargeant (GM People and Corporate) and Ema Kurbos-Cooper (Advisor Strategy) were available to respond to questions on the report.

Resolution CM26-233: Cr Somerville Moved, Cr Robertson Seconded

That the Council:

- 1) Notes** this report.

MOTION CARRIED

- 2) Directs** staff to develop an implementation plan for ORC to achieve Living Wage Employer Accreditation.

By division

For:	Cr Laws, Cr Robertson and Cr Somerville.
Against:	Cr Byars, Cr Gardner, Cr Gillespie, Cr Hollyer, Cr Kelliher, Cr Noone, Cr Wilson and Cr Calvert.
Abstained:	Nil

MOTION FAILED

3 in favour, 8 against.

12. RECOMMENDATION TO EXCLUDE THE PUBLIC.

Resolution: Cr Calvert Moved, Cr Wilson Seconded:

That the public be excluded from the following items under LGOIMA 48(1)(a):

- 1.1 Otago Central Lakes Regional Deal Proposed Amendment and Council's Position on Signing**

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds [under](#) section [48\(1\)](#) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
1.1 Otago Central Lakes Regional Deal Proposed Amendment and Council's Position on Signing	To protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information—would be likely otherwise to damage the public interest – Section 7(2)(c)(ii). To enable Council to carry out, without prejudice or disadvantage, negotiations with the Crown 7(2)(i).	Section 48(1)(a); Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds: (a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.

This resolution is made in reliance on [section 48\(1\)\(a\)](#) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by [section 6](#) or [section 7](#) of that Act or [section 6](#) or [section 7](#) or [section 9](#) of the Official Information Act 1982, as the case may require, which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public.

MOTION CARRIED

Cr Kelliher and Cr Laws voted against.

13. CLOSURE

There was no further business and Chair Calvert declared the meeting closed at 4:06 pm.

Chairperson

Date

Meeting Date	Document	Item	Status	Action Required	Assignee/s	Action Taken
24-06-2026	Council Meeting Supplementary Agenda - 24 June 2026	S&R2614 South Dunedin Future - 3 Proposed Adaptation Futures	In Progress	Resolution CM26-191 That a South Dunedin engineered flood protection system be designed and costed for inclusion in a future report for public consultation, this work is to be undertaken in partnership with the Dunedin City Council.	General Manager Regional Planning and Transport, General Manager Science and Resilience	17/07/2026 Governance Support Officer GM Regional Planning and Transport: Staff are working through the scope , timelines and cost of developing the additional option. An update will be provided to Council in due course. 10/09/2026 Governance Support Officer Update to be provided to September Council.
24-06-2026	Council Meeting - 24 June 2026	ENV2604 Large Scale Environment Fund	Completed	Resolution CM26-193 Requests that a report from the Governance Group be prepared for Council, no later than August, which includes the terms or reference, final criteria and documents, and early thinking about potential priority projects for investment.		16/07/2026 Governance Support Officer GM Manager Environmental Delivery: A meeting with the Governance Group members has been organised and a paper will be presented at the August Council meeting. 10/09/2026 Governance Support Officer Completed.
29-07-2026	Council Meeting - 29 July 2026	S&R2616 Otago Deep Water Lakes Research and Monitoring Proposal	Completed	CM26-206 Directs governance and staff to continue to explore potential funding contributions from potential partners and deliver a Council Workshop to inform Governance roles and oversight to seek funding.		12/08/2026 Executive Assistant, Operations Council Workshop scheduled for 26 August 2026 10/09/2026 Governance Support Officer Completed - Workshop held 26 August 2026

8.1. Chairperson's Report

Prepared for: Council
Author: Cr Hilary Calvert, Chairperson
Date: 23 September 2026

RECOMMENDATION

That the Council:

- 1) **Notes** this report.

INTRODUCTION

- [1] This report provides an update on matters of relevance to the Chair for the August and early September reporting period. It summarises key Council business, Otago Mayoral Forum activity, stakeholder and community engagement and events, recent media engagement, and key correspondence to and from the Chair.
- [2] The reporting period included Council consideration of year-end performance and financial results, flood protection bylaw review arrangements, the Large-scale Environmental Fund governance framework, and correspondence on matters including the Otago Deep Water Lakes Research and Monitoring Proposal and the Otago Central Lakes Regional Deal.
- [3] The update also notes regional and sector engagement undertaken during the period, including matters relating to local government reform and Head Start proposals.

COUNCIL BUSINESS

- [4] In August, Council received its year-end non-financial performance results for 2025/26. The results highlighted strong delivery across a broad range of Council activities and demonstrated continued progress towards the outcomes and services expected by communities across Otago. Council also reviewed its preliminary financial results for the year ended 30 June 2026. The report reflected a strong financial position and reinforced Council's ability to continue delivering on its current priorities and future commitments.
 - [5] Strengthening community resilience remained a priority, with Council approving the commencement of a review of the Flood Protection Management Bylaw 2022 to ensure it remains fit for purpose and continues to support effective management of flood protection assets across the region.
 - [6] Council approved the governance framework for the Large-scale Environmental Fund, enabling the fund to commence operations in September. This marks an important step towards supporting targeted investment opportunities that deliver long-term environmental outcomes for Otago communities.
-

OTAGO MAYORAL FORUM

- [7] An informal Otago Mayoral Forum meeting was held in Balclutha on Friday 31 July. Members discussed Head Start plans and proposals, which were due the following week. No decisions were recorded. By this time, all Head Start proposals were being prepared independently of the Forum.
- [8] The next Otago Mayoral Forum meeting is due to take place on Friday 18 September. Any time-sensitive matters will be raised verbally, with a full report on the meeting to be included in the October Chair's update.

STAKEHOLDER AND COMMUNITY ENGAGEMENT AND EVENTS

- [9] The Chair, Deputy Chair or alternate attended the following events and meetings:
- 13 August 2026: Te Uru Kahika Leaders' Plenary, Wellington.
 - 18 August 2026: LGNZ Regional Chairs, Mayors and Deputies Session.
 - 18 August 2026: South Island Biosecurity Reference Group meeting.
 - 18 August 2026: LGNZ National Council briefing.
 - 20 August 2026: Speech to Rotary Club of Dunedin.
 - 21 August 2026: Neighbouring councils and Local Government Commission Southland meeting.
 - 25 August 2026: Meeting regarding the Clutha Pumped Hydro Project (Lake Onslow) fast-track application.
 - 25 August 2026: Mana to Mana meeting.
 - 28 August 2026: New Dunedin Hospital Outpatient Building official opening.
 - 1 September 2026: LGNZ Regional Chairs, Mayors and Deputies Session.

RECENT MEDIA ENGAGEMENT

- [10] The following media items were monitored during the reporting period and included reference to, or comment from, the Chair:

August 2026

- Mayors reflect on first steps of Head Start – ODT, 10 August
- Otago's mayors reflect on first steps of the amalgamation process – The News Central Otago & Wānaka, 13 August
- Otago's mayors reflect on first steps of amalgamation process – Oamaru Mail, 14 August
- Keep river catchments and Port Otago within single authority, ORC chairwoman says – ODT, 16 August
- ORC's nil rates increase outside government target - ODT, 25 August
- ORC announces zero rates rise - ODT, 26 August
- Signing of the Otago Central Lakes Regional Deal paused – Scoop, 27 August
- Non-public discussions being held after bed tax U-turn - ODT, 27 August
- Petition seeks 'immediate action' - ODT, 27 August
- Otago Central Lakes regional deal signing paused over National's accommodation levy decision – NZ Herald, 27 August
- Nil increase outside target - Oamaru Mail, 27 August
- Act criticises National after Luxon's party changes Queenstown bed tax deal – NZ Herald, 28 August

- 'No way to treat councils': Act criticises Nats over handling of tax deal - Newstalk ZB, 28 August
- ORC won't extend living wage to contractors - ODT, 28 August
- Wheels on the bus not turning for all - ODT, 29 August

KEY CORRESPONDENCE TO AND FROM THE CHAIR

Correspondence Received

- 20 August 2026: Guardians of Lake Wānaka – response to the recent ORC Council vote not to include the TAG proposal in the ORC LTP
- 28 August 2026: Letter regarding Otago Central Lakes Regional Deal – bed tax, from ACT MP Todd Stephenson

Correspondence Sent

- 28 August 2026: Letter to Nancy Lathan, Chair, Guardians of Lake Wānaka – Otago Deep Water Lakes Research and Monitoring Proposal
- 30 August 2026: Email reply to ACT MP Todd Stephenson regarding the Otago Central Lakes Regional Deal – bed tax
- 1 September 2026: Letter to Ministers Bishop and Watts from Mayor Alley, Mayor Glover and Chair Calvert regarding the Otago Central Lakes Regional Deal

ATTACHMENTS

1. 2026 08 20 Guardians of Lake Wānaka Letter to ORC Chair [**8.1.1** - 2 pages]
2. 2026 08 28 Guardians of Lake Wānaka Funding Decisions [**8.1.2** - 1 page]
3. 2026 08 28 Letter Re Otago Central Lakes Regional Deal (from Act MP Todd Stephenson) [**8.1.3** - 2 pages]
4. 2026 09 01 Mayors letter to Ministers Bishop and Watts [**8.1.4** - 2 pages]

Guardians of Lake Wānaka

Serviced by
Department of Conservation,
Invercargill Office

The Secretary
PO Box 743
Invercargill 9810
027 317 0331

Hilary Calvert, Chair
Otago Regional Council

20th August 2027

Kia ora Chair Calvert,

Subject: Guardians of Lake Wānaka response to the ORC Council recent vote not to include the TAG proposal in the ORC LTP

On behalf of the Guardians of Lake Wānaka, I wish to share our disappointment and concern that at your meeting on the 29th of July 2026, Councillors voted not to include “Item 9.2. the Otago Deep Water Lakes Research and Monitoring Proposal”, in the ORC Long Term Plan.

We believe that this Deep Lakes proposal provides a comprehensive and collaborative programme which would underpin better informed and timely decision making to protect the health of the Deep Alpine Lakes, including Lake Wanaka.

Considering the extensive cross-institutional collaboration and the high level of technical expertise that has shaped this proposal, we also believe this is a missed opportunity with not proceeding with full council support and timely implementation.

This proposal is also consistent with concerns raised by the Parliamentary Commissioner for the Environment in his recent report *Unlocking New Zealand’s environmental information .12 July 2026* ISBN 978-0-473-79655-6 (1) (online) (Attached).

In particular on Page 30 (1): *“If New Zealand is to give itself a fighting chance of facing the environmental challenges that are starting to place our economy, infrastructure and wildlife at risk, we have to equip ourselves with much better information. That won’t happen without a step change. Current arrangements are not fit for purpose.”*

The three Deep Alpine Lakes are the headwaters for the Clutha River Mata-Au. The Clutha flows through the Otago Region all the way to the East Coast and provides water resources to support our

energy sector; our primary and secondary industries; as well as our social and cultural well-being.

This proposed TAG research project would facilitate more informed and timely decision making by the council to protect the health of the Deep Alpine Lakes; and subsequently the waters of the Clutha.

Ngā mihi nui,

Nancy Latham

Chair, Guardians of Lake Wānaka

Attached:

(1) Unlocking New Zealand's environmental information.12 July 2026

Parliamentary Commissioner for the Environment Te Kaitiaki Taiao a Te Whare Pāremata

ISBN 978-0-473-79655-6 (online)



From the Office of the Chairperson

28 August 2026

Nancy Latham
Chair
Guardians of Lake Wānaka
Via email: GuardiansofLakeWanaka@doc.govt.nz

Dear Nancy

Thank you for your letter of 20 August 2026 regarding the Otago Deep Water Lakes Research and Monitoring Proposal. I appreciate you taking the time to write on behalf of the Guardians of Lake Wānaka and to share your views on this matter.

I am writing to explain Council's decisions on the proposal at its meeting on 29 July 2026. Council first considered a motion to not include funding for the proposal in the Draft Long-Term Plan. That motion was not carried. Council then agreed to receive the Otago Deep Water Lakes monitoring and research programme for consideration as part of the development of the upcoming Draft Long-Term Plan. Council also directed staff to lead further work exploring possible funding contributions from partners, with governance oversight and support.

I appreciate there may have been some uncertainty about what this means in practice. In practical terms, Council has not committed funding for the proposal at this stage, but it has also not rejected or excluded the proposal from the Long-Term Plan process. It can still be considered as the Draft Long-Term Plan is developed, while staff continue to lead work on possible partner funding, supported by appropriate governance oversight arrangements.

Council recognises the importance of Otago's deep lakes and the value of robust scientific information to support informed environmental management and decision-making. Council also wants to acknowledge the work of the Otago Deep Water Lakes Technical Advisory Group in developing the proposal, and to thank the participants for the expertise, time and thoughtful contribution they have brought to this work. The proposal reflects a significant commitment of time, knowledge and collaboration, and Council greatly appreciates the care that has gone into developing it. The points raised in your letter are appreciated and will help inform Council's deliberations as the Long-Term Plan is developed.

Thank you again for writing, and for the ongoing advocacy shown by the Guardians of Lake Wānaka. Council values the contribution community led organisations make to the stewardship and protection of Otago's natural environment.

Yours sincerely

A handwritten signature in dark ink, appearing to read "Hilary Calvert".

Hilary Calvert
Chairperson



orc.govt.nz



0800 474 082

Private Bag 1954, Dunedin 9054



Todd Stephenson
Member of Parliament

28 August 2026

Mayor Tamah Alley
Central Otago District Council

Councillor Hilary Calvert
Chair, Otago Regional Council

Mayor John Glover
Queenstown Lakes District Council

By email

Dear Tamah, Hilary and John

We are writing following the National Party's announcement that a bed tax will not proceed. We appreciate your position that this announcement is unhelpful in the context of the yet-to-be-signed Otago Central Lakes Deal.

ACT has consistently opposed a bed tax, both in opposition and in government. Taxing New Zealanders for travelling within their own country, while forcing every motel, hotel and Airbnb to collect a new levy, is the wrong approach.

However, the funding problem facing your districts is real. Your ratepayer bases are small compared with the number of visitors using local roads, wastewater systems, toilets, carparks and waste services. Most of the GST and border levies generated by those visitors remain in Wellington.

Queenstown Lakes cannot continue asking 53,000 ratepayers to carry so much of the cost of supporting New Zealand's visitor economy. Central Otago faces the same pressure as tourism grows across the district.

You spent a year negotiating a regional deal in good faith. Finding out afterwards that a central part of those discussions was no longer on the table is no way to deal with councils. ACT's position has remained consistent. National's has changed.

We would like to offer two practical steps to support growth and economic diversification under the regional deal.

First, the *Incentives for Growth Fund* will reward councils that enable more housing. Budget 2026 provides \$400 million over four years, with councils receiving payments linked to the number of new homes they consent. Councils that achieve higher rates of housing growth will receive higher



payments, helping them fund the roads, services and local infrastructure needed to support growing communities.

Second, ACT's *Local Tourism Dividend* offers a practical alternative to a bed tax.

Under our proposal, councils will receive \$1 from existing Crown revenue for every verified guest night in their district. The funding will come from GST and visitor levies that tourists already pay.

Accommodation providers will not have to collect anything, and IRD will not need to administer a new tax. The Dividend can be included in the next Budget and begin flowing from 1 July. Councils that host more visitors will receive more funding. The rate could be increased in future Budgets if revenue allows and councils show the money is being used effectively.

This can be delivered more quickly than a new levy, which would require legislation. It will not add another charge to hotel bills or tax Kiwi families for spending a weekend in the region.

It will also recognise the contribution made by Australian visitors, who do not pay the International Visitor Levy but do pay GST throughout their stay.

We do not claim that \$1 per guest night will meet every infrastructure need. It is a practical first step that returns some of the revenue councils already help generate. After a year of debate about a levy that was never likely to survive a "no new taxes" campaign, councils deserve something that can actually be delivered.

We would welcome the opportunity to meet with you, either together or separately, to discuss what these two proposals would mean for Queenstown Lakes and Central Otago, and what else is needed to make them work on the ground.

ACT will not support a bed tax. We will support a fairer way to fund growth and the infrastructure visitors use.

Yours sincerely

A handwritten signature in blue ink that reads "Todd Stephenson".

Todd Stephenson MP
ACT MP based in Queenstown

A handwritten signature in black ink, appearing to be "Cameron Luxton".

Cameron Luxton MP
Local Government Spokesperson



1 September 2026

Hon Chris Bishop
Minister for Infrastructure
Minister Responsible for RMA Reform

Hon Simon Watts
Minister of Local Government

Dear Ministers,

Thank you for your ongoing engagement with the Otago Central Lakes Regional Deal, and for the commitment you have demonstrated to working alongside local government to achieve positive outcomes for our communities.

Minister Watts, in your recent correspondence you noted your intention to find a way forward that reflects the priorities of both central and local government and highlighted the importance of the transparency and partnership that underpin the Otago Central Lakes Regional Deal and the objectives we seek to achieve together.

Those sentiments are important to us as well, and they reflect the approach we have sought to take throughout this process.

We are writing to request a meeting between the two of you and us, Mayor John, Mayor Tamah, and Chair Hilary. We appreciate that your schedules are under considerable pressure given the scale of reform and policy work currently underway, together with the demands of the election campaign. Nevertheless, we believe a direct conversation is necessary to ensure the strong relationships and shared understanding required for the Deal's long-term success.

We remain committed to being part of the solution. Our councils and communities understand the challenges facing New Zealand and recognise that sustainable progress depends on central and local government working together. At the same time, our communities need confidence that there is a trusted partnership between the Crown and local government, one that enables them to support NZ Inc. without the burden falling solely on their rates invoices.

We would also note, respectfully, that the strength of this partnership rests on trust between the parties. Without that trust being clearly established and maintained, the relationship becomes materially more difficult to sustain, both politically and in terms of the social licence our communities extend to a Deal of this scale. We raise this not to create difficulty, but because we believe it is important to be candid about the factors that will determine whether this Deal succeeds.



The Otago Central Lakes region continues to experience growth pressures of national significance. The infrastructure, tourism, transport, and community investment required to support that growth cannot be funded by local ratepayers alone. If the outcomes envisaged through the Regional Deal programme are to be delivered, genuine alignment, mutual understanding, and a shared commitment to funding and investment solutions will be essential.

A face-to-face meeting would provide an opportunity to discuss how we can advance these objectives together and strengthen the partnership at the heart of the Deal. We would be pleased to travel to Wellington at a time that suits you both, or to meet online if that is more practical.

Thank you for considering this request. We look forward to continuing to work constructively with you to deliver the best possible outcomes for our communities and for New Zealand.

Yours sincerely,

Tamah Alley
Mayor, Central Otago District
mayor@codc.govt.nz

John Glover
Mayor, Queenstown Lakes District
John.glover@qldc.govt.nz

Hilary Calvert
Chair, Otago Regional Council
Hilary.calvert@codc.govt.nz

8.2. Chief Executive's Report

Prepared for: Council
Activity: Governance - Council
Endorsed by: Richard Saunders (Chief Executive)
Date: 23 September 2026

PURPOSE

- [1] This report provides Council with an overview of Otago Regional Council's (ORC) key projects and current operational focus.

EXECUTIVE SUMMARY

- [2] Key organisational workstreams continued to progress during August, with the Long-Term Plan project broadly on track and operational delivery continuing across customer experience, public transport, flood protection and drainage, environmental monitoring, biosecurity and major environmental investment programmes.
- [3] The Long-Term Plan work remains well positioned, with one of the 29 core statutory elements completed and no further core elements due during the August reporting period. New financial planning processes are being implemented to support the level of fiscal granularity required within project timeframes and to confirm finance system readiness, with these areas remaining a focus through project governance and reporting as budget development progresses.
- [4] Customer demand remained slightly below the rolling 12-month average, with 4,878 interactions recorded during August. Customer satisfaction remained strong at 93%, while call service levels reduced to 90%. CRM enquiry volumes were concentrated in Finance, followed by Strategy and Customer, Planning and Transport, and Environmental Delivery.
- [5] Operational highlights included continued progress on flood protection and drainage funding reviews, record public transport patronage across the Dunedin and Queenstown networks, preparations for rabbit management engagement in Allanton, completion of the Lake Hāwea water quality monitoring buoy network, and implementation work for the Large Scale Environmental Fund.
- [6] Stakeholder engagement remained active during the month, including meetings and events with regional sector partners, mana whenua and hāpori Māori, community organisations and central government interests. Chief Executive correspondence included a response to Catlins Coast Inc regarding pest control in the Catlins.

RECOMMENDATION

That the Council:

- 1) **Notes** this report.
-

ANNUAL PLAN & LONG-TERM PLAN

- [7] Planning for the Long-Term Plan continued to progress during August, with the project currently on track. Work continued across the four Long-Term Plan workstreams and related non-workstream elements, supporting delivery of the statutory requirements for the Long-Term Plan. Of the 29 core elements identified in the project plan as required to meet Local Government Act requirements, one has been completed to date, with no additional core elements due during the August reporting period.
- [8] The first quality assurance checklist indicates that the project is well positioned at this stage. New financial planning processes are being implemented to support the level of fiscal granularity required within project timeframes and to confirm finance system readiness. These areas will remain a focus through project governance and reporting arrangements to manage any potential delivery pressure as budget development progresses.
- [9] A change to the LTP consultation timeline is also being considered, with formal consultation proposed to start on 12 March 2027 rather than 23 March 2027, subject to Council decisions. This would enable the consultation period to include two strategic engagement opportunities: the Wānaka Show and the South Dunedin Festival.

CUSTOMER EXPERIENCE

- [10] Customer interaction volumes were lower than the rolling 12-month average during August, with 4,878 interactions recorded against an average of 5,820 per month. Volumes were broadly consistent with the same period last year, increasing by 37 interactions overall. Phone enquiries remained the largest channel, followed by email, social media and reception, with Aonui reception continuing to experience a higher level of visitor activity than last year.
- [11] Key enquiry themes during the month reflected both seasonal and planned activity. Rates enquiries increased following the bulk email mail-out, which generated more than 3,300 customer replies, while transport-related contact included cancellation issues, the 4 August snow day, fares and zones, lost property, driver behaviour and service timeliness. Customer satisfaction remained strong at 93%, while the overall service level for calls decreased to 90%.
- [12] Enquiries managed through the Customer Relationship Management System totalled 3,799 for August, with activity relating to Finance (59%), followed by Strategy and Customer (20%), Planning and Transport (12%), Environmental Delivery (7%), Science and Resilience (2%), People and Corporate (1%).

GENERAL COUNCIL BUSINESS

- [13] Flood protection, drainage and climate adaptation work remained a significant operational focus during August. Consultation opened on proposed changes to how costs are shared across the Lower Clutha/Mata-Au and Lower Taieri flood protection and drainage schemes, supported by community drop-in sessions, an online rates estimator and updated flood modelling information. The work is intended to ensure that targeted rates better reflect the benefits received and provide a more transparent and understandable funding model for scheme users. Alongside this work, ORC launched the Otago Climate Story: Ki Uta Ki Tai, an interactive tool developed with mana whenua and

territorial authorities to help communities understand climate-related risks, opportunities and adaptation challenges across the region.

- [14] Public transport services continued to perform strongly, with a record 5.59 million passenger trips recorded across the Dunedin and Queenstown networks during the 2025/26 financial year. Patronage growth was supported by continued demand for public transport options, increased fare revenue and growth in Total Mobility services. Operational planning also progressed on future regional connectivity, with completion of a business case investigating public transport options for the Central Lakes sub-region. The preferred service model would connect Alexandra, Clyde, Cromwell and Wānaka with Queenstown, providing an evidence base for future public transport investment decisions and improving transport choice for rapidly growing communities.
- [15] Environmental delivery teams continued their work with communities to manage pest species and protect productive land. Preparations are underway for rabbit inspections in the Allanton area, supported by a community drop-in session designed to provide practical guidance on rabbit management obligations, best-practice control methods and available support. This work reflects ORC's ongoing focus on supporting land occupiers to effectively manage pest risks and improve environmental outcomes through education, engagement and compliance activities.
- [16] ORC strengthened its environmental monitoring capability with the installation of a new water quality monitoring buoy on Lake Hāwea, completing a network of high-frequency monitoring buoys across Otago's four deep lakes. The expanded monitoring network provides near real-time information on lake health, water quality and environmental conditions at multiple depths, improving ORC's ability to understand long-term trends, identify emerging issues and inform future freshwater management decisions across the Clutha/Mata-au catchment.
- [17] Work progressed on establishing the Large Scale Environmental Fund, a long-term investment programme designed to support collaborative projects that deliver enduring environmental outcomes across Otago. During August, operational effort focused on finalising implementation arrangements, assessment frameworks and processes that will enable the fund to support projects capable of leveraging additional investment, strengthening partnerships and achieving environmental benefits at a larger scale than would otherwise be possible. The fund governance group has now been formally established, and staff are supporting the group as it transitions from programme establishment into delivery.

STAKEHOLDER - COMMUNITY ENGAGEMENT AND EVENTS

- [18] Key events and meetings attended with representatives from:
 - Predator Free
 - Central Otago Wilding Conifer Control Group
 - Lauder Site Visit
 - Local Government Commission
 - Wai Wānaka
 - Te Uru Kahika Leaders Plenary
 - LGNZ Regional Sector Meeting
 - Hāpori Māori
 - Clutha Pumped Hydro Project

- Surfing NZ
- Department of Conservation

KEY CORRESPONDENCE TO AND FROM THE CHIEF EXECUTIVE

Correspondence Received

- Nil

Correspondence Sent

- 18 August 2026: Catlins Coast Inc re Pest Control in the Catlins

OPTIONS

[19] As this is a report for noting there are no options to consider.

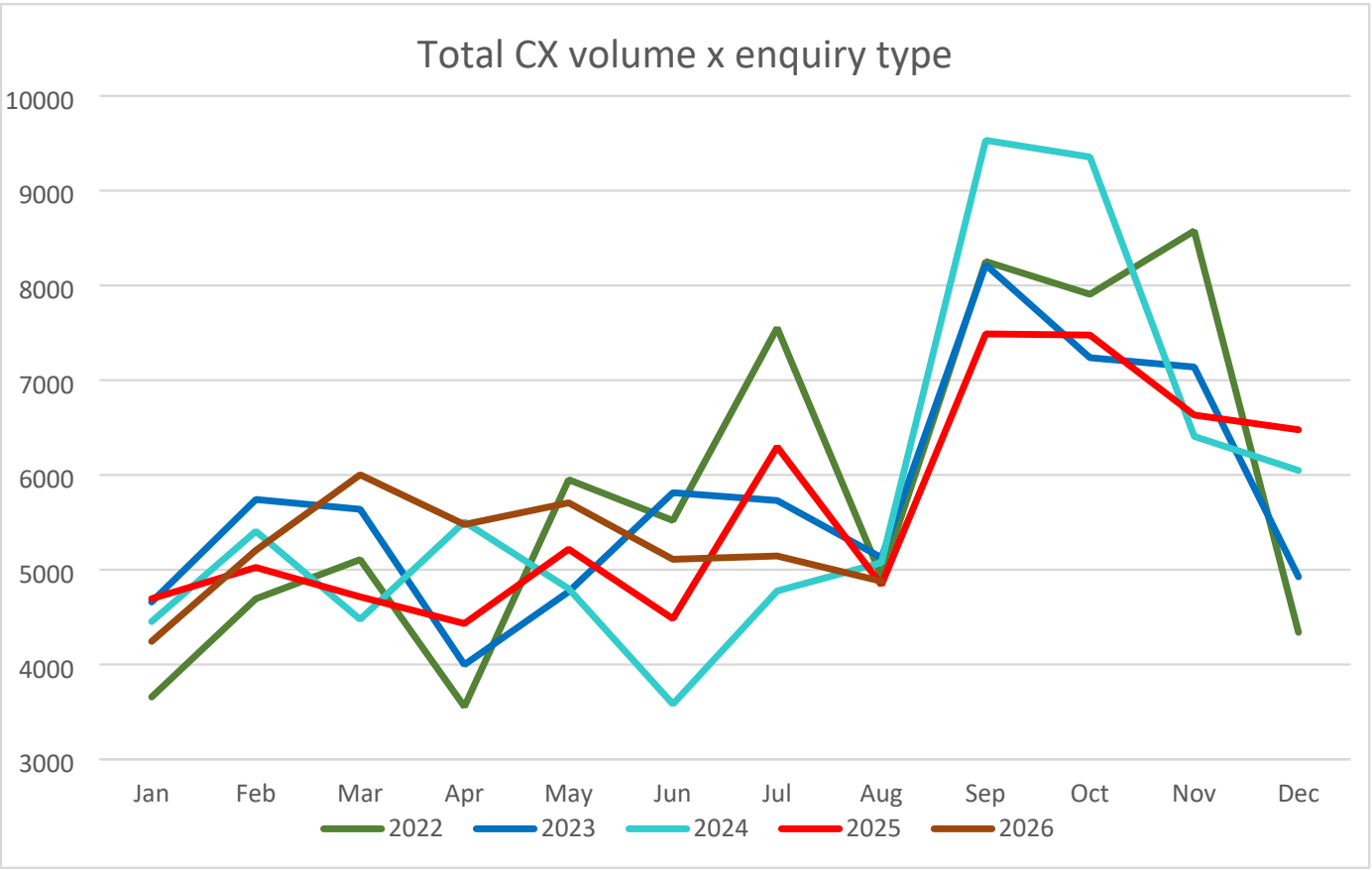
ATTACHMENTS

1. 2026 August Customer Report [**8.2.1** - 3 pages]
2. 2026 08 18 Catlins Coast Inc re Pest Control in The Catlins [**8.2.2** - 2 pages]

August 2026 Customer Report

Rolling 12-month customer interaction volume average is 5820 per month

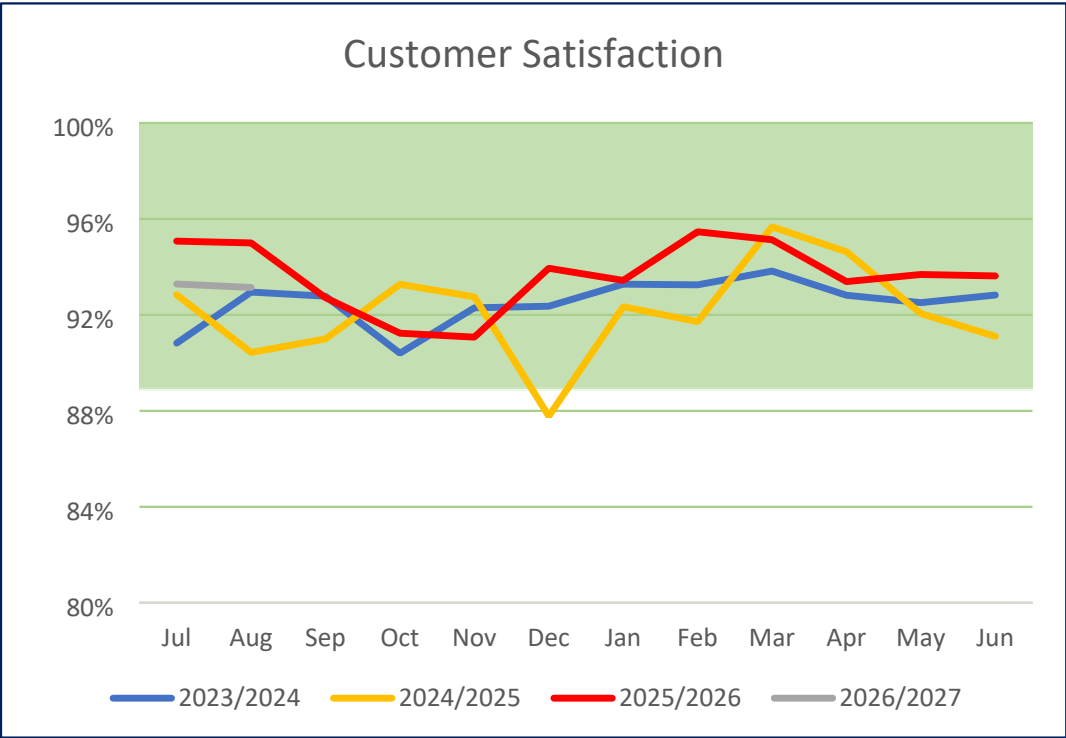
This month’s customer volume total: **4878**
(reception = 634, phone = 2052, email = 1471, online form = 20, social 721)



- Total customer interaction volume increased by 37 compared to this month last year
- Customer sentiment tracking was low.
- Total service level for all calls decreased to 90%
- Total customer satisfaction rating this month at 93%.

Enquiry themes:

- Rates: Bulk mail out to check email responses (42k sent, 3310 customer replies) along with routine enquiries: balance, direct debit.
- Transport – Cancellation issues, snow day 4 Aug, fares & zones enquiries along with routine enquiries: Lost Property, driver behaviour, timeliness.
- Social media – highest contact posts: Snow day, On demand survey, Lake Hawea Buoy, ICM workshop, World lizard day.
- Aonui reception visitors still increased at total 634 this month (last Aug = 306).



August Phone Survey results, customer voice recordings converted to text by AI:

“Do you have any suggestions on how our customer service can be improved?”

No suggestions.

No, it's, it's fantastic the job you're doing and, uh, the service would be excellent.

No, I can't think of anything. Thank you very much for your help.

No, seems to be pretty good.

Sorry, not really.

Yeah, there's nothing.

You want me to put it straight on the fit, so can you tell me what?

I have no suggestions at this point. It seems to be thoroughly polite, friendly and efficient.

I'm happy with this just the way it is. Thank you very much.

No, I spoke to a lovely lady, I think your name was ###, and she was very helpful.

No, I'm quite campy.

Yeah, no, I think everything's absolutely fine. I mean, very, very caring people that listen intently to what we have to say. So I, I, I couldn't, I, I can't fault them at all. So thank you.

No suggestions. You're doing a pretty good job. Thank you.

Uh, the bus drivers might need to have better understanding of.

Uh, quite satisfactory my my request. Thank you.

No, I don't. Nothing to add to that.

was awesome, so understanding and patient. It was a difficult call to make about pollution and I really appreciated it. Really appreciated her time for listening and yeah, just to general manner. Wonderful. Thank you very much.

No. Very satisfactory customer service today. Thank you very much.

No, there's nothing that I can recommend. It was it was great service.

The service is absolutely excellent. I can't add to it. Thank you.

It was fine. Everything was fine. Thank you.

I'm happy with the service and I don't think you need to change. That's my opinion. Thank you very much. Bye.

This is great. Thank you very much.

Excellent service.

No, I don't have suggestions. You're doing the very best that you can and thank you very much for your help.

None.

No excellent service.

Not at present. I'm really happy with my customer service today.

Oh, OK.

No, ### was awesome. Answer the questions thoroughly.

No, I'm very happy with the service. OK.

No, it's all good. Thank you.

MMM, I just sent. No, it's OK. All good. Thank you.

No, they were marvellous. No, no suggestions could be any better than what it was. Thank you.

Nothing extra.

No, not particularly.

Everyone was she was helpful, very helpful. Thank you.



18 August 2026

Rachel Napier
CCI Deputy Chair
via EMAIL: projects@catlins.org.nz

Kia ora Rachel

Re: Pest Control in The Catlins

Thank you for your letter and for taking the time to outline the ongoing challenges facing communities, landowners and biodiversity in the Catlins. I appreciate both your advocacy on behalf of Catlins Coast Inc. and the commitment shown by those who are working on pest management across the area.

I acknowledge the frustration reflected in your correspondence. Your letter highlights concern about the impacts of feral deer, pigs and possums on farming operations, native ecosystems and the wider environment. These are important issues, and it is clear they remain a concern for many people in the Catlins.

I also want to recognise the work already being undertaken by landowners, volunteers, Catlins Coast Inc., and the Catlins Biodiversity Group. As you note, ORC has previously supported strategic planning work and provided seed funding for community-led initiatives. Local people have also invested considerable time, effort and resources into pest management activities. Those contributions are valued and have helped build momentum for environmental action in the Catlins.

Over recent years, ORC has worked alongside the Catlins community through the development and implementation of the Catlins Catchment Action Plan. That process brought together landowners, community groups, rūnaka, industry representatives and agencies to identify shared priorities and practical actions for the catchment. While the challenges raised in your letter remain, the process has created stronger relationships, a better understanding of local issues, and a foundation for continued collaboration.

As you may know, ORC is also currently reviewing its Regional Pest Management Plan. This process provides an opportunity for communities to help shape how pest management is approached across Otago in the future. Feedback through the review will help us better understand community priorities and the challenges being experienced in different parts of the region, including the Catlins.

The issues you raise also highlight the complexity of pest management. Pest populations do not recognise property boundaries, and effective long-term management requires coordination across large areas involving landowners, community groups, agencies and other organisations. Progress relies on sustained effort over many years, strong partnerships, and shared commitment from all those involved. We also recognise that government agencies face increasing financial pressures and competing priorities.



While there are no simple or immediate solutions, two developments may provide opportunities for further progress.

The first is ORC's new Large-scale Environmental Fund, which is currently being established. The fund is intended to support larger environmental initiatives that require coordination and investment beyond the scale of existing funding mechanisms. While any future applications would need to be considered through the fund's assessment and decision-making processes, it may provide an opportunity to explore larger-scale environmental projects and partnerships.

The second is the forthcoming establishment of a joint governance group between ORC and the Department of Conservation. The purpose of this group is to strengthen collaboration between our organisations, identify opportunities for coordinated action, and provide strategic oversight of joint initiatives across Otago. The group has been established to support better alignment of priorities and a more coordinated approach where our organisations share interests and responsibilities.

Neither of these initiatives provides an immediate answer to the concerns you have raised, but both create new opportunities for discussion, collaboration and potential investment. The relationships and shared understanding developed through the Catlins Catchment Action Plan provide a strong foundation for those conversations.

I have asked staff to maintain contact with you as we consider any opportunities that may be afforded by the two initiatives outlined above. While this does not predetermine any future decisions or funding outcomes, it reflects our commitment to keeping the conversation open and ensuring the Catlins community remains connected to relevant opportunities as they develop.

Thank you again for writing and for the ongoing work undertaken by you and others in support of the Catlins. We value the commitment being shown across the community and look forward to continuing to work with communities, landowners and partner organisations to improve environmental outcomes in the Catlins.

Ngā mihi

A handwritten signature in blue ink, appearing to read "Richard Saunders".

Richard Saunders
Chief Executive

9.1. Review of Fares 2026

Prepared for:	Council
Report No.	TRN2608
Activity:	Transport Planning
Author:	Jack Cowie (Transport Planner), Robyn Hyde (Transport Planning Lead), Grace Longson (Transport Planner)
Endorsed by:	Anita Dawe (General Manager Regional Planning and Transport)
Date:	23 September 2026
Portfolio Leads:	Cr Hollyer and Cr Somerville, Transport

PURPOSE

- [1] The purpose of this report is to provide Council with an analysis of the public transport fare changes consultation submissions and to seek decisions on any changes to Otago’s public transport fare structure, including the introduction of zonal fares, fare capping, and the removal of cash payment.

EXECUTIVE SUMMARY

- [2] In June 2026 Council approved to consult the public on the following proposed public transport fare changes:
- Moving to either a four or five zone fare structure for Dunedin; and either a one or two fare zone structure for Queenstown
 - Whether to implement fare capping
 - How removal of cash fares may impact communities
- [3] A public consultation survey asking for feedback on these proposed changes was open from 13 to 29 July. The survey received 1934 submissions.
- [4] This paper and the accompanying technical note **“Fare Changes Submissions Analysis 2026”** [Attachment 1] presents the analysis of the public survey results and considers the modelled impacts of the proposed fare changes (originally presented to Council at its June 2026 meeting) to inform options for Council decision.
- [5] This review of public transport fares is a part of the wider implementation of the Regional Public Transport Plan and alignment with central government direction to increase the revenue contribution from private sources.

RECOMMENDATION

That the Council:

- 1) **Notes** this report and the accompanying technical note *“Fare Changes Submissions Analysis 2026”* [Attachment 1].

- 2) With respect to the Dunedin bus network, Council resolves:
- To make **no changes** to the fare structure and not introduce zones; OR
 - Approves the implementation of **four Dunedin zones** (Dunedin, Waikouaiti/Palmerston, Hampden and Ōamaru) from 1 November 2026, corresponding to the following fare structure:

One zone	\$2.50
Two zones	\$5
Three zones	\$7.50
Four zones	\$10; OR
 - Approves the implementation of **five Dunedin zones** (Dunedin inner, Dunedin Outer, Waikouaiti/ Palmerston, Hampden and Ōamaru) in conjunction with the implementation of Motu Move in 2027, corresponding to the following fare structure:

One zone	\$2.50
Two zones	\$3
Three zones	\$5
Four zones	\$7.50
Five zones	\$10
- 3) If 2(c) is approved, then Council **approves** the implementation of four Dunedin zones from 1 November until the implementation of five zones in conjunction with the implementation of Motu Move in 2027, to cater for the new Ōamaru – Dunedin service.
- 4) **Notes** that from 1 October 2026 until 31 October 2026, passengers travelling on the Ōamaru – Dunedin bus service will pay a flat fare of \$2.50.
- 5) **Approves** one of the following options on the implementation of the Queenstown network zonal fares:
- One zone (Queenstown) corresponding to the \$2.50 flat fare structure currently in place (status quo); OR
 - Two zones (Queenstown/Frankton and Arrowtown) corresponding to the following fare structure:

One zone	\$2.50
Two zones	\$3
- 6) **If Option 5(b) above is approved, then: Approves** one of the following options on the timing of the Queenstown network zonal fare structure implementation:
- From the week of 28 January 2027 in line with the start of school term 1; OR
 - Following the launch of Motu Move in Otago, which is anticipated to be in the middle of 2027 (recommended).
- 7) **Approves** one of the following options on the implementation of fare capping following the launch of Motu Move in Otago:
- Implement two trips daily and ten trips weekly fare caps and increase the base fare to \$2.70; OR
 - Implement two trips daily and eight trips weekly fare caps and increase the base fare to \$2.80; OR
 - Implement two trips daily and ten trips weekly fare caps with no increase in the base fare; OR
 - Implement two trips daily and eight trips weekly fare caps with no increase in the base fare; OR
 - Do not implement fare capping (status quo) [Resolution 7 can be removed]
- 8) **Approves** to amend the Queenstown ferry fare structure to include the following elements for implementation upon the launch of Motu Move in Otago:
- Fare caps of \$20 per day and \$60 per week for adult fares, equivalent to two trips daily and six trips weekly as a 12-month trial; and

- *Fare concessions the same as those in place for bus services; and*
- *Free transfers within 45 minutes of tagging off the first trip for any trip including the ferry, with no extra fare on top of the higher ferry fare.*

OR:

- *Do not make changes to the Queenstown ferry fare structure (Resolution 8 can be deleted)*

9) **Approves** one of the following options on cash fare payments:

- Remove cash as a method of on-board fare payment upon the implementation of Motu Move in Otago; OR*
- Maintain cash fares, whose definition is a fare that is 20% higher than card fares, rounded up to the nearest whole dollar, except where special fares continue to apply such as at Queenstown Airport.*

BACKGROUND

- [6] The Otago Regional Public Transport Plan (RPTP) guides funding and fares policies in line with the Government Policy Statement on land transport 2024–2034 (GPS). Current RPTP funding and fares policies state ORC’s commitment to investigating alternative fare structures which increase revenue and patronage while maintaining fairness for passengers.
- [7] Dunedin and Queenstown currently employ a flat fare structure that, while simple, offers no discounted fare products for frequent users. The Dunedin public transport network operated under a relatively complex and expensive zonal fare system until 2020, when the flat \$2 fare was introduced to improve fare simplicity and affordability. This flat fare increased to \$2.50 in September 2025 to align with the GPS directive to increase the revenue contribution from private sources.
- [8] In June 2025 Council approved moving to a zonal fare structure in the future, with the expectation that the details of fare zones would be subject to further modelling and analysis and recommendations be brought back to Council [Resolution CM25-158]. Council also noted the implementation of any fare structure changes, including zones, fare capping and use of cash were signalled to occur in line with the transition to Motu Move.¹
- [9] At its June 2026 meeting, Council was presented with the requested modelling and analysis on zonal fares, fare capping and the removal of cash in the technical note “RPTP Fare Investigations 2026”.² Council approved the proposed changes to be brought to communities for public consultation via survey.
- [10] This paper presents the analysis of the public consultation survey results and considers the modelled impacts of the proposed fare changes to inform fare change options for Council on zonal fares, fare capping, and the removal of cash payment.

¹ Motu Move is the National Ticketing Solution (NTS), a partnership between the New Zealand Transport Agency Waka Kotahi (NZTA) and 13 Public Transport Authorities (PTAs) which will provide a range of easy-to-use payment methods for all public transport across the country.

² <https://www.orc.govt.nz/media/2mulfpqy/20260624-council-agenda.pdf>, p. 98

DISCUSSION

- [11] Staff conducted public consultation from 13 to 29 July in the form of an online and paper survey. The survey was primarily promoted via digital advertisement, as well as on-bus and public libraries via posters.
- [12] The survey sought public feedback on the introduction of zonal fares, fare capping, and the removal of cash payment.
- [13] The accompanying technical note “Fare Changes Submissions Analysis 2026” [Attachment 1] analyses the submission results, weighing public preference against the modelling presented to Council in its June 2026 meeting to inform the fare change options this paper sets out.
- [14] The survey received 1934 submissions, including nine submissions from community organisations. 72% of respondents were from Dunedin while 23% were Queenstown residents. Most respondents reported using public transport regularly (62%) or sometimes (34%).
- [15] When asked “what barriers prevent you from using public transport more often” respondents in both Dunedin and Whakatipu reported a lack of frequent buses and unsuitable timetables as stronger factors than unaffordable fares. Whakatipu respondents in particular noted inconvenience and unreliability being stronger barriers than fare prices.
- [16] These results serve as a reminder that, while fares are a key determinant of public transport use, other factors related to service quality have significant impact and should be given focus.

Zonal fare structure

- [17] The survey proposed zonal fares for both the Dunedin and Whakatipu public transport networks. Zonal fares would increase the cost recovery from longer-distance trips and reduce the degree to which shorter trips subsidise longer trips, improving fairness.
- [18] **Dunedin zone options:**
- Option 1 proposes four zones (Dunedin, Waikouaiti/Palmerston, Hampden and Ōamaru), OR
 - Option 2 proposes five zones (Dunedin Core, Dunedin Outer, Waikouaiti/Palmerston, Hampden and Ōamaru).
- [19] The following fares would apply for each Dunedin zone option:

	Option 1	Option 2
One zone	\$2.50	\$2.50
Two zones	\$5	\$3
Three zones	\$7.50	\$5
Four zones	\$10	\$7.50
Five zones	n/a	\$10

[20] Option 1 is considered the ‘do minimum’ to support the overall economic viability of longer distance Palmerston – Dunedin and Ōamaru – Dunedin routes (the latter launching October 2026) and to enable suitable fares for shorter-distance trips on these routes.

[21] **Queenstown zone options:**

- Option 1: one zone for the whole network
- Option 2: two zones (Queenstown and Arrowtown)

[22] The following fares would apply for each Queenstown zone option:

	Option 1	Option 2
One zone	\$2.50	\$2.50
Two zones	n/a	\$3

[23] Respondents from both networks had similarly strong preferences for the fare zones options with fewer zones (over 75%). This equates to four zones for the Dunedin network and one zone (i.e. flat fares) for the Queenstown network.

[24] The survey asked Dunedin respondents for feedback on the proposed fare increase increments for each zone travelled. 65% of respondents assessed the increments as “about right” while 33% viewed them as “too expensive”.

[25] The modelling conducted (presented to Council in the technical note “RPTP Fare Investigations 2026” at its June 2026 meeting) demonstrates an outer urban zone fare could bring a substantial short-term revenue benefit, though not substantial in the long-term. In short, this means that some people are forecasted to pay the higher fare in the immediate short term when choice is limited and then adjust their behaviour over the medium to long term and potentially move away from public transport. It is noted that the modelling assumes current patronage levels for all years, not accounting for the notable patronage growth that both networks have demonstrated over the past several years, particularly in Queenstown.

[26] Weighing the modelled small revenue gains with survey respondents’ clear preference for a single urban zone fare structure, Council may find it reasonable to retain flat fares. While appealing, this would continue to represent a subsidisation of longer-distance travel by shorter-distance travel. Beyond fairness considerations, this subsidisation indirectly supports dispersed land use patterns rather than the consolidated urban form that encourages the uptake of walking, cycling and public transport.

[27] The timing of zone introduction has some factors to consider. It is recommended that the four-zone model be introduced immediately to enable Ōamaru – Dunedin fares, and any shorter-trips on the route, to be charged appropriately. Without this four-zone model, the Ōamaru trips will be charged at the same flat fare as the balance of the Dunedin network.

[28] For the balance of the Dunedin network, Council needs to decide whether to maintain the four zones introduced for the Ōamaru – Dunedin trial or implement a five-zone model. Irrespective of which zonal model might be approved, the change could be implemented either from the week of 28 January 2027 in line with the start of school term 1 or following the launch of Motu Move in Otago, anticipated mid-2027.

- [29] If Council were to approve the implementation of Queenstown network zonal fares, the change could be implemented from the week of 28 January 2027 in line with the start of school term 1 or upon the launch of Motu Move in Otago. Advice from the company who runs the Bee Card system is that introducing zones will require bespoke configuration of the technology which will be expensive as a one-off modification for Otago. If two zones are supported staff recommend introducing these at the commencement of Motu Move.
- [30] If Council chooses to retain the one-zone model for Queenstown, no decision on timing is required, as it is essentially the continuation of the flat fare model currently in place.

Fare capping

- [31] Fare capping was proposed to Council in the technical note “RPTP Fare Investigations 2026” as a means of rewarding frequent users with discounted fares. It achieves this by capping the maximum cost a user pays over a given period.
- [32] Fare caps equivalent to two trips per day and ten trips per week were proposed in the consultation material for respondents’ consideration. A base fare increase of 20-cents to offset the assumed cost of fare capping was proposed alongside this option.
- [33] Council also sought feedback on a two-trip daily and eight-trip weekly fare cap, and a corresponding 30-cent base fare increase.
- [34] Survey questions on fare capping focused on capturing respondents’ views on the following elements:
- The impact of fare capping, or “how would it affect you?”
 - Stated preference for the proposed options, or “would you prefer the proposed fare capping system or the current flat fare structure?”
 - Preference for alternative fare caps, or “would you rather a different fare cap than the daily/weekly option proposed?”
- [35] For both the Dunedin and Queenstown networks, respondents indicated support for fare capping, but not a willingness to pay for a base fare increase to offset its assumed cost, illustrated by Figure 1.
- [36] Results reveal that in Dunedin, 60% of respondents support fare capping while only 39% would be willing to pay for it. Whakatipu respondents gave marginally more supportive results, with 63% supporting fare capping and 39% being willing to pay for it.
- [37] Between the two weekly fare cap scenarios, unsurprisingly an eight-trip cap is notably more popular for both public transport networks than a ten-trip cap, regardless of any willingness to pay for it with a base fare increase.

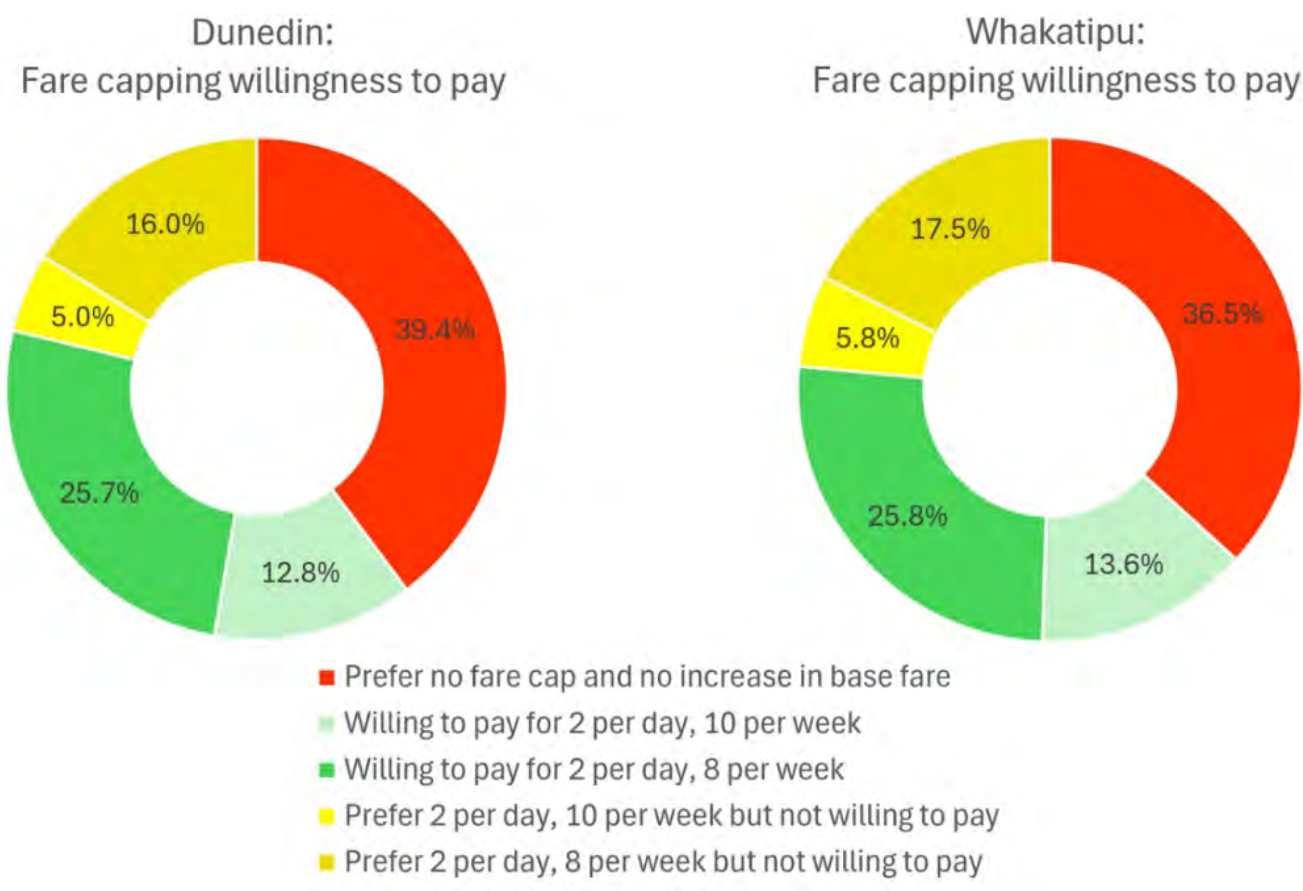


Figure 1. Respondents' willingness to pay for fare capping by public transport network

- [38] While fare capping introduces complexity into a fare structure, particularly when considered alongside fare zones and concessions, staff note the survey could have more effectively enabled respondents’ understanding if the questions were designed more simply. If Council chooses to implement fare capping, staff will prioritise communications materials’ clarity and accessibility to ensure users are well-informed of how capping works and understand the new policy’s rationale.
- [39] While fare capping has clear benefits, the decision to implement relies on assumptions and imperfect data. Conclusive long-term evidence on fare capping’s observed effects on patronage and revenue is not yet well-understood in literature from NZ or overseas, thus the assumption that fare capping would require a base fare increase to prevent revenue loss may be flawed.
- [40] Table 1 (corresponding to Table 5 in the attached technical note) presents the range of outcomes Council may seek from fare capping, and staff’s corresponding policy recommendation.
- [41] Table 1. Fare capping outcomes and corresponding recommended fare changes

Desired outcome of fare capping	Recommended fare change
Maximise patronage incentivisation	Implement two-trip daily and eight-trip weekly caps AND maintain the base fare
Maintain existing revenue levels	- Implement either daily/weekly fare cap option AND increase the base fare - OR do not implement fare capping
Reward only highly frequent users	Implement two-trip daily and ten-trip weekly caps AND increase the base fare

Avoid fare increases	• Implement either daily/weekly fare cap option AND maintain the base fare • OR do not implement fare capping
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[42] If Council approved to implement fare capping, it is proposed to occur on 1 July 2027 in line with the start of the 2027/28 financial year and the anticipated launch of Motu Move in Otago.

Queenstown ferry

[43] As described in the “RPTP Fare Investigations 2026” technical note the current \$10 Queenstown ferry fare is a result of the high operating costs and limited capacity of the service.

[44] Seeking to improve the ferry’s patronage and economic performance, as well as reduce costs for locals seeking to use the service frequently, staff proposed a two-trip daily fare cap (\$20 in adult fares) and six-trip weekly fare cap (\$60 in adult fares) for feedback.

[45] Respondents indicated overwhelming support (73%) for the proposed fare caps.

[46] Informed by these survey results and the findings of the “RPTP Fare Investigations 2026” technical note, staff recommend implementing the following changes:

- **Fare capping:** implement a \$20 daily and \$60 weekly fare cap (equivalent to a two-trip daily and six-trip weekly cap for adult fares) as proposed in the public consultation
- **Free transfers:** apply the free bus transfer policy to include the ferry, enabling free transfers within 45 minutes of tagging off the first trip for any trip including the ferry, with no extra fare on top of the higher ferry fare
- **Concessions fares:** apply concessions currently in place for bus fares to ferry fares

[47] These changes would result in the fare structure presented in Table 2 below.

[48] Table 2. recommended Queenstown ferry fare structure

	Single fare	Daily cap	Weekly cap
Adult (19+) (base fare)	\$10	\$20	\$60
Under 5	\$0	\$0	\$0
Child (5-12 years)	\$6	\$12	\$36
Youth (13-18 years)	\$6	\$12	\$36
Community Connect	\$5	\$10	\$30
SuperGold (65+)	Peak: \$10 Off-peak: \$0	\$20	\$60
Cash	\$10	n/a	n/a

- [49] Any changes to the Queenstown ferry's fare structure would only occur upon the implementation of Motu Move in Otago and the confirmation of sufficient service capacity to accommodate the expected patronage increase.

Removal of cash payments

- [50] Survey respondents were asked how the removal of cash fares could affect them. Results indicate that removing cash fares would have a slightly negative impact overall, with most respondents stating it would have no impact (35%) or a very negative impact (33%).
- [51] Results varied notably between networks. 52% of Dunedin respondents stated the removal of cash would have a negative impact whereas only 36% of Whakatipu respondents reported a negative impact.
- [52] For the 2025/26 financial year, on the Dunedin network cash fare payments made up 4.7% of trips and 6.2% of revenue. On the Whakatipu network this rises to 6.0% of trips and 12.8% of revenue. Cash fares' large share of Whakatipu revenue is due to the presence of the \$10 cash fare price for trips to and from Queenstown Airport.
- [53] The removal of cash fare payments would follow the implementation of Motu Move in Otago. Under Motu Move users will be able to pay for public transport using most contactless debit or credit cards, as well as a prepaid Motu Move card and pre-bought tickets.
- [54] Other public transport authorities are approaching the decision to remove cash fares with the implementation of Motu Move in a range of ways. Some have stated their commitment to removing cash as a payment option upon its launch in their region, while others will remove cash ahead of launch. Others have taken the same approach as ORC by stating an intention to remove cash following Motu Move's launch in Regional Public Transport Plan policy without specifying timing.
- [55] It is recommended to implement the same option on the removal of cash for both public transport networks to maintain the greatest level of fairness. If Council decides to remove cash for one network and not another, it will need to be well justified to the public.

OPTIONS

- [56] Staff have prepared the following options on the introduction of a zonal fare structure for Otago, the inclusion of fare capping, amendments to the Queenstown ferry fare structure, and the removal of cash fares for Council's consideration.
- [57] Staff have refrained from recommending options for most topics. Few options presented below are superior or inferior to the others, but rather they achieve different outcomes. Council can determine the outcomes it seeks for public transport and approve the options corresponding to those outcomes.

Zonal fare structure

- [58] **Dunedin Option 1:** Implement four zones in the Dunedin network (Dunedin, Waikouaiti/Palmerston, Hampden and Ōamaru zones) from 1 November 2026.

- [59] This option would effectively retain flat fares in urban Dunedin and introduce three zones north of Dunedin (Waikouaiti/Palmerston, Hampden and Ōamaru zones).
- [60] The simplicity of flat fares would be maintained for almost all trips within the network. Only users of the long-distance Ōamaru – Dunedin (launching 1 October 2026) and Palmerston – Dunedin services would pay a higher fare, corresponding to the routes' higher operating costs.
- [61] While survey respondents stated a strong preference for this option, it represents a continued subsidisation of longer-distance trips by shorter trips.
- [62] Implementing this option on 1 November results in the existing \$2.50 flat fare applying to the Ōamaru – Dunedin trial for its first month of service. This temporary low fare would support the promotion of the new trial service by encouraging people to try using it at a very affordable price in its first month of operation.
- [63] This timing would provide communities between Ōamaru and Dunedin with sufficient time to understand the new zonal fare structure ahead of its roll-out. This is particularly important for people between Palmerston and Karitane, who will experience a fare increase with the introduction of a four-zone fare structure.
- [64] **Dunedin Option 2:** Implement four zones in the Dunedin network (Dunedin, Waikouaiti/Palmerston, Hampden and Ōamaru zones) from 1 November, followed by an increase to five zones (Dunedin Core, Dunedin Outer, Waikouaiti/Palmerston, Hampden and Ōamaru zones) as per the timing options set out below.
- [65] Under this option, four zones would be introduced for a short period of time to enable the Ōamaru – Dunedin trial, before increasing to five zones to introduce a Dunedin Core and a Dunedin Outer zone).
- [66] The transition to five zones would occur either the week of 28 January 2027 in line with the start of school term 1 or following the launch of Motu Move in Otago, anticipated mid-2027 as per the timing options set out below. Staff recommend aligning the change to Motu Move to reduce cost and complexity within the existing Bee Card system.
- [67] This option would lessen the degree to which shorter-distance trips subsidise longer-distance trips while maintaining a reasonably simple fare structure. Generating greater cost recovery from longer-distance urban trips would be expected to increase revenue, though at the cost of some expected patronage loss.
- [68] **Dunedin Option 3:** Do not implement zones for the Dunedin network
- [69] This option represents a continuation of the \$2.50 flat fare status quo and would also introduce a long-distance service at this flat fare. This is not recommended.
- [70] **Queenstown Option 1:** Do not implement zones for the Whakatipu network
- [71] This option represents a continuation of the \$2.50 flat fare status quo for the Whakatipu network. While the majority of survey respondents preferred this option, it continues the subsidisation of longer-distance trips by shorter-distance trips.

- [72] **Queenstown Option 2:** Implement two zones for the Whakatipu network (a Queenstown/Frankton zone and an Arrowtown zone).
- [73] This option would introduce a two-zone \$3.00 fare to the network, enabling moderately greater cost recovery for longer-distance trips. It aligns with one quarter of survey respondents' preference.
- [74] If Council approves Dunedin Option 2 (five zones) or Queenstown Option 2 (two zones), then implement the changes on the following timeline:
- a. **Timing Option 1:** from the week of 28 January 2027 in line with the start of school term 1, or
 - b. **Timing Option 2:** following the launch of Motu Move in Otago, anticipated mid-2027. (Staff Recommended)

Fare capping

- [75] **Option 1:** Implement two trips daily and ten trips weekly fare caps and increase the base fare to \$2.70, or
- [76] **Option 2:** Implement two trips daily and eight trips weekly fare caps and increase the base fare to \$2.80.
- [77] Options 1 and 2 introduce a means of rewarding frequent public transport use while seeking to maintain existing revenue levels with a base fare increase. While this is important within the current funding environment, raising fares would reduce the attractiveness of public transport for many, potentially resulting in the unintended outcome of reducing patronage. All users who do not hit the fare cap would experience this change as only a fare increase.
- [78] Option 1 sets a weekly fare cap of ten trips, which may not be achievable for many users to reach. Option 2 sets a more achievable weekly cap but includes a base fare increase 10 cents greater than Option 1.
- [79] **Option 3:** Implement two trips daily and ten trips weekly fare caps with no increase in the base fare, or
- [80] **Option 4:** Implement two trips daily and eight trips weekly fare caps with no increase in the base fare.
- [81] Options 3 and 4 introduce a means of rewarding frequent public transport use. By not raising the fares, these options meaningfully incentivise the uptake of public transport. However, the ability for users to receive free fares once the cap has been hit could drive a reduction of revenue.
- [82] Option 3's ten-trip weekly cap is expected to have a smaller effect on both patronage growth and potential revenue loss than Option 4's eight-trip weekly cap.
- [83] Options 1 to 4 would be implemented following the launch of Motu Move in Otago.
- [84] **Option 5:** Do not implement fare capping.

- [85] This option would be a continuation of the status quo, in which no fare product exists to reward frequent use. It offers the simplest fare structure, a trait valued by survey respondents.

Queenstown ferry

- [86] **Option 1:** Implement a 12-month fare capping trial, a free transfer policy and concession fares on the Queenstown ferry service alongside the launch of Motu Move in Otago **(recommended)**.
- [87] This option, detailed in Table 2 above, is recommended as it supports patronage growth by improving affordability for frequent users, those taking multi-leg journeys and concession holders. Equally, it maintains the premium fare of the service necessary to sufficiently cover its operating costs. Survey respondents reported strong support for this option.
- [88] Trialling fare capping will enable Council to evaluate its effect on patronage, revenue and customer satisfaction after one year of operation.
- [89] **Option 2:** Do not implement a 12-month fare capping trial, a free transfer policy or concession fares on the Queenstown ferry service.
- [90] This option represents a continuation of the existing fare structure. While its high fares offset expensive operating costs, few users, particularly locals, demonstrate a willingness to pay for the service. This is reflected in survey respondents' low support for this option.

Removal of cash payments

- [91] **Option 1:** Remove cash fare payment from both the Dunedin and Whakatipu networks.
- [92] This option would be enabled by the introduction of contactless payment methods, a key feature of Motu Move. It does not align with survey respondents' overall preference but supports public transport drivers' safety and convenience.
- [93] **Option 2:** Remove cash fare payment from the Dunedin network but retain it in the Whakatipu network.
- [94] This option reflects Whakatipu respondents' preference only. It is not recommended as differing fare structures between public transport networks could be perceived as unfair by communities.
- [95] **Option 3:** Retain cash fare payment in the Dunedin network but remove it from the Whakatipu network.
- [96] Although Whakatipu survey respondents were slightly less opposed to removing cash fares than Dunedin respondents, this option still reflects Dunedin respondents' preference only. Again, such an option is not recommended as differing fare structures between public transport networks could be perceived as unfair by communities.
- [97] **Option 4:** Retain cash fare payment in both the Dunedin and Whakatipu networks.
- [98] This option reflects survey respondents' preference. However, it would represent a continuation of drivers' safety risk and inconvenience of cash handling on board buses.

Council may wish to choose this option if it would prefer to observe the effects of contactless payment becoming available with the launch of Motu Move before choosing to remove cash, enabling a more informed decision.

SUMMARY OF CONSIDERATIONS

Strategic Directions

This work aligns with the following outcomes from the ORC 2024-2034 Strategic Directions.

Alignment with Central Government Legislation

This work is consistent with relevant central government policy and direction. Specifically, it aligns with the Government Policy Statement for land transport, including improving private share.

Alignment with ORC Internal Policy

This work is consistent with relevant ORC policies, in particular the Regional Public Transport Plan.

Financial Considerations

There are a range of impacts resulting from this paper, dependant on which option(s) Council chooses to approve with regard to zones, fare capping and the removal of cash.

Risk Considerations

There is some reputational risk if the implications of decisions in terms of fare increases for some users is not clearly communicated. This will be mitigated to some extent by a 1 November launch of the full fare zones.

He Mahi Rau Rika: Significance, Engagement and Māori Participation Policy

The work underpinning this paper has gone through a public consultation phase, which recognises its potential for a significant impact to a large number of the community.

Communications

A comprehensive communications and marketing plan will be prepared and implemented for the broader package of changes to fares Council approves in line with the timing set out.

Communications and marketing materials are currently being prepared for the launch of the Ōamaru – Dunedin bus trial. These materials will be finalised with the inclusion of the fare structure Council approves.

NEXT STEPS

[99] Subject to decisions made by Council, Transport and Communications staff will implement a zonal fare structure to support the Ōamaru – Dunedin bus trial on 1 November 2026.

[100] Transport staff will prepare for the implementation of Council's approved fare structures on the approved timelines. This will consist of activities including:

- Advising the public of the incoming fare changes, their timelines, and any actions required

- Collaborating with the Bee Card and Motu Move ticketing system providers to build the changes into the relevant systems
- Producing and implementing a comprehensive communications plan for the package of changes

ATTACHMENTS

1. Fares Submissions Analysis Technical Note [**9.1.1** - 28 pages]

Technical note: Public Transport Fare Changes – Analysis of Submissions

ORC Transport
September 2026

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1. Overview

These survey results were collected through a public consultation ORC conducted targeting Otago public transport (PT) users for feedback on proposed changes to fares, zoning proposals, and the impacts of removing cash payments.

The survey was open from 13 to 29 July 2026, in which time 1934 responses were received (a new record for the most responses to any ORC public survey or consultation). It was promoted via digital advertisement, as well as on-bus and public libraries via posters. Staff contacted relevant mana whenua partners and stakeholders such as community associations and advocacy groups directly via email to seek feedback. Submissions were received by the following organisations:

- Arrowtown Lifestyle Village
- Arrowtown Promotion and Business Association
- Disabled Persons Assembly
- Lightfoot Initiative
- Mosgiel Taieri Community Board
- Queenstown Lakes Community Housing Trust
- Tramways and Public Transport Employees Union
- Waikouaiti Coast Community Board
- West Harbour Community Board

1.1. Strategic context

The proposed changes were informed by Council decisions made alongside the approval of the Regional Public Transport Plan (RPTP) at its June 2025 meeting.¹ Moving to a zonal fare structure in the future was approved subject to future modelling and analysis, with recommendations to be subsequently brought back to Council. The implementation of fare structure changes, including zones, fare capping and use of cash was noted to occur in the future in line with the transition to Motu Move.²

¹ <https://www.orc.govt.nz/media/indb34hz/20250625-council-minutes.pdf>

² Motu Move is the National Ticketing Solution (NTS), a partnership between the New Zealand Transport Agency Waka Kotahi (NZTA) and 13 Public Transport Authorities (PTAs) which will provide a range of easy-to-use payment methods for all public transport across the country.

1.2. Breakdown of respondents

Of the 1934 responses received, 72% (1390) were from Dunedin while 23% (455) were Queenstown residents (Figure 1). 37 responses (2%) were received from Waitaki residents, who can currently connect to the Palmerston – Dunedin bus route and soon will be served by the daily return Ōamaru – Dunedin trial from October 2026. The remaining responses were either blank or indiscernible responses (3%) or from people who reside in areas of Otago without ORC-delivered public transport, denoted in Figure 1 as “Otago other” (1%).

Dunedin bus users disproportionately responded to the survey relative to the share of trips they generate across the region. In the 2025/26 financial year, Dunedin users comprised 63% of total Orbus trips while Whakatipu (Queenstown) network users made up the remaining 37%. This is an expected result as a material portion of Whakatipu bus users are visitors who would be less inclined to complete a survey for a region in which they do not reside.

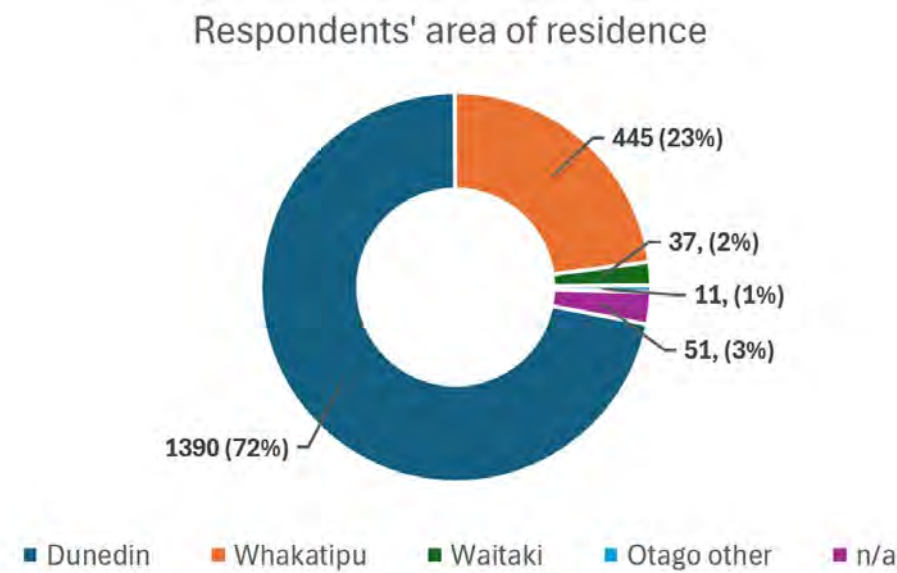


Figure 1 Survey respondents' area of residence

Responses to the question of “how often do you use public transport” (Figure 2) reflects the survey successfully targeting PT users. 62% (1193) of respondents reported “regularly (several times a week)” using PT while 34% (664) reported to use it “sometimes”. Only 3% (64) of respondents reported to never use public transport.

A notably larger proportion of Dunedin respondents reported to regularly use PT than in Whakatipu. This trend likely reflects the latent demand for Queenstown buses caused by limited capacity and traffic congestion-driven unreliability – in other words, people would like to use public transport more than they currently do.

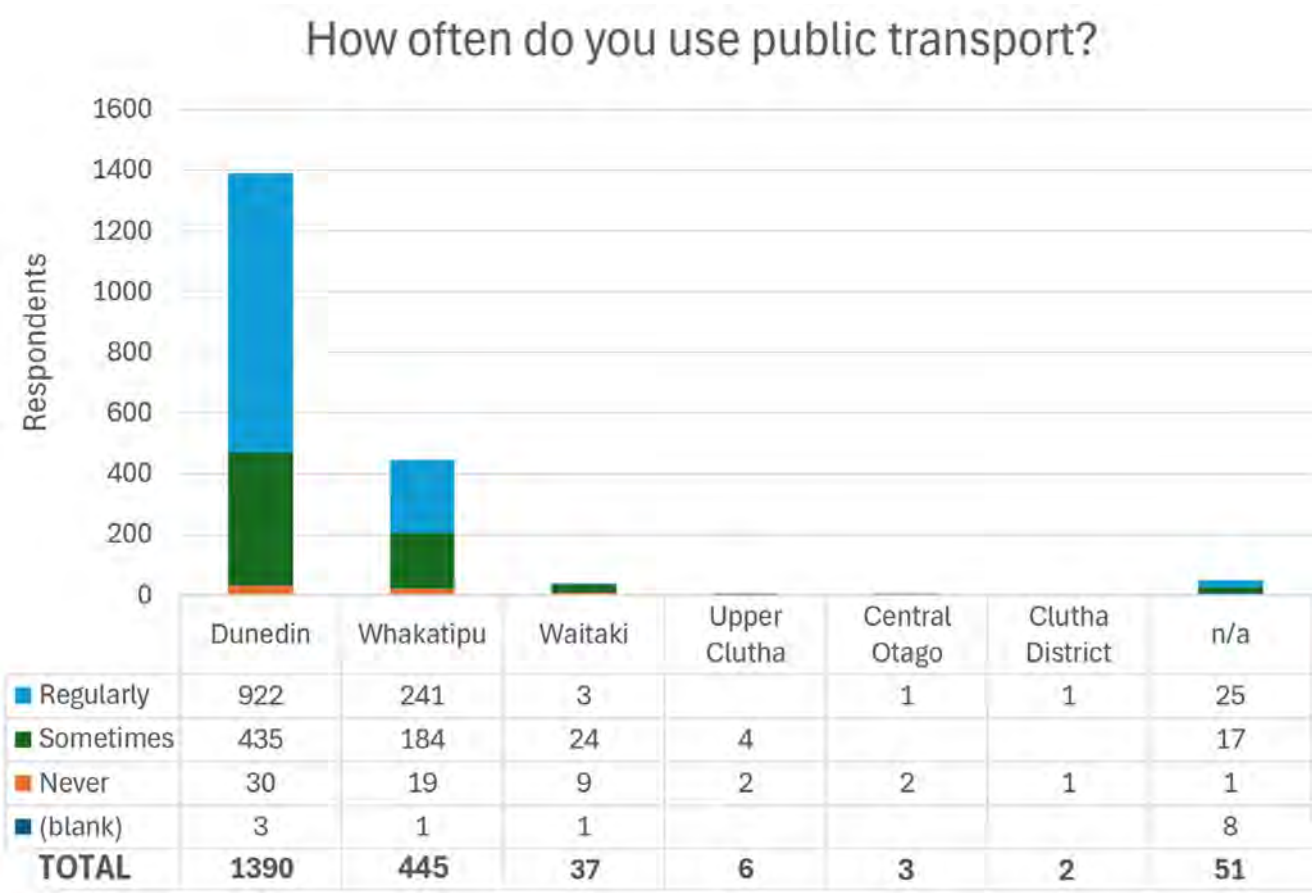


Figure 2 “How often do you use public transport” responses by area of residence

1.3. The importance of fares

The importance of fares relative to other aspects of service was captured through the question of “what barriers prevent you from using public transport more often”, where respondents could select multiple options (Figure 3).

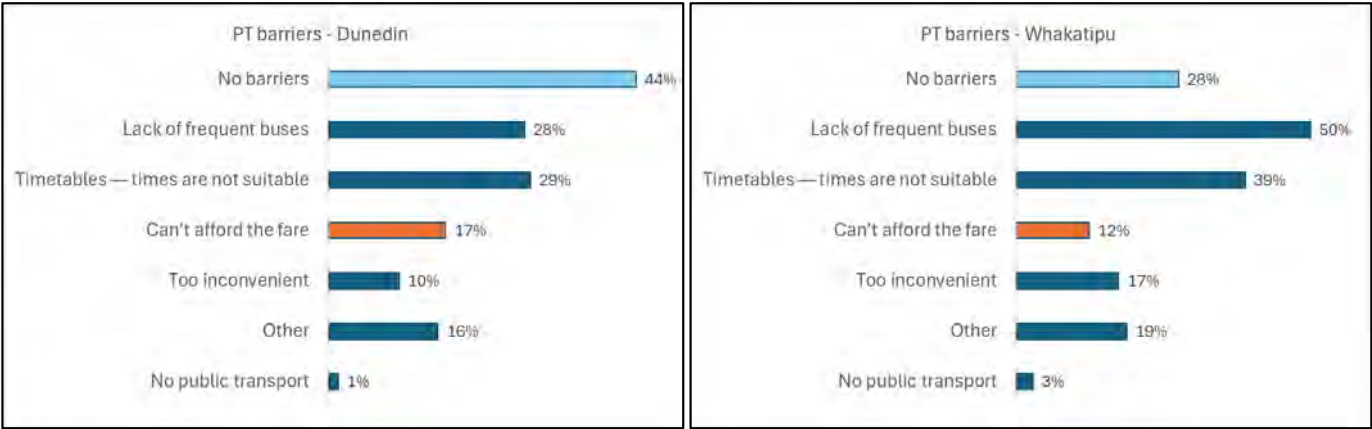


Figure 3 “What barriers prevent you from using public transport more often” responses by PT network

Responses differed significantly between the Dunedin and Whakatipu networks. 44% of Dunedin users (600) reported experiencing no barriers to using public transport, while that number dropped to 28% (122) for Whakatipu users.

In the Whakatipu network, a lack of frequent buses, unsuitable timetables, inconvenience and other not listed factors (such as unreliability) were all greater barriers to public transport use than fares being unaffordable. This result reflects the lower frequency and reliability of the Whakatipu network. Similar to the higher share of Whakatipu describing their PT use frequency as “sometimes”, these results highlight the presence of latent demand for public transport.

Overall, responses show that users consider service frequency and timetable twice as important as fares (33% vs. 16%). In other words, when given the choice between better service or cheaper fares, most users would prefer better service. These results serve as a reminder that, while fares are a key determinant of public transport use, other factors related to service quality have greater impact and should be given additional focus.

2. Fare zones

The survey proposed zonal fares for both the Dunedin and Whakatipu PT networks. Zonal fares would increase the cost recovery from longer-distance trips and reduce the degree to which shorter trips subsidise longer trips, improving fairness. The proposed zone boundaries and fares for Dunedin are presented in Figure 4 and those for the Whakatipu network in Figure 5.

Dunedin zone option 1 proposes four zones (Dunedin, Waikouaiti/Palmerston, Hampden and Ōamaru) while option 2 proposes five zones (Dunedin Core, Dunedin Outer, Waikouaiti/Palmerston, Hampden and Ōamaru).

Establishing regional fare zones north of Dunedin is critical for the overall economic viability of the Ōamaru – Dunedin bus route beginning in October 2026, and to enable suitable fares for shorter duration trips on this route. Council approved the service for implementation, as a trial, as part of the Dunedin Unit 1 bus service contract at its June 2026 meeting, while noting that fares for the service would be determined through the Council report corresponding to this technical note (Resolution CM26-187). The proposed Ōamaru to Dunedin fare is strongly supported by the community. In the Ōamaru bus public survey conducted in April and May of this year, 83% of respondents (of over 1400 people) indicated support for an Ōamaru to Dunedin one-way trip fare of \$10 or more.

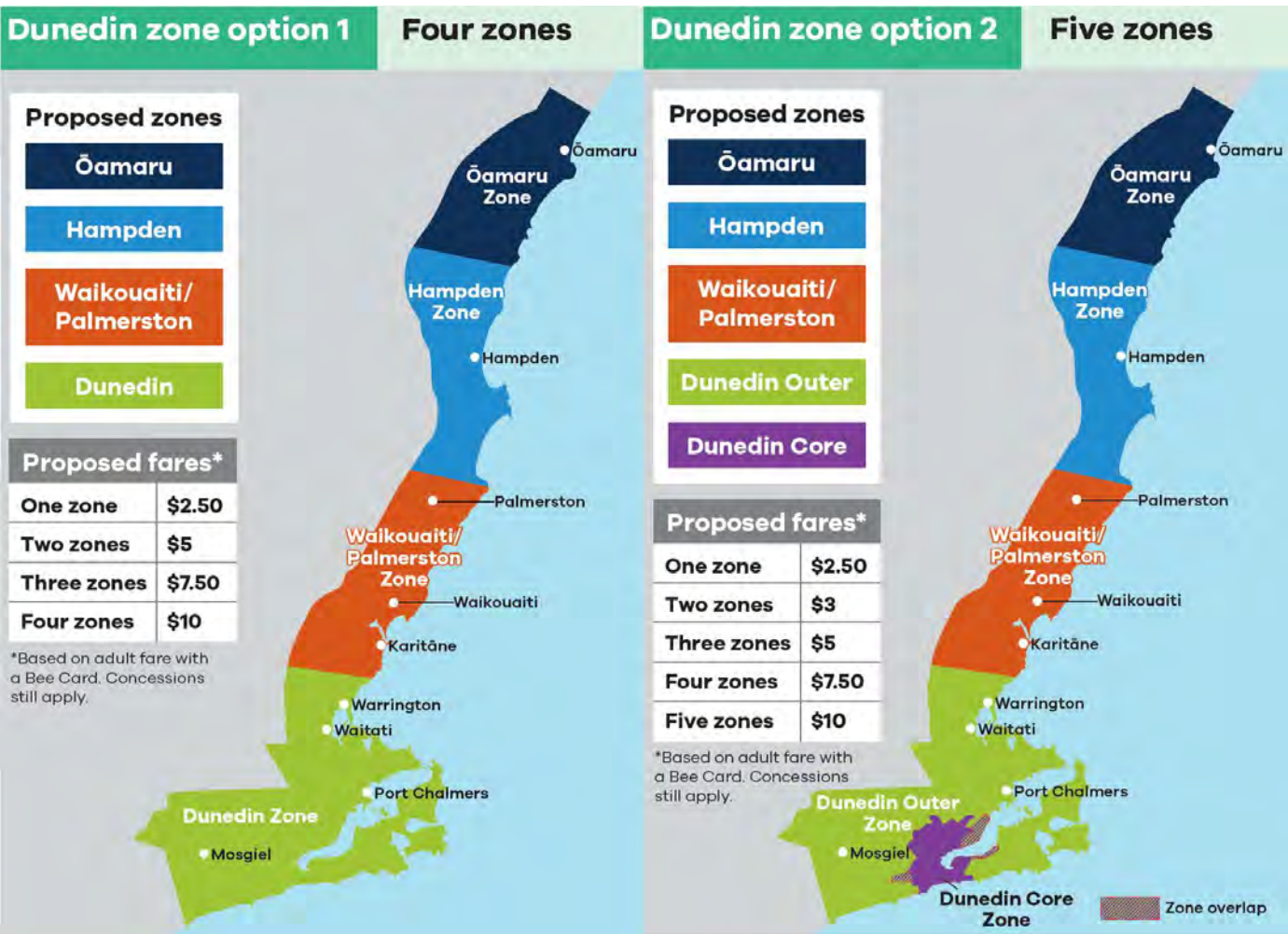


Figure 4 Proposed Dunedin zone options

The Queenstown zone option 1 proposes one zone for the whole network, while option 2 proposes two zones (Queenstown and Arrowtown).



Figure 5 Proposed Whakatipu zone options

Option 2 for both PT networks include zone overlaps, which are areas that are considered part of both adjacent zones. Zone overlaps seek to improve fairness for users by ensuring those taking shorter-distance trips that cross zone boundaries do not pay an unduly high fare. For instance, in Dunedin a user would only pay a one-zone fare if they were travelling from Green Island to either the Dunedin CBD or Mosgiel because Green Island is within the zone overlap between the Dunedin Core and Dunedin Outer zones.

Both PT networks’ option 2 zone boundaries have been designed to moderately increase fares for areas where people typically take longer-distance trips within urban areas. Typical trip distances have been considered for Dunedin and the Whakatipu to ensure fairness between the networks, as shown in Table 1 and Table 2.

Table 1 Distances of common two-zone trips under Dunedin zone option 2

Dunedin Outer Urban Zone location	Travel distance to Dunedin CBD (bus hub) (km)
Mosgiel	17.3
Port Chalmers	13.8
Portobello	20.8

Table 2 Distances of common two-zone trips under Queenstown zone option 2

Common destinations from Arrowtown	Travel distance from Arrowtown (Ramshaw Lane) (km)
Queenstown CBD (Stanley Street)	20.2
Frankton (bus hub)	13.9

2.1. Zone preferences

Survey respondents were asked for their preference between the proposed zone options. Respondents from both PT networks had similarly strong preferences for the fare zones options with fewer zones, as show in Figure 6. In Dunedin this equates to one urban zone (which includes

Mosgiel, the Otago Peninsula and Warrington) and three regional zones (Waikouaiti/Palmerston, Hampden and Ōamaru zones) as presented in Figure 4. In the Whakatipu this equates to a flat fare for the whole network.

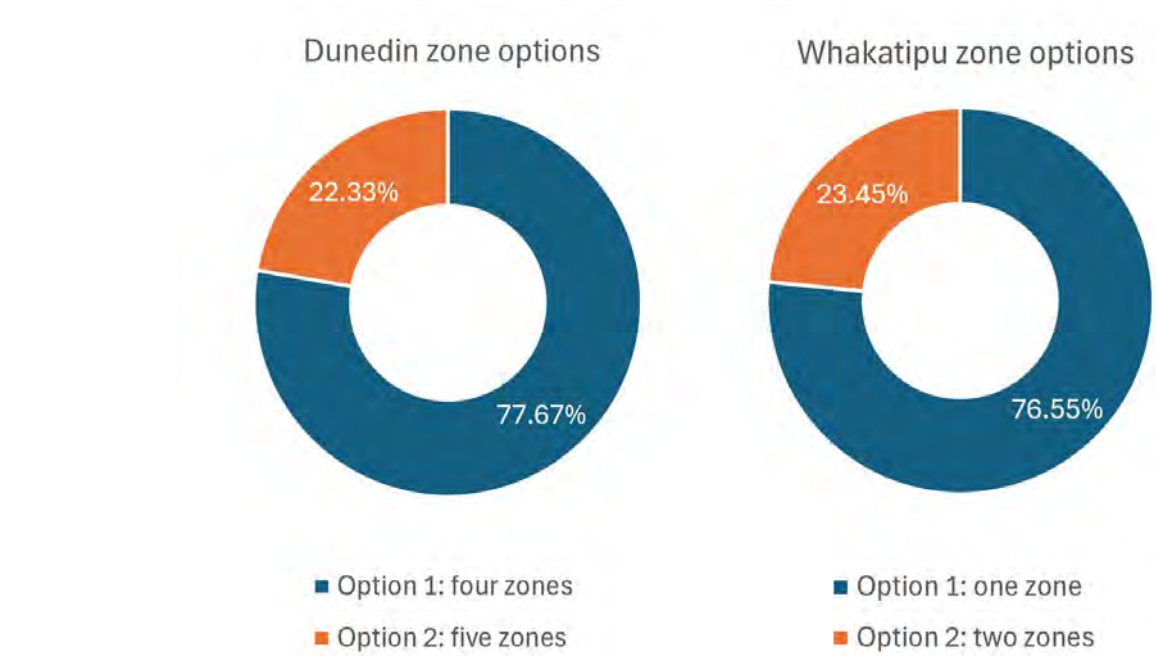


Figure 6 Zone options preferences by PT network

When asked for comment on the proposed fare zones, respondents from both PT networks frequently shared their support for the one urban zone options (option 1s). Many cited the importance of keeping services simple to use and affordable for longer-distance trips. In Dunedin, this was often framed in the context of keeping the cost of living down for those living in the outer zone, such as Mosgiel. For the Whakatipu network it was more often framed as a means of addressing traffic congestion. Some Dunedin respondents critiqued the introduction of an outer urban zone as a return to the complex zonal system present in Dunedin until 2020. Whakatipu network respondents questioned the fairness of the zone boundaries, correctly noting trips from the Southern Corridor (included in the Queenstown/Frankton zone) could be comparable in distance to some trips from Arrowtown.

A smaller number of respondents shared their support for the two urban zone options (option 2s). Some respondents argued for the fairness of users in outer areas paying a greater share of their trip cost. Others believed the 50-cent fare increase was affordable and recognised low-income users could receive reduced fares through concessions.

2.2. Modelled patronage and revenue impacts

The technical note “RPTP Fare Investigations 2026” presented to Council at its June 2026 meeting modelled the revenue and patronage impacts of introducing both fare zone options.

Urban zonal fares

The urban fare zone modelling shows that, compared to maintaining the existing flat fare, introducing an outer urban zone fare (making two-zone trips \$3, a 20% increase from the \$2.50 base fare) “would deliver significant revenue increase overall, diminishing over time through patronage

losses as people change their behaviour in the longer term” (p. 11). In short, this means that some people will pay the higher fare in the immediate short term when choice is limited, and then adjust their behaviour over the medium to long term and potentially move away from public transport. The modelled patronage impacts of introducing an outer urban fare zone show a slow decline in patronage for affected trips, reaching a 12% decrease in patronage for affected trips by Year 10 compared to Year 0. It is noted that the modelling assumes current patronage levels for all years, not accounting for the patronage growth that both networks have demonstrated over the past several years, particularly in Queenstown. In the Dunedin network, less than 17% of current trips would be affected by the two-zone urban fare structure proposed in Option 2. In the Whakatipu network this falls to 10% of trips.

Overall the modelling demonstrates an outer urban zone fare could bring a sustainable revenue benefit, though not substantial in the long-term. Weighing the small revenue gains with survey respondents’ preference for a single urban zone fare structure, Council may find it reasonable to retain flat fares. While appealing, this would continue to represent a subsidisation of longer-distance travel by shorter-distance travel. Beyond fairness considerations, this subsidisation indirectly supports dispersed land use patterns rather than the consolidated urban form that encourages the uptake of walking, cycling and public transport.

Regional zonal fares

Modelling on the three regional zones north of Dunedin demonstrates the substantial revenue gains zonal fares would generate for the affected 42,000 trips per year. At the recommended 100% fare premium (a \$2.50 increase with every zone travelled), additional fare revenue is expected to be around \$70,000 for Year 1, dropping to \$30,000 by Year 10. This would come at the cost of moderate patronage losses, which is modelled to start as a 10,000-trip decrease in Year 1 and grow to a roughly 18,000-trip decrease in Year 10. It should be noted that the Ōamaru – Dunedin route beginning in October 2026 will improve the level of service for people in these zones, in turn offsetting some of the forecasted patronage loss.

It is noted that, regardless of Council’s decision to implement zones for the Whakatipu network at this time, if the proposed future sub-regional transport services extending from the Whakatipu network to Wānaka, Cromwell and Alexandra were to be approved and funded, zonal fares would be required to enable greater cost recovery for these longer distance trips. This would require Council to consider a Queenstown Lakes and Central Otago sub-regional zonal fare structure comparable to the proposed Dunedin regional zones in this report as a part of future transport funding decisions.

2.3. Zone increments

Survey respondents providing feedback on the Dunedin network were asked an additional question of the fairness of the proposed zone fare increments presented in Table 3.

Table 3 Proposed Dunedin zone fare increments*

	Option 1 (four zones)	Option 2 (five zones)
One zone	\$2.50	\$2.50
Two zones	\$5	\$3
Three zones	\$7.50	\$5
Four zones	\$10	\$7.50
Five zones	n/a	\$10

*Based on adult fare with a Bee Card. Concessions still apply.

Results are presented in Figure 7, arranged by respondents’ zone option preference. Nearly two thirds of respondents (65%) assessed the incremental fare increases as “about right” while 33% viewed them as “too expensive”. Notably, this number includes 67% of respondents who preferred the four-zone option. These figures demonstrate that the Waikouaiti/Palmerston, Hampden and Ōamaru zonal fares are largely perceived as affordable by users.

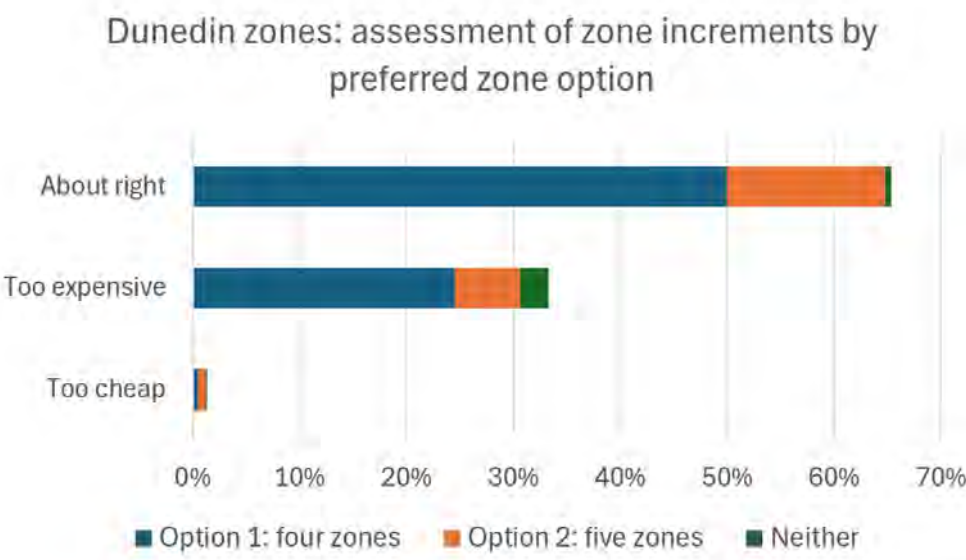


Figure 7 Assessment of Dunedin zone increments by respondents' zone option preference

2.4. Options

Dunedin

Option 1: Implement four zones for the Dunedin network

Under this option, flat fares would be retained for urban Dunedin and three zones would be introduced north of Dunedin (Waikouaiti/Palmerston, Hampden and Ōamaru zones). The simplicity of flat fares would be maintained for almost all trips within the network. Only users of the long-distance Ōamaru – Dunedin (launching October 2026) and Palmerston – Dunedin services would pay a higher fare, corresponding to the routes' higher operating costs. While survey respondents stated a strong preference for this option, it represents a continued subsidisation of longer-distance trips by shorter trips.

Option 2: Implement five zones for the Dunedin network (Dunedin Core, Dunedin Outer, Waikouaiti/Palmerston, Hampden and Ōamaru zones)

Under this option, two zones would be introduced for urban Dunedin (a core and an outer zone) and three zones would be introduced north of Dunedin (Waikouaiti/Palmerston, Hampden and Ōamaru zones). This option would lessen the degree to which shorter-distance trips subsidise longer-distance trips while maintaining a reasonably simple fare structure. Generating greater cost recovery from longer-distance urban trips would be expected to increase revenue, though at the cost of some patronage loss. Roughly one quarter of survey respondents preferred this option to Option 1.

Option 3: Implement two zones for the Dunedin network

This option represents a continuation of the \$2.50 flat fare status quo for existing services and the introduction of an Ōamaru zone and \$10 two-zone fare for the Ōamaru – Dunedin service launching in October 2026. It would enable the Ōamaru route to recover a necessary share of operational costs while heavily subsidising all other longer-distance trips.

Staff are not advancing this option due its lack of fairness for users taking intermediary trips between Ōamaru and Dunedin. For example, a passenger travelling from Hampden to Palmerston (24 km) would be charged \$10 while another travelling from Palmerston to Dunedin CBD (54 km) would only pay \$2.50.

Whakatipu

Option 1: Do not implement zones for the Whakatipu network

This option represents a continuation of the \$2.50 flat fare status quo for the Whakatipu network. While the majority of survey respondents preferred this option, it continues the subsidisation of longer-distance trips by shorter-distance trips.

Option 2: Implement two zones for the Whakatipu network (a Queenstown/Frankton zone and an Arrowtown zone)

This option would introduce a \$3 two-zone fare to the network, enabling moderately greater cost recovery for longer-distance trips. It aligns with one quarter of survey respondents' preference.

Additional commentary

It is recommended to apply equivalent zonal fare structures to the Dunedin and Whakatipu networks to maintain fairness for users across the region. If different fare structures are applied to each network, it will need to be a well-evidenced decision that maintains a high degree of fairness for all users.

3. Fare capping

Fare capping was proposed to Council in the technical note “RPTP Fare Investigations 2026” as a means of rewarding frequent users with discounted fares. It achieves this by capping the maximum cost a user pays over a given period.

In the current funding environment it is possible that fare capping would only be suitable to implement if it had no negative impact on revenue. Assuming patronage figures remain constant following the implementation of fare capping, a small increase in the base fare would be required to offset the costs of providing free fares to users after they exceed the trip cap.

Fare caps equivalent to two trips per day and ten trips per week were proposed in the consultation material for respondents’ consideration. Figure 8 and Figure 9 present fares under the proposed fare zones and caps for each PT network. These fares include a 20-cent base fare increase to offset the assumed cost of fare capping, thereby achieving revenue neutrality.

It is expected that users taking long-distance trips in the Dunedin network would take fewer trips overall, thus weekly fare caps have been adjusted. This equates to zonal fares of \$5 having a proposed eight-trip weekly cap, reducing further to seven trips for \$7.50 fares and six trips for \$10 fares.

Dunedin fare-capping example (adult fares)

Option	Zones travelled	Single fare	Daily cap	Weekly cap
Option 1: Four zones for Dunedin	1	\$2.70	\$5.40	\$27
	2	\$5	\$10	\$40
	3	\$7.50	\$15	\$50
	4	\$10	\$20	\$60
Option 2: Five zones for Dunedin	1	\$2.70	\$5.40	\$27
	2	\$3.20	\$6.40	\$30
	3	\$5	\$10	\$40
	4	\$7.50	\$15	\$50
	5	\$10	\$20	\$60

Figure 8 Dunedin fare capping examples under the proposed zone options

Queenstown fare-capping example (adult fares)

Option	Zones travelled	Single fare	Daily cap	Weekly cap
Option 1: One zone for Queenstown	1	\$2.70	\$5.40	\$27
	Orbus Ferries fare	\$10	\$20	\$60
Option 2: Two zones for Queenstown	1	\$2.70	\$5.40	\$27
	2	\$3.20	\$6.40	\$30
	Orbus Ferries fare	\$10	\$20	\$60

Figure 9 Queenstown fare capping examples under the proposed zone options

Survey questions on fare capping focused on capturing respondents’ views on the following elements:

- The impact of fare capping, or “how would it affect you?”
- Stated preference for the proposed options, or “would you prefer the proposed fare capping system or the current flat fare structure?”
- Preference for alternative fare caps, or “would you rather a different fare cap than the daily/weekly option proposed?”

The following three sections correspond to these three elements of fare capping feedback.

Fare capping questions were designed to encourage respondents to consider the potential trade-off between the introduction of fare capping against a base fare increase.

3.1. Impact on users

Respondents were asked “how would fare capping affect you” using a five-point rating scale, where 1 was “very negative impact” and 5 was “very positive impact”. As shown in Figure 10, Dunedin and Whakatipu responded similarly, with most reporting no impact (3) or a very positive impact (5) if fare capping was introduced. The average scores for both networks were 3.6.

The differences in results between the PT networks were greatest in the share of no impact (3) versus very positive impact (5) responses received. Dunedin respondents reported relatively higher rates of no impact (33.9%) than Whakatipu (29.6%), while reporting relatively lower rates of positive effects (33.0%) than Whakatipu (38.5%).

The high share of responses reporting that the introduction of fare capping would have a negative effect (scores of 1 or 2) (15%) indicates that this question was unclear for many respondents. Fare capping alone does not pose any drawbacks to users, other than a small increase in fare structure complexity. Staff have noted this result and will seek to ensure future surveys are designed to maximise clarity and minimise unintended responses.

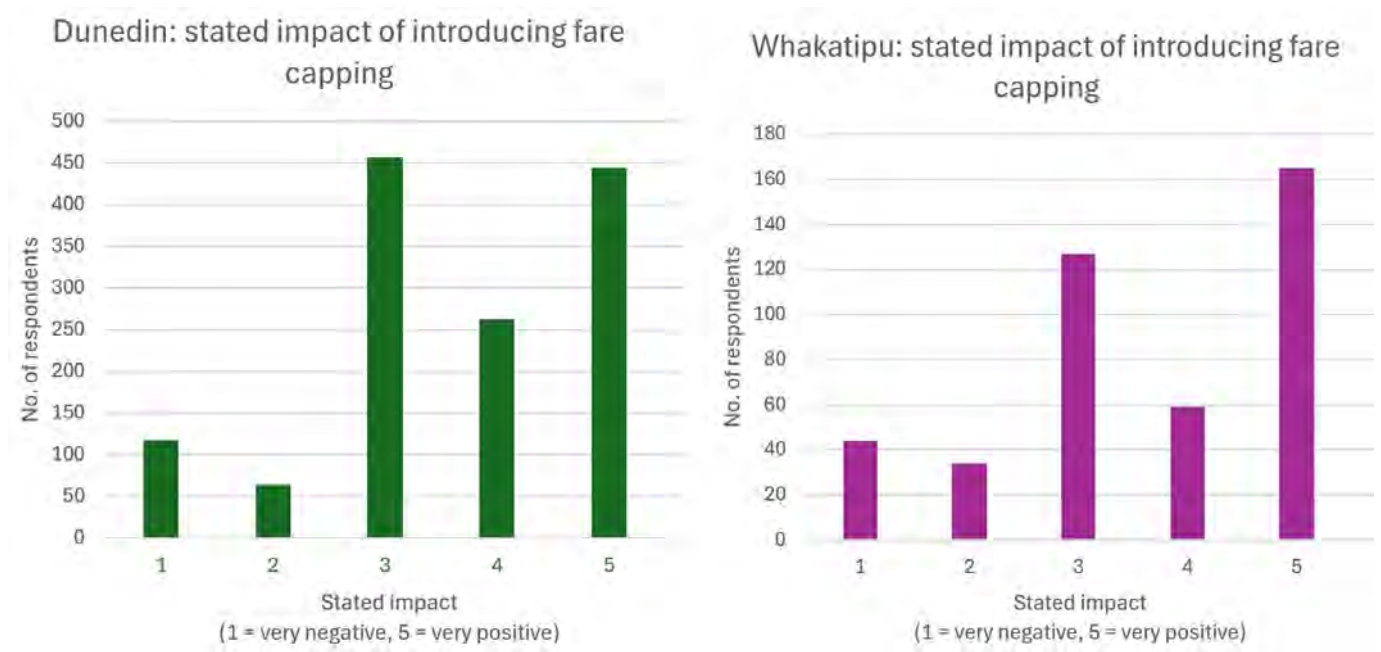


Figure 10 Stated impact of introducing fare capping responses by PT network

Respondents were then asked to report the stated impact of the base fare increasing by 20 or 30 cents to offset the cost of fare capping on the same five-point scale. 20 cents would be required to offset the assumed cost of a two-trip daily/ ten-trip weekly cap while 30 cents would be required to offset the assumed cost of a two-trip daily/ eight-trip weekly cap.

As shown in Figure 11, Dunedin and Whakatipu respondents again responded similarly, with most reporting a very negative impact (1) or no impact (3) if the base fare increased. The average scores for both networks were 3.6.

The difference in results between the PT networks was greatest in the share of very negative impact (1) responses received. Dunedin respondents reported relatively lower rates of a base fare increase having a very negative impact (32.7%) than Whakatipu (38.0%).

Some respondents again reported effects that suggest a lack of understanding of the question (in this case a fare increase having a positive effect) (7%). As above, staff have noted this result for the design of future surveys.

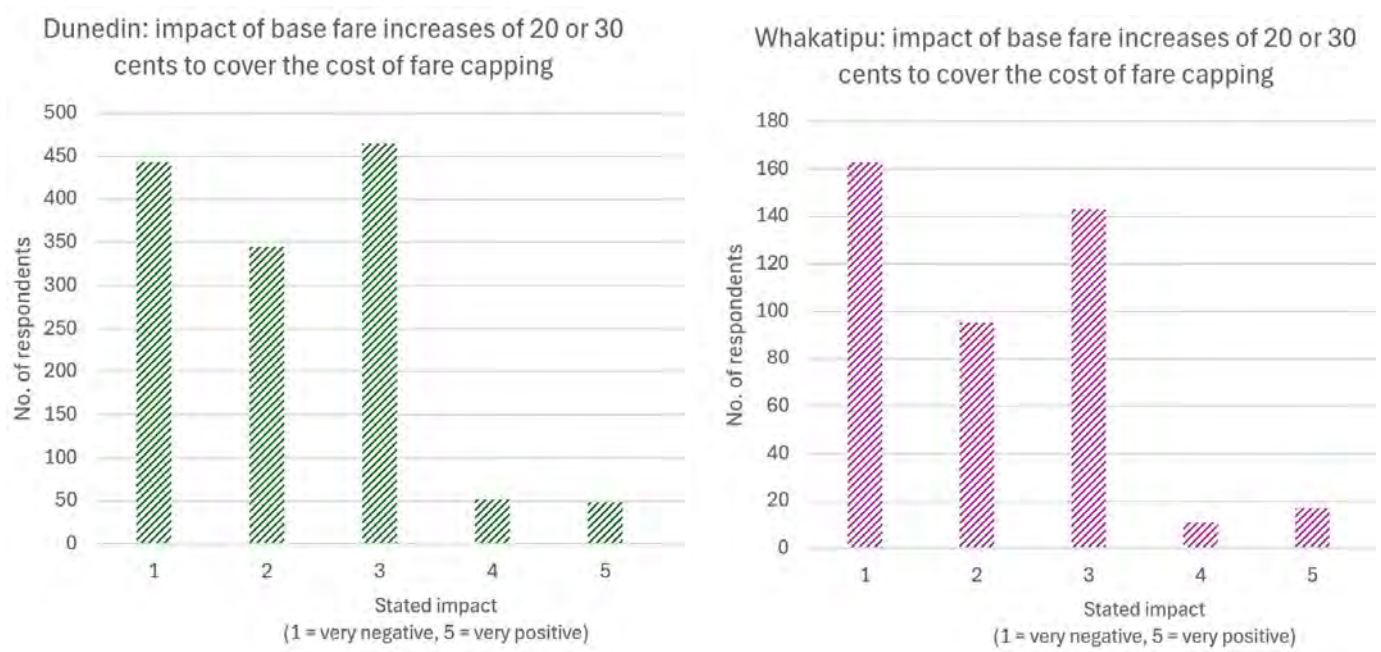


Figure 11 Stated impact of raising the base fare to offset the cost of fare capping responses by PT network

From these two questions it can be concluded that people generally anticipate fare capping will bring a moderately positive impact, but only if it comes without a base fare increase. This reflects the fact that few users take enough trips to reach the cap – 8% of current trips under a two daily/ten weekly cap or 12% under a two daily/ eight weekly cap, assuming the introduction of fare capping did not change user behaviour – thus most people would experience the policy change as purely a fare increase.

The greatest difference in responses between PT networks was the strength of impact of the proposed changes. Whakatipu network respondents reported a greater share of very high impact responses for both questions (scores of 5 and 1); generally, they felt that if there was an effect, it was a large effect. Conversely, Dunedin respondents had a relatively larger share of responses corresponding to smaller effects (scores of 4 and 2).

It is noted that the large share of “no effect” (3) responses (34%) for both questions and both networks suggests a large share of respondents may need more information before they feel sufficiently informed to determine the impact of the policy on them.

3.2. Stated preference

The survey next asked for respondents’ preferences on the following three fare capping scenarios:

- A: Fare caps of two trips per day and 10 trips per week

- B: Fare caps of two trips per day and eight trips per week
- C: No fare cap and no increase in base fare.

1075 respondents (61% of those who answered the question) answered that they would prefer scenario A or B, a two-trip daily cap and an eight- or ten-trip weekly cap as presented in Figure 12. The remaining 684 (39%) stated scenario C, “no fare cap and no increase in base fare,” as their preference. For both the Dunedin and Whakatipu networks scenario A performed over twice as well as scenario B, showing a strong preference for the easier-to-reach eight-trip weekly fare cap over the ten-trip cap. Responses from both PT networks were similar, though Dunedin respondents reported marginally greater preference for scenario C, “no fare cap and no increase in base fare”, suggesting greater opposition to a base fare increase.

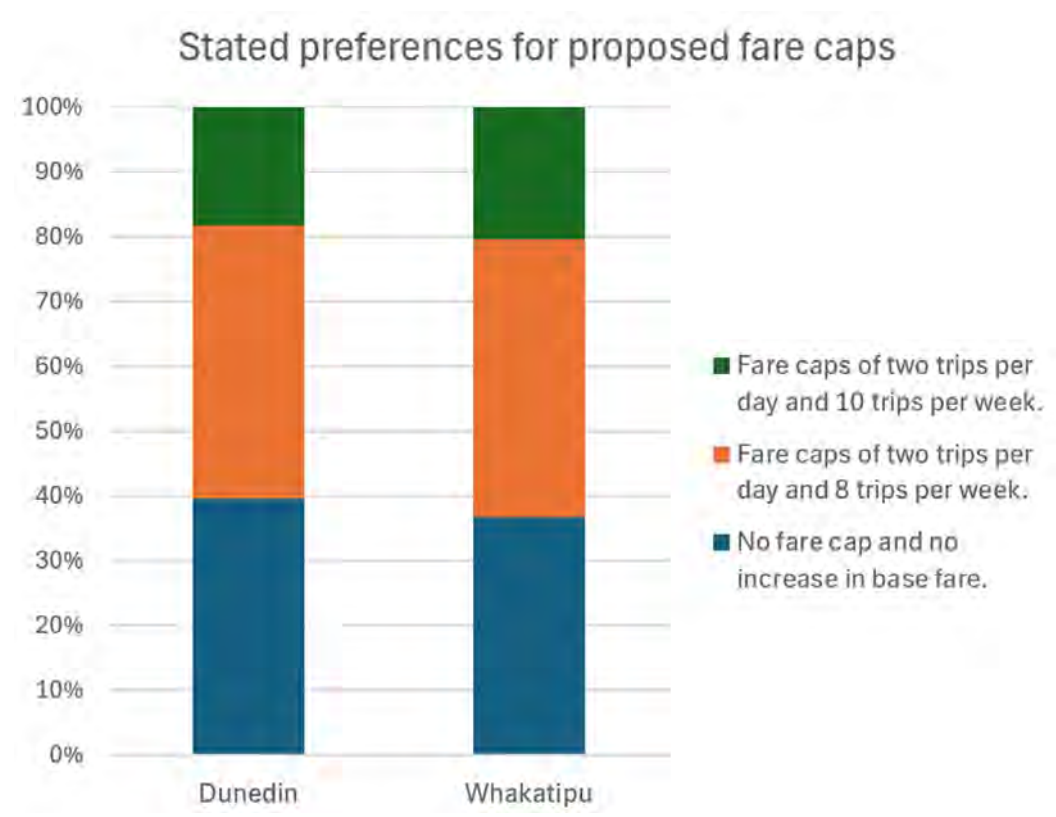


Figure 12 Fare capping preferences: daily/weekly cap versus no cap

Respondents who reported a preference for scenario A or B were next asked about their willingness to pay for fare capping if it was paid for with a 20 to 30 cent increase in base fare. 717 respondents responded “yes”, they would still support fare capping, while 393 respondents answered “no”.

Figure 13 illustrates the combined result of the two stated preference questions on fare capping, revealing the difference between respondents’ support for fare capping and their willingness to accept a base fare increase to pay for it.

Green values equate to the share of respondents who support fare capping AND a base fare increase, yellow values equate to the share who support fare capping BUT do not support a base fare

increase, and red values equate to the share who do not support fare capping and a base fare increase.

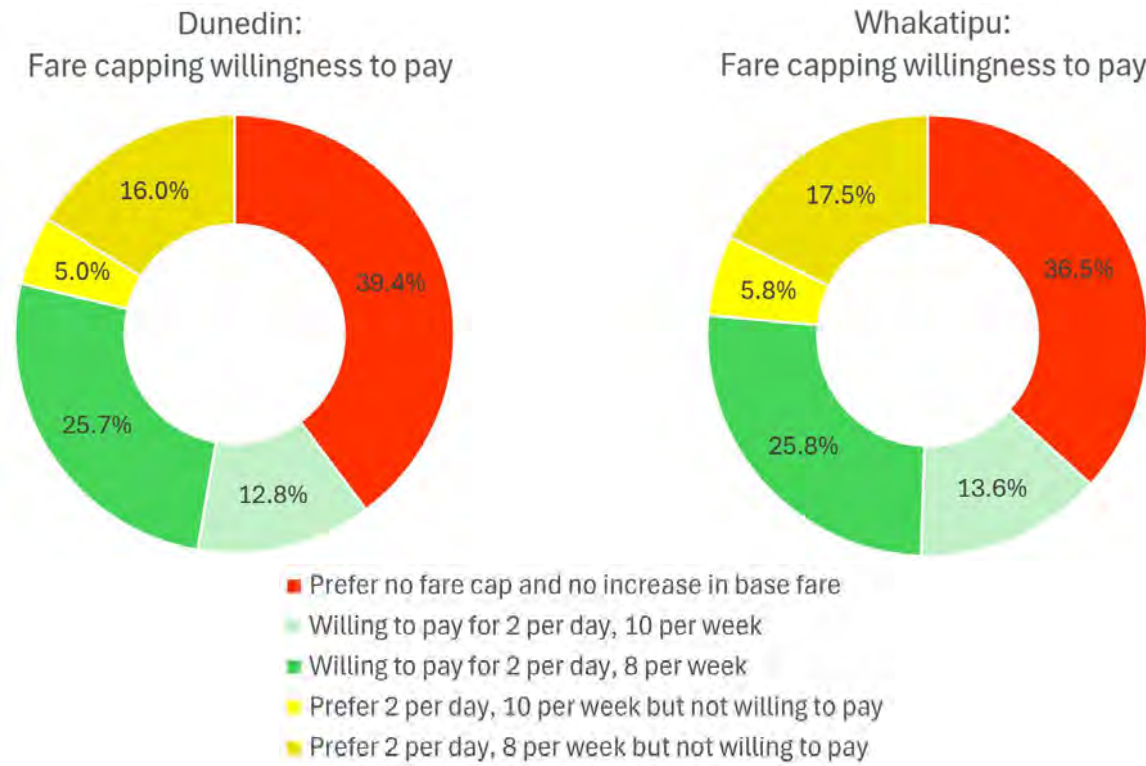


Figure 13 Respondents' willingness to pay for fare capping by PT network

Results reveal that in Dunedin 59.5% of respondents support fare capping while only 38.5% would be willing to pay for it. Whakatipu respondents gave marginally more supportive results, with 62.8% supporting fare capping and 39.4% being willing to pay for it.

Between the two weekly fare cap scenarios, an eight-trip cap is notably more popular for both PT networks, regardless of their willingness to pay for it with a base fare increase.

3.3. Alternative fare caps

The final fare capping question sought feedback on the following alternative scenarios to the proposed daily/weekly cap:

- Daily fare caps only
- Weekly fare caps only
- Monthly fare caps only
- Daily and monthly fare caps

This question received nearly as many responses (1614) as the proposed fare cap preference question discussed above in Section 3.2 (1759). This suggests that people may not prefer the proposed daily/weekly caps, but rather an alternative scenario. Alternatively, it may suggest that respondents did not understand the question was only to be answered if they preferred an alternative to the proposed daily/weekly caps. Staff note this was likely unclear due to the question not providing the option of “I prefer a daily/weekly cap option as previously described”.

Results presented in Figure 14 reveal respondents across both networks had varied preferences for alternative fare cap scenarios. For responses on both networks, the greatest preference was for weekly caps only (42% for Dunedin and 41% for Whakatipu). “No answer” responses reflect the number of respondents who responded to the stated fare capping preference question discussed in Section 3.2 but did not answer this question, indicating a preference for the daily/weekly cap scenario.

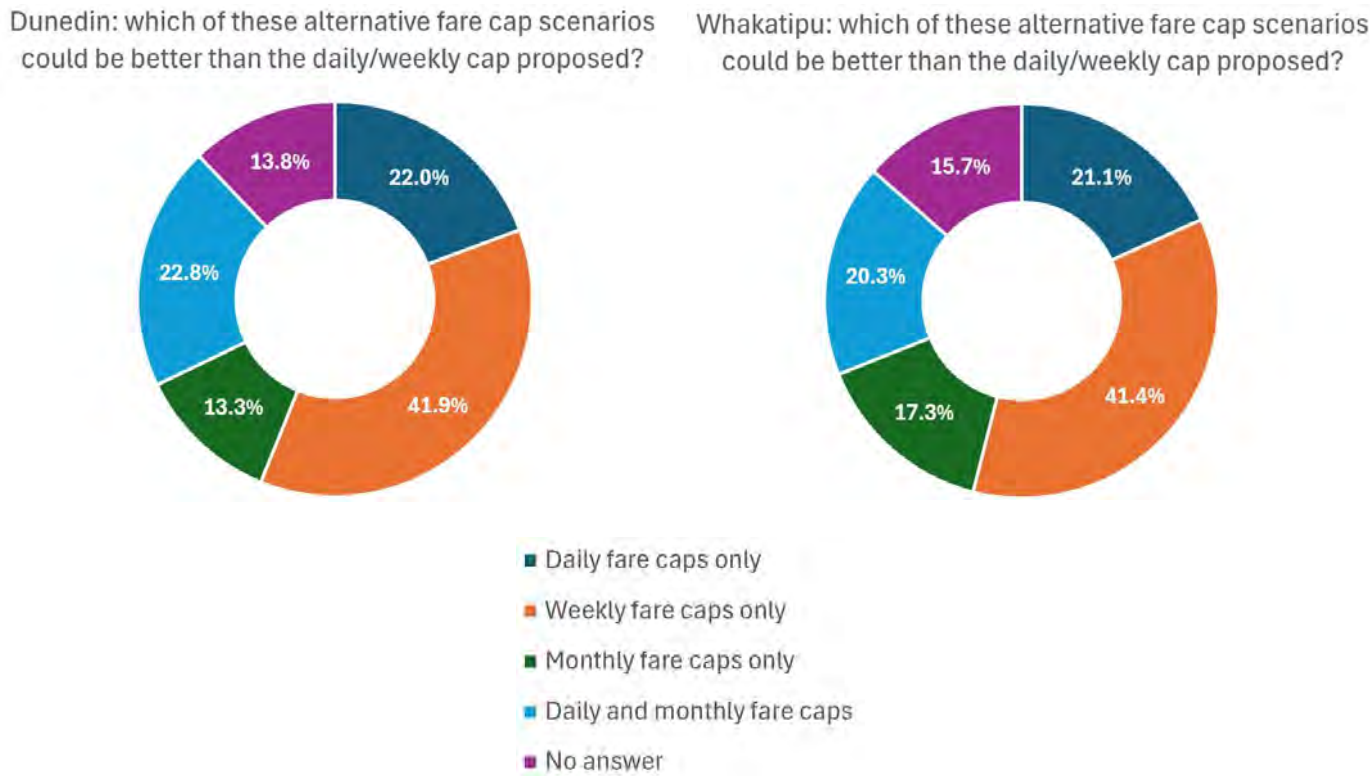


Figure 14 Alternative fare cap preferences by PT network

Overall, the results of this question may be highlighting respondents’ lack of clarity around the mechanics of fare capping. The strong preference for daily, weekly or monthly fare cap only options (a combined 77% for Dunedin and 80% for Whakatipu) may indicate a poor understanding of fare capping mechanics as the presence of multiple caps (such as both daily and weekly caps) ensure that more users receive free trips regardless of the distribution of trips throughout a given time period.

While fare capping introduces complexity into a fare structure, particularly when considered alongside fare zones and concessions, staff note the survey could have more effectively enabled respondents’ understanding if questions had been designed differently. If Council chooses to implement fare capping, staff will prioritise communications materials’ clarity and accessibility to ensure the community is well-informed of how capping works and has assurance of the new policy’s rationale.

3.4. Modelled patronage and revenue impacts

As discussed in the “RPTP Fare Investigations 2026” presented to Council at its June 2026 meeting, the effects of fare capping on patronage and revenue for public transport authorities in New Zealand and overseas has been highly varied. As a fare innovation made possible by the digitisation of

ticketing systems, the conclusive long-term evidence on fare capping’s observed effects on patronage and revenue is not yet well-understood.

Without consistently observed effects on patronage and revenue available to inform modelling, the “RPTP Fare Investigations 2026” technical note presented fare capping options with the assumption that patronage would not be affected, making revenue changes easy to model. Table 4 adapted from this previous technical note presents a range of fare capping options, the share of current trips that would become free under each option, and the increase in base fare required to pay for those free trips.

Table 4 Fare cap options and adjustment to base fare needed to offset financial impacts (assuming no changes to patronage)

Fare cap (# of trips)	Percent of current trips capped	Adjusted base fare to pay
None daily and none weekly	0%	\$2.50
None daily and 10 weekly	4%	\$2.59
None daily and 8 weekly	8%	\$2.70
2 daily and none weekly	5%	\$2.62
2 daily and 10 weekly	8%	\$2.69
2 daily and 8 weekly	12%	\$2.79
None daily and 35 monthly	6%	\$2.64
None daily and 30 monthly	9%	\$2.73
2 daily and none monthly	4%	\$2.61
2 daily and 35 monthly	9%	\$2.74
2 daily and 30 monthly	12%	\$2.82

It is important to note that the figures set out in Table 4 rely on the assumption that patronage levels will not change with the introduction of fare capping or an increase in the base fare. While this assumption enables us to estimate the impact of fare capping, it may not reflect the reality.

For instance, a fare cap of two trips daily and eight trips weekly would likely see a positive impact on patronage as it offers a cap which could be achievable for many users, thus incentivising frequent use.

Conversely, we know modelled increases to base fares consistently forecast patronage losses. Though this does not always reflect reality, for instance in September 2025 when the base fare increased from \$2.00 to \$2.50 showed marginal negative effect on Dunedin patronage and no effect on Queenstown patronage, Council should still weigh a loss of patronage as a material risk.

3.5. Conclusions on fare capping

While fare capping has clear benefits, the decision to implement relies on assumptions and imperfect data. Conclusive long-term evidence on fare capping’s observed effects on patronage and revenue is not yet well-understood in literature from NZ or overseas, thus the assumption that patronage will remain unchanged may be flawed. Additionally, the design of some survey questions led to unclear results, suggesting respondents’ lack of understanding.

Despite these challenges, several key findings are available to inform Council’s decision:

- Survey respondents generally predict fare capping alone would have a positive effect on them and would support its implementation, but if it came with an increase in the base fare it would have a disproportionately negative impact and low support.
- The vast majority of users will not take enough trips to reach the fare cap, thus if a fare increase is introduced to offset its assumed costs, most users will only experience the policy change as a fare increase. This may have the unintended outcome of reducing patronage due to users being unwilling to pay a higher fare.
- Conversely, the constrained funding environment may demand that fare capping be implemented only if it is guaranteed to be revenue neutral. However, due to the uncertainty of fare capping’s effects on patronage it is challenging to predict the resulting revenue.

Informed by these findings, Table 5 presents the range of outcomes Council may seek from fare capping, and staff’s corresponding policy recommendation.

Table 5 Fare capping outcomes and corresponding recommended fare changes

Desired outcome of fare capping	Recommended fare change
Maximise patronage incentivisation	• Implement two-trip daily and eight-trip weekly caps AND maintain the base fare
Maintain existing revenue levels	• Implement either daily/weekly fare cap option AND increase the base fare • OR do not implement fare capping
Reward only highly frequent users	• Implement two-trip daily and ten-trip weekly caps AND increase the base fare
Avoid fare increases	• Implement either daily/weekly fare cap option AND maintain the base fare • OR do not implement fare capping

Council may consider paying for the potential cost of fare capping with the revenue generated from introducing outer urban zone fares of \$3 to the Dunedin and Whakatipu networks, rather than a base fare increase. Council may also choose to not introduce fare capping at this time and instead revisit it in the future following the implementation of Motu Move.

Staff acknowledge the design the survey’s fare capping questions led to some inconclusive results, suggesting they were unclear for respondents. This has been noted as a learning for future surveys.

3.6. Options

Option 1: Implement two trips daily and ten trips weekly fare caps and increase the base fare to \$2.70

This option introduces a means of rewarding frequent PT use, but the high weekly fare cap of ten trips may not be achievable for many, minimising its ability to encourage patronage. It seeks to maintain existing revenue levels, which is important in the current funding environment. However, the base fare increase would reduce the attractiveness of PT for many, potentially resulting in the unintended outcome of reducing patronage.

This option is expected to only reduce transport costs for users who travel so frequently as to receive multiple free trips and offset the added cost of the increased base fare (i.e. four or more trips in a given day or 12 or more trips in a given week). All users who do not hit the fare cap would experience this change as only a fare increase.

Option 2: Implement two trips daily and eight trips weekly fare caps and increase the base fare to \$2.80

This option introduces a means of rewarding frequent PT use with a fare cap that would be within reach for more users. This is expected to effectively incentivise increased patronage. Like Option 1, it seeks to maintain existing revenue levels, which is important in the current funding environment. However, the base fare increase would reduce the attractiveness of PT for many, potentially resulting in the unintended outcome of reducing patronage.

This option is expected to only reduce transport costs for users who travel so frequently as to receive multiple free trips and offset the added cost of the increased base fare (i.e. four or more trips in a given day or ten or more trips in a given week). All users who do not hit the fare cap would experience this change as only a fare increase.

Option 3: Implement two trips daily and ten trips weekly fare caps with no increase in the base fare

This option introduces a means of rewarding frequent PT use, but the high weekly fare cap of ten trips may not be achievable for many, reducing its ability to encourage patronage. Because it is not expected to have material impact on patronage, it may cause a minor decrease in revenue.

Option 4: Implement two trips daily and eight trips weekly fare caps with no increase in the base fare

This option provides the strongest means of rewards frequent use and incentivising the uptake of public transport. However, as the option making reaching the cap and receiving free trips the most achievable, it presents the greatest risk of revenue loss.

Option 5: Do not implement fare capping (no change)

This option would be a continuation of the status quo, in which no fare product exists to reward frequent use. It offers the simplest fare structure, a trait valued by survey respondents.

Additional commentary

All options to introduce fare capping are proposed to be implemented on 1 July 2027 to align with the start of the 2027/28 financial year and the anticipated launch of Motu Move in Otago.

All options have been constructed to apply to both Dunedin and Whakatipu PT networks. Due to survey respondents from both networks providing comparable levels of support and the importance of having a consistent fare structure across both networks for fairness and simplicity, staff view fare capping as a region-wide policy decision.

4. Queenstown ferry

As described in the “RPTP Fare Investigations 2026” technical note the current \$10 Queenstown ferry fare is a result of the high costs and limited capacity of the service:

- The ferry service is expensive to operate relative to buses and, despite strong community support, does not perform strongly in economic analysis. As such, financial sustainability from optimising revenue is essential to maintaining the service.
- Current fares are likely too high for some users (e.g. users who use it as an alternative to buses), but there is also a significant group of users (e.g. price-insensitive tourists using it for sightseeing) who have willingness-to-pay that is not as common in the bus network.

Seeking to improve the patronage and economic performance of the ferry service, staff proposed a two-trip daily fare cap (\$20 in adult fares) and six-trip weekly fare cap (\$60 in adult fares) for public consultation, presented in Table 6.

Under these fare caps, users would not pay more than \$20 daily and \$60 weekly (or equivalent with applied concessions), regardless of the combination of bus/ferry trips taken. In other words, if a user took a bus trip (\$2.50), a ferry trip (\$10) then second ferry trip, only a \$7.50 fare would be charged for the second ferry trip because that is the difference remaining between the \$20 fare cap and the users’ previous fares that day. Similarly, after taking six ferry trips within a given week, a user would receive free bus fares for the remainder of the week because the \$60 fare cap (or concession equivalent) had been reached.

Table 6 Proposed Queenstown ferry fare caps

	Single fare	Daily cap	Weekly cap
Proposed Orbus Ferries fare*	\$10 (no change)	\$20	\$60

**Based on adult fare with a Bee Card.*

Respondents indicated overwhelming support (73%) for the proposed fare caps as shown in Figure 15.

Do you support the proposed fare caps on
for the Queenstown Ferry?

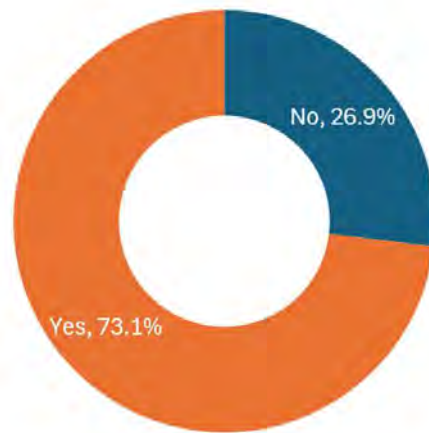


Figure 15 Support for proposed Queenstown Ferries daily and weekly fare caps

When providing free-form feedback, respondents comments emphasised the following themes:

- Respondents frequently stated the cap would make more people use the ferry regularly to get the best value. Beyond making it more affordable, some respondents cited the change would enable it to become more competitive with private vehicle travel.
- Commuters were commonly cited as the group who could see the greatest benefit of the cap, as opposed to visitors which the service currently serves best.
- Others supported the cap as a means to reduce pressure on Queenstown's congested road networks.
- Both people supporting and opposing the proposed fare cap advocated for further reducing ferry fares. Some found the proposed changes still unaffordable, particularly people travelling with children, while others supported more attractive pricing to induce greater mode shift.
- A large share of those who opposed the proposed fare cap would not use the ferry regardless of its fare.
- Others do not view the ferry as genuine public transport, but rather a service designed for visitors and thus do not support any fare reduction.

Informed by these survey results and the findings of the “RPTP Fare Investigations 2026” technical note, the following changes have been identified to improve the service’s patronage and economic viability:

- **Fare capping:** implement a \$20 daily and \$60 weekly fare cap (equivalent to a two-trip daily and six-trip weekly cap for adult fares) as proposed in the public consultation
- **Free transfers:** apply the free bus transfer policy to include the ferry, enabling free transfers within 45 minutes of tagging off the first trip for any trip including the ferry, with no extra fare on top of the higher ferry fare
- **Concessions fares:** apply concessions to ferry fares (such as the 40% child fare discount or free off-peak SuperGold fares)

These changes would result in the fare structure presented in Table 7.

Table 7 recommended Queenstown ferry fare structure

	Single fare	Daily cap	Weekly cap
Adult (19+) (base fare)	\$10	\$20	\$60
Under 5	\$0	\$0	\$0
Child (5-12 years)	\$6	\$12	\$36
Youth (13-18 years)	\$6	\$12	\$36
Community Connect	\$5	\$10	\$30
SuperGold (65+)	Peak: \$10 Off-peak: \$0	\$20	\$60
Cash	\$10	n/a	n/a

The timing of any changes to the Queenstown ferry’s fare structure would only occur in line with the following changes:

- Once sufficient capacity to accommodate patronage growth was guaranteed. The current hourly frequency and small vessel size may not to provide adequate capacity at peak times or in high tourism season. Staff would ensure measures are taken to increase capacity, such as increasing frequency or requiring the service operator to send an additional vessel if the service reached capacity and users were left behind before implementing any changes.
- Upon the launch of the Motu Move national ticketing system. Implementing these changes before Motu Move is in place in Otago would require staff to duplicate the resource-intensive work of building these changes into both the current Bee Card and future Motu Move systems.

4.1. Options

Option 1: Implement fare capping, a free transfer policy and concession fares on the Queenstown ferry service **(recommended)**

This option is recommended as it supports patronage growth by improving affordability for frequent users, those taking multi-leg journeys and concession holders. Equally, it maintains the premium fare of the service necessary to sufficiently cover its operating costs, Survey respondents reported strong support for this option.

Staff note that timing would be subject to operational feasibility (i.e. guaranteed sufficient capacity).

Option 2: Do not implement fare capping, a free transfer policy or concession fares on the Queenstown ferry service (no change)

This option represents a continuation of the existing fare structure. While its high fares offset expensive operating costs, few users, particularly locals, demonstrate a willingness to pay for the service. This is reflected in survey respondents’ low support for this option.

5. Removal of cash

Survey respondents were asked “how could the removal of cash fares affect you (or the people you represent)” using a five-point (Likert) scale, where 1 was “very negative impact” and 5 was “very positive impact”. 97% of survey respondents (1876) answered this question, demonstrating high community interest in this topic.

Results indicate that removing cash fares would have a slightly negative impact overall, with most respondents stating it would have no impact (3) (35%) or a very negative impact (1) (33%).

Responses differed notably between the PT networks as shown in Figure 16. On average Dunedin respondents expressed slightly greater opposition to removing cash fares than those in the Whakatipu, demonstrated by Dunedin respondents’ average response value was 2.47 versus Queenstown’s average of 2.83. 52% of Dunedin respondents stated the removal of cash would have a negative impact (scores of 1 or 2) whereas only 36% of Whakatipu respondents reported a negative impact.

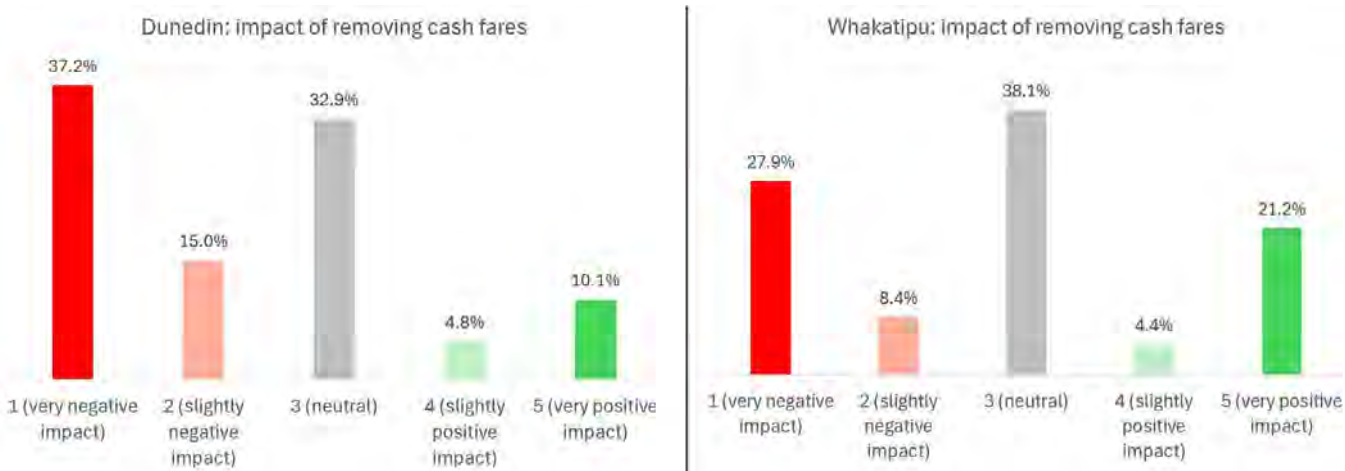


Figure 16 Impact of removing cash fares results by PT network

When asked to provide additional comment, Queenstown respondents had greater support for removing cash if contactless payment methods were introduced, whereas Dunedin respondents more often opposed the change in full on the principle that it would have the greatest negative impact on vulnerable groups such as youth, elderly, immigrants and unhoused people. Respondents across both networks expressed concern for being refused service if they forgot their Bee Card or did not have sufficient funds loaded. Some emphasised their support for Motu Move introducing contactless payment methods, highlighting the positive experience of paying with bank or credit cards in Christchurch and abroad.

Other respondents cited driver safety and convenience as a reason to remove cash payments, with some identifying that drivers' perspectives should directly inform decision-making. Public transport operators in Otago advocate for the removal of cash to improve driver safety and convenience. Without having cash on board, drivers can leave vehicles for short periods of time without the risk of fare theft. Operators also cite the benefit of reduced loading times, particularly on visitor-heavy routes, which would improve services’ timeliness.

It is important to weigh respondents' feedback against the revenue impact of cash fares. For the 2025/26 financial year, on the Dunedin network cash fare payments made up 4.7% of trips and 6.2% of revenue. On the Whakatipu network this rises to 6.0% of trips and 12.8% of revenue. Cash fares' large share of Whakatipu revenue is due to the presence of the \$10 cash fare price for trips to and from Queenstown Airport.

A removal of cash fare payments would follow the transition to the Motu Move national ticketing system in Otago. Motu Move will enable users to pay for public transport using most contactless debit or credit cards, as well as a prepaid Motu Move card and pre-bought tickets. The introduction of this functionality reduces the need for cash which currently only contributes a small amount of fare revenue. This is in line with the Regional Public Transport Plan Hearing Panel's recommendation, which was noted by Council at its June 2025 meeting.

Other public transport authorities are approaching the decision to remove cash fares with the implementation of Motu Move in a range of ways. Some have stated their commitment to removing cash as a payment option upon its launch in their region, while others will remove cash ahead of launch. Others have taken the same approach as ORC by stating an intention to remove cash following Motu Move's launch in Regional Public Transport Plan policy without specifying timing.

If the option of cash fare payment was to be removed, staff would seek to implement measures to improve access to public transport ticket retailers. This would enable users to purchase public transport tickets from retailers conveniently located near bus hubs.

5.1. Options

Option 1: Remove cash fare payment from both the Dunedin and Whakatipu networks

This option would be enabled by the introduction of contactless payment methods, a key feature of Motu Move. It does not align with survey respondents' overall preference but supports public transport drivers' safety and convenience.

Option 2: Remove cash fare payment from the Dunedin network but retain it in the Whakatipu network

This option reflects Whakatipu respondents' preference only. It is not recommended as differing fare structures between PT networks could be perceived as unfair by communities.

Option 3: Retain cash fare payment in the Dunedin network but remove it from the Whakatipu network

Although Whakatipu survey respondents were slightly less opposed to removing cash fares than Dunedin respondents, this option still reflects Dunedin respondents' preference only. Again, such an option is not recommended as differing fare structures between PT networks could be perceived as unfair by communities.

Option 4: Retain cash fare payment in both the Dunedin and Whakatipu networks

This option reflects survey respondents' preference. However, it would represent a continuation of drivers' safety risk and inconvenience of cash handling on board buses. Council may wish to choose this option if it would prefer to observe the effects of contactless payment becoming available with the launch of Motu Move before choosing to remove cash, enabling a more informed decision.

9.2. Establishment of Transport Liaison Groups

Prepared for:	Council
Report No.	TRN2618
Activity:	Transport Planning
Author:	Julian Phillips, Implementation Lead; and Anita Dawe, General Manager, Regional Planning and Transport
Endorsed by:	Richard Saunders (Chief Executive)
Date:	23 September 2026
Portfolio Leads:	Cr Hollyer and Cr Somerville, Transport

PURPOSE

- [1] The purpose of this paper is to progress the development of Transport Liaison Groups, one to support the Dunedin network and one to support the Queenstown network. The establishment of Transport Liaison Groups (TLG) is a Council priority action.

EXECUTIVE SUMMARY

- [2] This report progresses the establishment of two Transport Liaison Groups, one for the Dunedin public transport network and one for the Queenstown public transport network. Establishing these groups is a Council priority action and is intended to strengthen feedback from public transport users, operators and community representatives, while improving relationships and communication between Governance, ORC staff, operators and customers.
- [3] Staff have prepared a proposed membership model for each group and a draft Terms of Reference for Council consideration. The membership model seeks to include elected member representation, territorial authority representation, operators, regular users, Māori interests, accessibility and Total Mobility perspectives, education, health, business, migrant community, sport, walking and cycling interests, with potential local variation proposed between Dunedin and Queenstown.
- [4] Council direction is sought on the composition of each group, the process for identifying and appointing members, meeting frequency, and any changes required to the draft Terms of Reference. Council may either direct staff to undertake an Expression of Interest process or identify and approach individuals and organisations directly. It is recommended that the final decision on composition of the groups and the process for appointment is delegated to the portfolio leads.

RECOMMENDATION

That the Council:

- 1) **Notes** this report.

- 2) **Approves** the establishment of two Transport Liaison Groups, one for the Dunedin public transport network and one for the Queenstown public transport network.
- 3) **Adopts** the draft Terms of Reference, subject to any amendments directed by Council.
- 4) **Notes** that the Terms of Reference will be discussed and confirmed at the first meeting of the respective Liaison Groups.
- 5) **Requests** the Transport Portfolio Leads, Cr Hollyer and Cr Sommerville, to work with staff to finalise the proposed membership lists and directs staff to engage with identified groups to seek appoints to the liaison group.
- 6) **Agrees** the meeting frequency for each liaison group will be [6 monthly / 3 monthly]
- 7) **Notes** that staff will provide an update on membership by 30 November 2026.

BACKGROUND

- [5] In May 2026, Council agreed to progress 34 priority actions across a number of work areas. One of the actions was to (re)establish transport liaison groups to support more direct feedback on the two existing public transport networks, and to enable better relationships and communications between Governance and ORC staff, and operators and customers.
- [6] Public Transport involves a diverse range of stakeholders with different perspectives and needs. Whilst Council already receives feedback through a variety of stakeholder groups, submissions, elected members, operators and other community engagements, there is currently no regular forum that brings these perspectives together to discuss network performance, emerging issues and opportunities to improve.
- [7] The intention of the transport liaison group is to provide an advisory forum that supports better communication and understanding between Council and its staff, transport operators, customers and community representatives.
- [8] The groups will not be decision-making, but will provide a formalised mechanism for sharing information, providing advice to Council where appropriate, identifying issues and informing future public transport planning, operational decision-making and service improvements.

DISCUSSION

- [9] Priority action (PTA2) is to *re-establish transport liaison groups in Dunedin and Queenstown to strengthen feedback from users and operators, with structure and membership to be developed through a subsequent process.*
- [10] Staff have compiled an initial list of potential members of each group for discussion and developed a draft Terms of Reference based on Environment Canterbury's Terms of Reference for a similarly focused group they have (included as Attachments 1 and 2) for each group.
- [11] The following are suggested memberships for each group, with staff recommending that the portfolio leads be requested to work with staff to refine this list. It is expected that Council may wish for different representatives based on population and demographics. For example, there is a significant number of SuperGold card users that use the Dunedin network, compared to very few of the same population in Queenstown. It may be that an elderly person's representative is not initially included for Queenstown due to low

patronage, or that including a representative is seen as critical to understand how to increase patronage for that demographic.

Dunedin	Queenstown
Two ORC Elected Members, one who is Chair	Two ORC Elected Members, one who is Chair
Two DCC Elected Members	Two QLDC Elected Members
Representative – Māori interests	Representative – Māori interests
Representative – Elderly Persons	Representative – Elderly Persons
Representative – Disability Sector	Representative – Disability Sector
Representative - Tertiary Education Sector	Representative – Secondary Education Sector
Representative – Secondary Education Sector	Representative – Primary Education Sector
Representative – Primary Education Sector	Representative – Migrant Community
Representative – Migrant Community	Representative - Business Community
Representative - Business Community	Representative - Sport Community
Representative - Sport Community	Representative – Tourism Sector
Representative – Regular Bus user	Representative – Regular Bus user
Representative - Bus operator	Representative - Bus operator
Representative – Health sector	Representative – Health sector
Representative – Total Mobility	Representative – Total Mobility
Representative – Walking & Cycling	Representative – Walking & Cycling
TOTAL – 18	TOTAL - 18

- [12] Staff recommend that once the final list of members is prepared, organisations are approached with an invitation to join the respective Transport Liaison Groups.
- [13] The draft Terms of Reference (ToR) have noted that the group would be voluntary, meaning ORC would not be paying people to be members. Should ORC introduce a policy to pay community members who contribute to liaison groups then staff would apply the new policy.
- [14] Meeting frequency is suggested in the draft ToR as either every three months, or at least twice annually. These are just suggestions to assist the Council discussion. Some considerations in terms of cadence of meetings are administrative requirements associated with the meetings, including agendas and minutes, scheduling and co-ordinating any follow up actions, commitment from group members and the level of burden, especially if some members are giving up work time or attending in a fully voluntary capacity.
- [15] The recommendation is that two ORC elected officials, and two officials from the relevant territorial authority are members of each group. There may be benefits in also including representatives from neighbouring territorial authorities as well. For example, it may be a strategic benefit to include elected member representation from Central Otago District Council on the Queenstown Transport Liaison Group and similarly for Dunedin with Waitaki District Council and/or Clutha District Council.

- [16] Staff anticipate that the costs associated with the establishment of, and ongoing commitment to, the transport liaison groups, will not be significant and predominately associated with staff time. It is noted that there is currently not capacity at a staff level to support this work, so some reprioritisation will be required to enable this work to progress.

OPTIONS

- [17] There are a number of options within this paper that seek Council direction. Direction is required on:
- a. Composition of each liaison group
 - b. Direction on frequency of meetings
 - c. Any changes to the Terms of Reference
- [18] Council could elect not to progress with the Transport Liaison Groups however given this is a Council priority action, it is not recommended.

SUMMARY OF CONSIDERATIONS

Community Outcome

This work aligns with the following community outcomes from the ORC 2024-2034 Long-Term Plan:

Communities

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

Climate

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

Transport

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

Alignment with Central Government Legislation

There is no specific national policy statement or central government direction that is directly applicable to this work.

Alignment with ORC Internal Policy

This work is consistent with relevant ORC policies, in particular the 2025 – 35 Regional Public Transport Plan, which includes an objective to build trust and ensure public transport projects align with community expectations.

Financial Considerations

Financial considerations are discussed in paragraph 16 of this paper.

Legal/Compliance Risk

There is insignificant/minor risk that decisions arising from this report could expose Council to litigation, regulatory non-compliance, or breach of policy/legislation.

Reputational Risk

There is insignificant/minor risk that decisions arising from this report could adversely impact Council's reputation or community trust.

Climate Resilience

The impacts of climate-related risks (e.g. flooding, drought, extreme winds, coastal erosion, wildfires) on this work has not been assessed.

Carbon Emissions

The implications of this work on organisational or regional greenhouse gas emissions has not been assessed.

He Mahi Rau Rika: Significance, Engagement and Māori Participation Policy

Not Applicable

Engagement with Mana Whenua

There has been no engagement with mana whenua or Māori specifically for this work.

Stakeholder Engagement

There has been no engagement with external stakeholders and/or the public specifically for this work.

Communications

It is anticipated that, depending on how Council elects to identify members of each group, a communications approach will be developed to support the establishment of the group.

NEXT STEPS

[19] The next steps will be to establish the Transport Liaison Groups in accordance with Council direction.

ATTACHMENTS

1. Transport Liaison Group Dunedin draft ToR [9.2.1 - 3 pages]
2. Transport Liaison Group Queenstown draft ToR [9.2.2 - 3 pages]

Terms of Reference Public Transport Liaison Group - Dunedin

Public Transport Liaison Group Terms of Reference

Background

Otago Regional Council's Priority Actions have sought to establish a Transport Liaison Groups (PTLG) for Dunedin, to create a connected forum where operators and community members, some of whom will be bus users, can share their experiences with elected officials, and staff from ORC.

The membership will be comprised of:

- Public transport customers
- Wider community, including non-users
- Iwi
- Stakeholders that have specific needs to consider in service design.

The Public Transport Liaison Group (PTLG) will seek to have a diverse range of membership to ensure comprehensive coverage of a range of stakeholders and their views, including groups whose focus is improved accessibility, groups representing elderly and groups representing youth.

The terms of reference (TOR) formalise the role and functions of the Public Transport Liaison Group (PTLG).

Aim

The Public Transport Liaison Group will be a voice advising and giving feedback on public transport activity, which will be used to inform operational decisions, factored into staff advice to Council where appropriate, and used to support general communications with the public.

Purpose of the Public Transport Liaison Group - Dunedin

1. To create a forum to enable better and more connected conversations about public transport across the Dunedin network, including Ōamaru.
2. To ensure a wide range of voices is heard, including representatives with mixed interests, and diverse population groups who are impacted by Public Transport.
3. To be a source of ideas, opinions and feedback from representative communities and to contribute to discussions with Otago Regional Council and operators

4. To enable additional focus on customer considerations, feedback and issues.
5. To foster an understanding of all community issues, and to be open to education and collaboration.
6. To communicate relevant information on local public transport, which members can share with the sector they represent.

Membership

The group will be Chaired by an elected representative of the Otago Regional Council and supported by ORC staff.

Members will:

- Represent a sector of population that is interested in and is impacted by public transport across the wider Dunedin network
- Attend and participate in meetings presenting their sector's views, noting that online attendance will always be made available for members
- Share information and gather feedback from the sector they represent
- Respect confidentiality where meeting information is not yet public
- Respect views of all members and able to consider the big picture of Public Transport.
- Volunteer their time and resources on behalf of their representative community.

Membership needs to be balanced with a wide community mix. Not all sectors and interest groups will be able to be represented. Interests and concerns of non-member groups can be presented by members of similar interests.

Maximum group size should be no more than 15 members.

Meetings and Communication

The PTLG will meet at a minimum, every three months/ twice a year Appropriate times and days for these meetings will be set out in advance to enable the greatest participation and notified at least two weeks in advance of the meeting dates. If an organisation cannot attend in person but they wish to raise an issue, this can be done by notifying an Otago Regional Council member.

Otago Regional Council will hold the role of organising the group, facilitating and hosting meetings and communication with all members.

Meeting minutes

Minutes will be recorded by Otago Regional Council staff for each meeting and given to members within two weeks following the meeting. At times the group may be required to provide advice on confidential information, and this not be able to be recorded in the minutes due to the confidentiality. Should any member wish to discuss confidential

information they are to request “suspend meeting rules” whereby minutes will stop being taken. Once the confidential discussion has ended the speaker should request “meeting rules resumed” whereby minutes will be taken again.

Member Code of Conduct

1. Members will treat everyone with respect and avoid behaviour that might cause distress to other members, contribute to the disruption of meetings, be seen by others as bullying, harassing or intimidating or that discriminates against any other member or attendee because of their disability, sex, marital status, colour, race, age, beliefs or religion.
2. Members will reflect community and stakeholder views as presented without bias.
3. Members will be professional and responsive to the needs of people we work with working towards better outcomes for public transport in Otago.
4. Members will ensure their membership within the group is not used to take advantage of or to gain personally from others.

Terms of Reference Public Transport Liaison Group - Queenstown

Public Transport Liaison Group Terms of Reference

Background

Otago Regional Council's Priority Actions have sought to establish a Transport Liaison Group (PTLG) for Queenstown, to create a connected forum where operators and community members, some of whom will be bus users, can share their experiences with elected officials, and staff from ORC.

The membership will be comprised of:

- Public transport customers
- Wider community, including non-users
- Iwi
- Stakeholders that have specific needs to consider in service design.

The Public Transport Liaison Group (PTLG) will seek to have a diverse range of membership to ensure comprehensive coverage of a range of stakeholders and their views, including groups whose focus is improved accessibility, groups representing elderly and groups representing youth.

The terms of reference (TOR) formalise the role and functions of the Public Transport Liaison Group (PTLG).

Aim

The Public Transport Liaison Group will be a voice advising and giving feedback on public transport activity, which will be used to inform operational decisions, factored into staff advice to Council where appropriate, and used to support general communications with the public.

Purpose of the Public Transport Liaison Group - Queenstown

1. To create a forum to enable better and more connected conversations about public transport across the Queenstown network.
2. To ensure a wide range of voices is heard, including representatives with mixed interests, and diverse population groups who are impacted by Public Transport.
3. To be a source of ideas, opinions and feedback from representative communities and to contribute to discussions with Otago Regional Council and operators

4. To enable additional focus on customer considerations, feedback and issues.
5. To foster an understanding of all community issues, and to be open to education and collaboration.
6. To communicate relevant information on local public transport, which members can share with the sector they represent.

Membership

The group will be Chaired by an elected representative of the Otago Regional Council and supported by ORC staff.

Members will:

- Represent a sector of population that is interested in and is impacted by public transport across the Queenstown network
- Attend and participate in meetings presenting their sector's views, noting that online attendance will always be made available for members
- Share information and gather feedback from the sector they represent
- Respect confidentiality where meeting information is not yet public
- Respect views of all members and able to consider the big picture of Public Transport.
- Volunteer their time and resources on behalf of their representative community.

Membership needs to be balanced with a wide community mix. Not all sectors and interest groups will be able to be represented. Interests and concerns of non-member groups can be presented by members of similar interests.

Maximum group size should be no more than 15 members.

Meetings and Communication

The PTLG will meet at a minimum, every three months/ twice a year Appropriate times and days for these meetings will be set out in advance to enable the greatest participation and notified at least two weeks in advance of the meeting dates. If an organisation cannot attend in person but they wish to raise an issue, this can be done by notifying an Otago Regional Council member.

Otago Regional Council will hold the role of organising the group, facilitating and hosting meetings and communication with all members.

Meeting minutes

Minutes will be recorded by Otago Regional Council staff for each meeting and given to members within two weeks following the meeting. At times the group may be required to provide advice on confidential information, and this not be able to be recorded in the minutes due to the confidentiality. Should any member wish to discuss confidential

information they are to request “suspend meeting rules” whereby minutes will stop being taken. Once the confidential discussion has ended the speaker should request “meeting rules resumed” whereby minutes will be taken again.

Member Code of Conduct

1. Members will treat everyone with respect and avoid behaviour that might cause distress to other members, contribute to the disruption of meetings, be seen by others as bullying, harassing or intimidating or that discriminates against any other member or attendee because of their disability, sex, marital status, colour, race, age, beliefs or religion.
2. Members will reflect community and stakeholder views as presented without bias.
3. Members will be professional and responsive to the needs of people we work with working towards better outcomes for public transport in Otago.
4. Members will ensure their membership within the group is not used to take advantage of or to gain personally from others.

9.3. Flood Recovery Programme Update 4

Prepared for:	Council
Report No.	S&R2622
Activity:	Engineering
Author:	Nathan Anderson (Team Leader - Assets and Delivery), Brett Paterson (Manager Engineering), Michael Burrows (Project Manager Engineering)
Endorsed by:	Tom Dyer (General Manager Science and Resilience)
Date:	23 September 2026
Portfolio Leads:	Cr Kelliher and Cr Robertson, Science and Resilience

PURPOSE

- [1] To provide an update on the progress of repairs to flood damaged sites from the three flood recovery programmes being 2022, 2023 and 2024 events.

EXECUTIVE SUMMARY

- [2] The Flood recovery programme is now complete following 2022, 2023 and 2024 flood events except for three projects that are receiving funding from the Regional Infrastructure Fund (RIF) programme. From these three flood events, a total of 144 repaired sites were identified.
- [3] Total expenditure for the 2022, 2023 and 2024 flood event repair programme is \$1,172,967 as detailed in table 2.
- [4] As flood damage repairs are unbudgeted, they are funded by scheme reserves. Alternative funding opportunities are sought through central government funding (National Emergency Management Agency (NEMA) and the Regional Infrastructure Fund (RIF)), and contribution from Contact Energy when eligible according to their consent conditions.
- [5] The three projects receiving Regional Infrastructure Fund (RIF) programme funding will now be reported within the RIF programme.

RECOMMENDATION

That the Council:

- 1) **Notes** this report.
- 2) **Notes** that the flood recovery program is complete.
- 3) **Note** that the three projects receiving Regional Infrastructure Fund (RIF) programme funding will now be reported within the RIF programme.

DISCUSSION

- [6] The Flood recovery programme has been completed following the 2022, 2023, and 2024 flood events. From these events a total of 144 sites were identified. All planned repairs have now been completed (see table 1).
- [7] There are a number of sites that require ongoing monitoring and may require works in the future. Any future works will be undertaken within the BAU work programmes if required.
- [8] There are three sites that have been included in the RFI programme.

Table 1: Summary of ORC Flood Repair sites from 2022, 2023 and 2024 events.

Area	2022	2023	2024	Total
Central Otago	12		2	14
Clutha	4			4
Dunedin	2			2
Lower Clutha	11		15	26
Lower Taieri	9		7	16
Tokomairiro			1	1
Waitaki	32			32
Wakatipu		4		4
Wanaka	1	9		10
Total	71	13	25	144

Regional Infrastructure Fund (RIF) projects

- [9] ORC sought funding opportunities through the Regional Infrastructure Fund (RIF) for three of the projects within the flood repair programmes. The three projects were accepted in the tranche 2 of the RIF funding.
- [10] The Kaitangata floodbank repairs, the repair of the Clutha Koau training line and Puerua Outfall, and the remaining works on the Puerua Floodbank have all been accepted as Regional Infrastructure Fund (RIF) Tranche 2 projects. The Puerua Floodbank previously experienced a 40 m failure, which was repaired through the flood recovery programme, with the remaining floodbank works now included in the RIF programme. These projects are expected to be completed between October and December 2026 and will be reported through the RIF Programme. Accordingly, they have been removed from Flood Recovery Programme reporting for clarity.

Financial Implications

- [11] The cost at completion of the flood recovery programmes has been updated and is presented in table 2 below. The three RIF projects have been removed from the original cost estimate and the cost at completion figures.

Table 2: Summary of ORC Flood Repair Costs from 2022, 2023 and 2024 events as at 27 August 2026. Excluding RIF projects.

Weather Event	Original cost estimate reported to Council	Cost at Completion	Contribution from CEL
July to August 2022	\$1,253,207	\$894,644	\$280,089
July 2023		\$70,323	\$0
October 2024	\$340,588	\$208,000	\$17,956
Total	\$1,593,795	\$ 1,172,967	\$298,075

- [12] The overall cost for the 2022, 2023 and 2024 flood damage was expected to be \$1.59 million. Costs at completion totalled \$1.17 million.
- [13] Contributions to date (to 31 May 2025) from Contact Energy Ltd (CEL) are \$0.3 million largely attributed to the 2022 event.
- [14] The flood protection schemes, and river channels damaged by weather outlined in this paper are not insured by the ORC. The flood protection and river management schemes are structured as self-insured funding models.
- [15] The flood repair costs, shown above are unbudgeted and will be incurred as deficit to the schemes and/or rivers management reserves.
- [16] The scheme reserve balances as of 27 August 2026 are provided in table 3.
- [17] Funding through NEMA is available where flood repair cost exceeds the NEMA claim threshold. The estimated NEMA threshold for the 2024 event is calculated at \$2.83 million based on the Capital Value of Otago Regional Council Assets for the 24/25 rates. Based on the cost incurred, no claim has been made to NEMA for the 2022, 2023 and 2024 events.

Table 3. Scheme reserve balances as of 27 August 2026.

Scheme	Reserve Balance \$000s () denotes a deficit
Alexandra Flood Protection Scheme	246
East Taieri Drainage Scheme	(746)
Leith Flood Protection Scheme	(9,434)
Lower Clutha Flood and Drainage Scheme	(5,127)
Lower Taieri Flood Protection Scheme	(666)
Tokomairiro Drainage Scheme	(173)
West Taieri Drainage Scheme	(2,205)

SUMMARY OF CONSIDERATIONS

Community Outcomes

This work aligns with the following community outcomes from the ORC 2024-2034 Long-Term Plan:

Resilience

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.

Alignment with Central Government Legislation

There is no specific national policy statement or central government direction that is directly applicable to this work.

Alignment with Otago Regional Council Internal Policy

This work aligns with the following Council priority action:

Science and Resilience SRA2

Provide councillors with a clear assessment of flood and drainage infrastructure risk, including any implications of deferred maintenance, and ensure existing community liaison mechanisms are used to test and inform this analysis.

Financial Considerations

Financial considerations are discussed in paragraphs 11 through 17 of this paper.

Legal Compliance/Risk

There is insignificant/minor risk that decisions arising from this report could expose Council to litigation, regulatory non-compliance, or breach of policy/legislation.

Reputational Risk

There is insignificant/minor risk that decisions arising from this report could adversely impact Council's reputation or community trust.

Climate Resilience

The impacts of climate-related risks (e.g. flooding, drought, extreme winds, coastal erosion, wildfires) on this work has not been assessed.

Carbon Emissions

The implications of this work on organisational or regional greenhouse gas emissions has not been assessed.

He Mahi Rau Rika: Significance, Engagement and Māori Participation Policy

Not Applicable.

Engagement with Mana Whenua

There has been no engagement with mana whenua or Māori specifically for this work.

Stakeholder Engagement

Staff have communicated with the Lower Taieri and Lower Clutha scheme Liaison groups, and the effected local landowners as the flood recovery programmes have progressed.

Communications

Communications have included several community meetings and direct discussion with affected landowners.

NEXT STEPS

[18] Three flood recovery programmes, being 2022, 2023 and 2024 events, are now complete. Flood Repair programme reports will cease until required again following a future flood event.

ATTACHMENTS



Appendix 1. Flood Recovery Programme Update 4 Images

2022 repairs - Waipori Earthworks



Figure 1. Aerial image showing the bites in the bend of the Waipori river following the 2022 event.



Figure 2. Bites removed and the berm battered back to design level.



2023 repairs – Cardrona at Albert Town



Figure 3. Aerial image of the bite that occurred during the event and encroaching on the road.



Figure 4. Eroded left bank encroaching towards the road.



Figure 5. Bite repairs are complete and new trees planted to protect the road.

2024 repairs – Henley Floodbank repairs



Figure 6. Bites taken out of the floodbank following the 2024 event.



Figure 7. Floodbank being remade after the bites have been repaired.



Figure 8. Contractor adding the final layer of dressing before seeding.

9.4. Regional Infrastructure Fund (RiF) Funding Update

Prepared for:	Council
Report No.	S&R2621
Activity:	Engineering
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Endorsed by:	Tom Dyer (General Manager Science and Resilience)
Date:	23 September 2026
Portfolio Leads:	Cr Kelliher and Cr Robertson, Science and Resilience

PURPOSE

- [1] To update Council on the nine Regional Infrastructure Fund (RiF) funding agreement projects with the Ministry of Business, Innovation and Employment (Ministry).

EXECUTIVE SUMMARY

- [2] The first Tranche of the Government Regional Infrastructure Fund (RiF) co-investment in flood resilience projects was announced on 30 May 2024. ORC was successful in securing funding towards one project with this tranche being the West Taieri Resilience Upgrade (Continuation of the Contour Channel).
- [3] The second tranche of (RiF) co-investment flood resilience projects were announced on 16 October 2025. ORC was successful in securing funding towards six projects with this tranche being Silver Stream Capacity Improvements, Kaitangata Floodbank Reconstruction, Puerua Floodbank Strengthening, Riverbank Road Flood Risk Mitigation, Lower Pond Structure Upgrades, and Puerua Outfall Structure Upgrades.
- [4] Two Nation-Wide programmes of work, administered through Environment Canterbury, were also awarded RiF grants within tranche 2. ORC has two projects within these national programmes being Pump Station Telemetry Installation, and River Monitoring Telemetry.
- [5] The funding agreement for the seven ORC projects together with the two Nation-Wide programs that ORC is part of, provide for a combined project value of \$17.85 million and received RiF co-funding worth \$10.71 Million. The RiF funding agreements require ORC to co-fund the remaining \$7.14 million. Refer to Table 1 below.
- [6] The RiF funding is in the form of grants and suspensory loans administered through MBIE’s Kānoa Regional Economic Development and Investment Unit. Of the ORC projects, five have been approved for grants and two for suspensory loans.

- [7] The RIF Grant Funding Agreements and the RIF Suspensory Loan Agreement have all been finalised and signed. The Grant agreement was signed by ORC on the 17 December 2025 and by MBIE on 19 March 2026. The Loan agreement was signed by ORC on 2 April 2026 and by MBIE on 1 May 2026. The agreement for the National project was signed by ORC on 20 March 2026 and by Environment Canterbury on 1 April 2026.
- [8] ORC has completed all requirements to fulfil the Conditions Precedent set out in each agreement. Confirmation has been received from MBIE.
- [9] All nine projects are underway and are progressing in line with the funding agreements. This report provides further detail on each project.

RECOMMENDATION

That the Council:

- 1) **Notes** this report.
- 2) **Notes** that all the projects are underway and progressing in alignment with the funding agreements.

BACKGROUND

- [10] ORC has received several rounds of Central Government funding since 2020 entering into co-funding agreements with MBIE. ORC has successfully delivered on each agreement.
- [11] In 2020 ORC was awarded Provincial Growth Fund co-funding to the value of \$5.44 million for four (4) “Shovel Ready” projects at a combined project value of \$8.5 million. ORC successfully completed the projects by December 2024 according to the funding agreements and co-funded the remaining \$3.06 million.
- [12] Following the success of the “Shovel Ready” projects, ORC along with other Regional Councils submitted a co-investment case to Central Government to secure a permanent budget line for funding towards flood resilience.
- [13] In what MBIE now refers to as Flood Protection Work Tranche 1, ORC was successful in being awarded a Regional Infrastructure Fund (RIF) co-funding commitment in August 2024 for the continuation of the Contour Channel (West Taieri) Resilience Upgrade Project. MBIE co-funding to the value of \$5.4 million has been committed to this project through a RIF grant funding agreement with ORC committing to co-funding \$3.6 million.
- [14] Application for second tranche of Government RIF co-investment in flood resilience projects was jointly submitted by the Regional Councils to MBIE in December 2024.
- [15] 32 flood resilience projects across the country received RIF Tranche 2 co-investment in flood resilience announced on 16 October 2025. See Figure 1 and the announcement at: <https://www.beehive.govt.nz/release/flood-resilience-funding-targets-regional-risk>.
- [16] Six ORC projects were successful in Tranche 2, receiving a Regional Infrastructure Fund (RIF) co-funding commitment of \$4.68 Million, with ORC committing to co-funding \$3.12 million.

- [17] Two Nation-Wide programmes of work, to be administered through Environment Canterbury have also been awarded RIF grants.
- [18] The ORC Monitoring Telemetry project will receive \$0.63 million in RIF co-funding, with ORC co-funding \$0.42 million as part of the Nation-Wide Telemetry Programme.

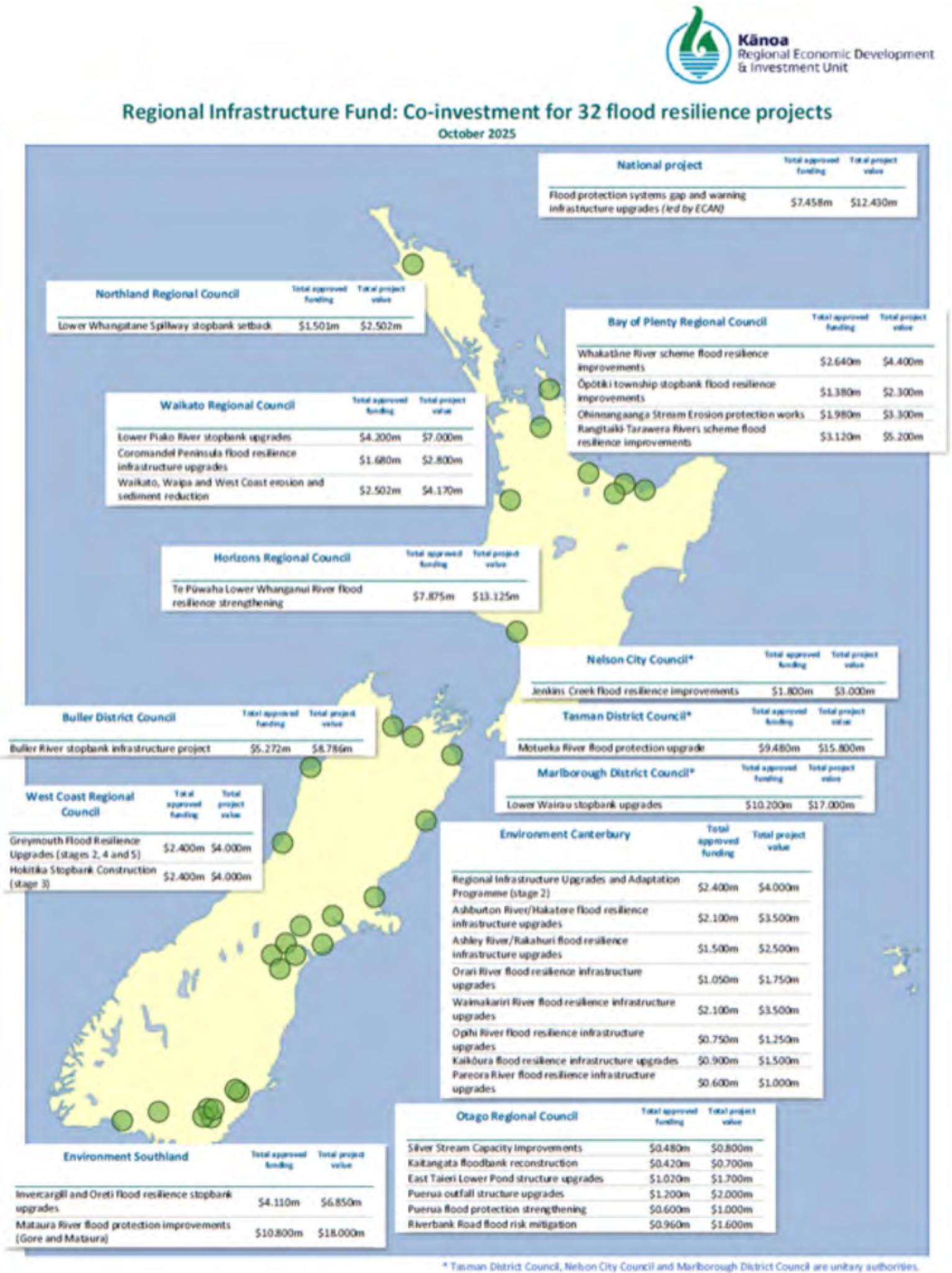


Figure 1: Map showing the 32 projects receiving Tranche 2 funding from the Regional Infrastructure Fund, announced in October 2025.

DISCUSSION

- [19] ORC projects receiving a co-funding commitment through the RIF Flood Resilience funding are shown in Table 1 below.
- [20] Each of these projects already has funding in the 2024-2035 Long-Term Plan or is being funded through the Lower Clutha Flood Protection and Drainage Scheme Reserves in the case of the three projects resulting from flood damage.
- [21] To date, seven claims have been submitted and accepted by MBIE for Tranche 1. The first claim for of Tranche 2 Grant and National projects has been submitted and accepted by MBIE and a claim for the Tranche 2 Loan will be submitted in the coming weeks.

Table 1. Regional Infrastructure Funding agreements commitments.

Project	ORC Contribution Million \$	RIF Contribution Million \$	Total Project Value as in funding agreements Million \$
Grant Funded Projects			
Contour Channel (West Taieri) Resilience Upgrade	3.6	5.4	9.00
Silver Stream Capacity Improvements	0.32	0.48	0.80
Kaitangata Floodbank Reconstruction	0.28	0.42	0.70
Puerua Floodbank Strengthening	0.40	0.60	1.00
Riverbank Road Flood Risk Mitigation	0.64	0.96	1.60
Subtotal	5.24	7.86	13.10
Suspensory Loan Projects			
Lower Pond Structure Upgrades	0.68	1.02	1.70
Puerua Outfall Structure Upgrades	0.80	1.20	2.00
Subtotal	1.48	2.22	3.70
National Projects			
Pump Station Telemetry Installation	0.30	0.45	0.75
River Monitoring Telemetry	0.12	0.18	0.30
Subtotal	0.42	0.63	1.05
TOTAL	7.14	10.71	17.85

Project updates

- [22] The Contour Channel (West Taieri) Resilience Upgrade project is progressing to programme. The Bridge 14 replacement was completed in March 2025. The main Contractor established on site to begin the Floodbank work in January 2026 and completed the first 1.0km at the top (Woodside) end of the site. The Miller Road Culvert

upgrade design is complete, and the consent has been submitted. The Main Contractor is planning to reestablish to site in October 2026 to continue the floodbank construction.

- [23] The Silver Stream Capacity Project is progressing well. Sediment removal works have been completed from the confluence with the Taieri River to Riccarton Road within the 2025 / 2026 construction season. The next phase of the work from Riccarton Rd to Gordon Road is planned to be completed within the 2026/2027 season.
- [24] The Kaitangata Floodbank reconstruction work is well advanced. The first section and road crossing were completed in 2025. When the contractor reestablished in early 2026, unforeseen ground conditions were discovered and additional investigation and testing were undertaken. The design and methodology have been amended and the final 200.0m of the work is planned for completion by December 2026.
- [25] For the Puerua Floodbank Strengthening, all the bank investigation is completed and now moving into detailed design. The construction package is planned to go to the market later in 2026 for an early 2027 start date. Construction is planned for completion by June 2028 as per the funding agreement.
- [26] The Riverbank Road Flood Risk Mitigation project has made good progress. The design has now been completed, and the consenting process is underway. The purchase of land is required to enable the relocation of a section of floodbank. ORC has been engaging with the landowner and will continue to progress the land purchase now that the design is complete and land requirements are understood.
- [27] The Lower Pond Structure Upgrades now has a contractor assigned to the project. Site establishment is planned for mid-September 2026. All the site work is forecast to be completed by December 2026. This project is expected to be completed under budget as the scope of the work has reduced. The original project included to fully replace the existing outfall structure. Following detailed investigation, the existing large culverts are now to be retained with a protective coating applied, the headwall structures will be replaced and the existing gravity gates refurbished.
- [28] The Puerua Outfall Structure Upgrades project is complete. The Training line has been reinstated and the last of the six 2.5m dia culverts were installed 20 July 2026. The culverts were commissioned on 12 August and the final backfill to the training line to bring it up to the finished design height and completed. The project has been carried out as emergency works under the RMA. Consent requirements are being assessed and applications prepared for any required consents.
- [29] Claims submitted to MBIE to date for these projects under the Funding agreements total \$1,952,739.49.

National Projects.

- [30] The two National projects are progressing well. The river monitoring project is well advanced and is being delivered in house by the ORC Environmental Monitoring team. The Pumpstation telemetry upgrade package is planned to be on the market in the coming months to be completed within the contracted program times.
- [31] A claim was submitted to ECAN under the National Project agreement for the sum of \$57,213.52.

Project financial update

[32] Table 2 provides the current budgets, cost to date, funding received from MBIE to date, and the forecast cost at completion for each project.

Table 2. Regional Infrastructure Funding.

Project	Approved Project Budget Million \$	Cost to date Million \$	RIF funding received Million \$	Forecast cost at completion Million \$
Grant Funded Projects				
Contour Channel (West Taieri) Resilience Upgrade	9.00	2.17	1.3	9.00
Silver Stream Capacity Improvements	1.92	0.82	0.48	1.92
Kaitangata Floodbank Reconstruction	0.70	0.22	0.13	0.70
Puerua Floodbank Strengthening	1.00	0.03	0.02	1.00
Riverbank Road Flood Risk Mitigation	1.60	0.04	0.02	1.60
Subtotal	14.22	3.28	1.95	14.22
Suspensory Loan Projects				
Lower Pond Structure Upgrades	1.70	0.03	0.00	0.50
Puerua Outfall Structure Upgrades	2.90	2.60	0.00	2.90
Subtotal	4.60	2.63	0.00	3.40
National Projects				
Pump Station Telemetry Installation	0.75	0.05	0.03	0.75
River Monitoring Telemetry	0.30	0.05	0.03	0.30
Subtotal	1.05	0.10	0.06	1.05
TOTAL	19.87	6.01	2.01	18.67

[33] Contact Energy Limited's (CEL) consent condition in relation to the Clutha river training works requires CEL to contribute to the maintenance of the training works. To date CEL has paid \$519,724 contribution for the Puerua Outfall Structure Upgrade. ORC has negotiated a total contribution with CEL staff of \$1,732,412.00 and are awaiting CEL board approval.

[34] The Riverbank Road Flood Risk mitigation project is also being discussed with CEL staff to agree a contribution from CEL for this project.

SUMMARY OF CONSIDERATIONS

Community Outcomes

This work aligns with the following community outcomes from the ORC 2024-2034 Long-Term Plan:

Resilience

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.

Alignment with Central Government Legislation

There is no specific national policy statement or central government direction that is directly applicable to this work.

Alignment with Otago Regional Council Internal Policy

There is no specific ORC policy that is directly applicable to this work.

Financial Considerations

The budget for this work was approved through the 2024-2034 Long-Term Plan and comes from the Environment – Climate Change and Resilience activity budget.

Legal Compliance/Risk

There is insignificant/minor risk that decisions arising from this report could expose Council to litigation, regulatory non-compliance, or breach of policy/legislation.

Reputational Risk

There is insignificant/minor risk that decisions arising from this report could adversely impact Council's reputation or community trust.

Climate Resilience

The impacts of climate-related risks (e.g. flooding, drought, extreme winds, coastal erosion, wildfires) on this work has not been assessed.

Carbon Emissions

The implications of this work on organisational or regional greenhouse gas emissions has not been assessed.

He Mahi Rau Rika: Significance, Engagement and Māori Participation Policy

Not Applicable.

Engagement with Mana Whenua

There has been no engagement with mana whenua or Māori specifically for this work.

Stakeholder Engagement

Staff have communicated with the Lower Taieri and Lower Clutha scheme Liaison groups and the effected landowners as the Regional Infrastructure Fund projects have progressed. Updates have been provided through social media channels and media releases by ORC Communications and Marketing team.

Communications

Communications have included several community meetings and direct discussion with affected landowners.

NEXT STEPS

- [35] Continue to deliver the nine Regional Infrastructure Fund (RIF) funding agreement projects with the Ministry of Business, Innovation and Employment (Ministry) as per the funding agreements.

ATTACHMENTS

1. Appendix 1. Regional Infrastructure fund update images [**9.4.1** - 3 pages]



Appendix 1. Regional Infrastructure fund update images

Tranche 1 – Contour Channel (West Taieri) Resilience Upgrade



Figure 1. Completed Bridge 14 replacement.



Figure 2. Contractor working on the new floodbank at the Woodside end of the Contour Channel.



Tranche 2 - Puerua Outfall Structure Upgrades

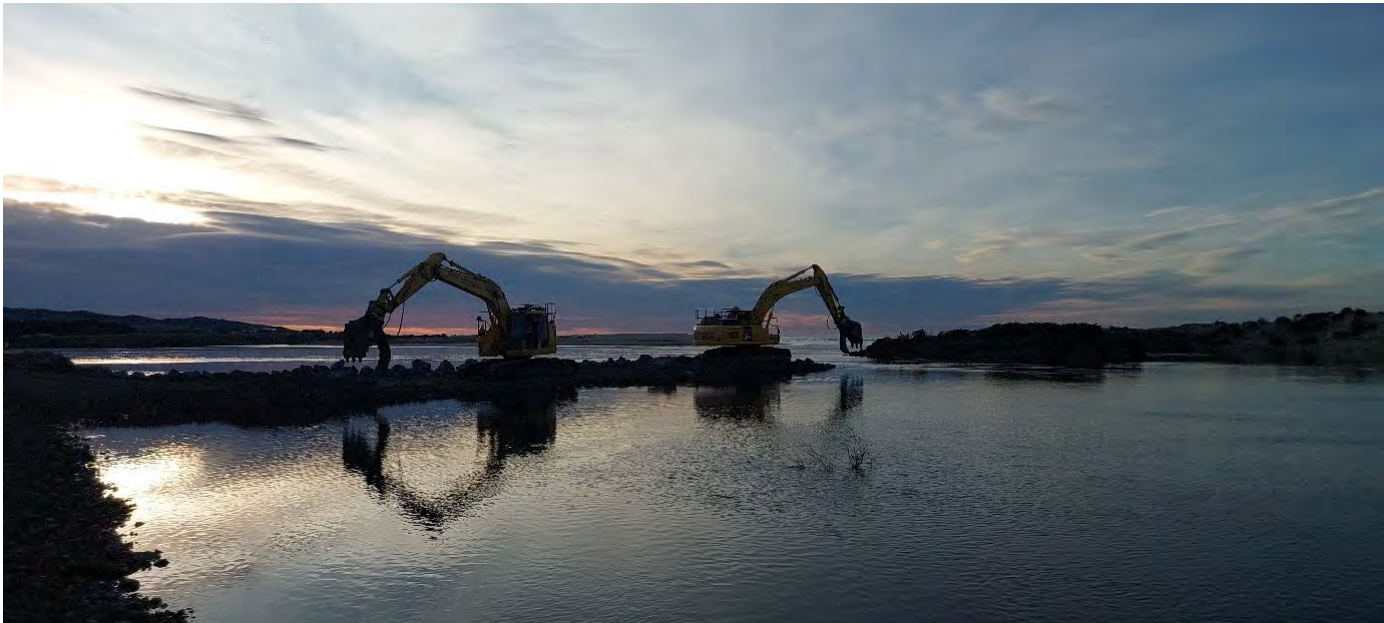


Figure 3. Contractor placing rock to fill the breach in the training line.



Figure 4. One of the 6 new culverts is ratcheted into place before the form work for the concrete anchor is formed and poured.



Tranche 2- Silver Stream Capacity Improvements



Figure 5. Contractor working on the berm at the Confluence end of the Silver Stream.

National Project - River Monitoring Telemetry



Figure 6. Environmental Monitoring staff installing one of the new level sensors.

9.5. North East Valley Flood Risk Mitigation

Prepared for:	Council
Report No.	S&R2620
Activity:	Natural Hazards
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Endorsed by:	Tom Dyer (General Manager Science and Resilience)
Date:	23 September 2026
Portfolio Leads:	Cr Kelliher and Cr Robertson, Science and Resilience

PURPOSE

- [1] To update committee on the programme for investigations into reducing the flood risk in North East Valley (Lindsay Creek).

EXECUTIVE SUMMARY

- [2] The flood hazard risk for large parts of the Lindsay Creek floodplain is significant and is higher than what is generally considered tolerable in New Zealand and in Otago for an urban area.
- [3] A comprehensive flood protection scheme and a scaled back version have been presented to Council previously, in 2011 and 2013 respectively.
- [4] Council previously decided not to pursue both versions of the scheme. The decisions were informed by the economic climate at the time, feedback from community consultation, the potential impact of costs to residents and the perceived lack of value provided by the proposed work.
- [5] Limited flood hazard and erosion mitigation is provided in the Lindsay Creek floodplain and the flood hazard risk remains largely unmitigated. The residual risk associated with flooding to this community is high.
- [6] In November 2024¹, the Otago Regional Council (ORC) Safety and Resilience Committee endorsed the need to revisit a programme for investigations into reducing the flood risk in North East Valley.

¹ van Woerden T, and Payan J, 2024. North East Valley Flood Risk Mitigation. Report OPS2412 to the Otago Regional Council Safety and Resilience Committee, 7 November 2024. <https://www.orc.govt.nz/media/ffqpudud/20241107-sr-agenda.pdf>

- [7] To enable a reconsideration of the flood hazard, an initial multi-year programme of investigations into reducing the flood risk in the Lindsay Creek catchment has been included in the 2024-2034 Long-Term Plan and in the 2024-2054 Infrastructure Strategy.
- [8] ORC has recently completed an updated flood hazard assessment for the Lindsay Creek catchment (Attachment 1). The assessment provides a comprehensive update of existing information regarding the flood hazard characteristics within the Lindsay Creek catchment.
- [9] This paper provides an update on the programme's activities since the previous committee paper in November 2024 with a focus on the new flood hazard information.

RECOMMENDATION

That the Council:

- 1) **Notes** this report.
- 2) **Notes** the Lindsay Creek Flood Risk Reduction programme progress.
- 3) **Endorses** the proposed approach to community engagement.

BACKGROUND

- [10] The Lindsay Creek valley-floor floodplain is intensely developed and populated, with urban land use occurring immediately next to the channel (Figure 1). Several hundred residential properties and few thousand people have some degree of exposure to flood hazard and can be directly or indirectly impacted by flooding, along with three schools, a Police Station, Ross Home and the Otago Community Hospice, infrastructure and roads (including North Road, which is the main access to North East Valley) and a number of commercial properties.

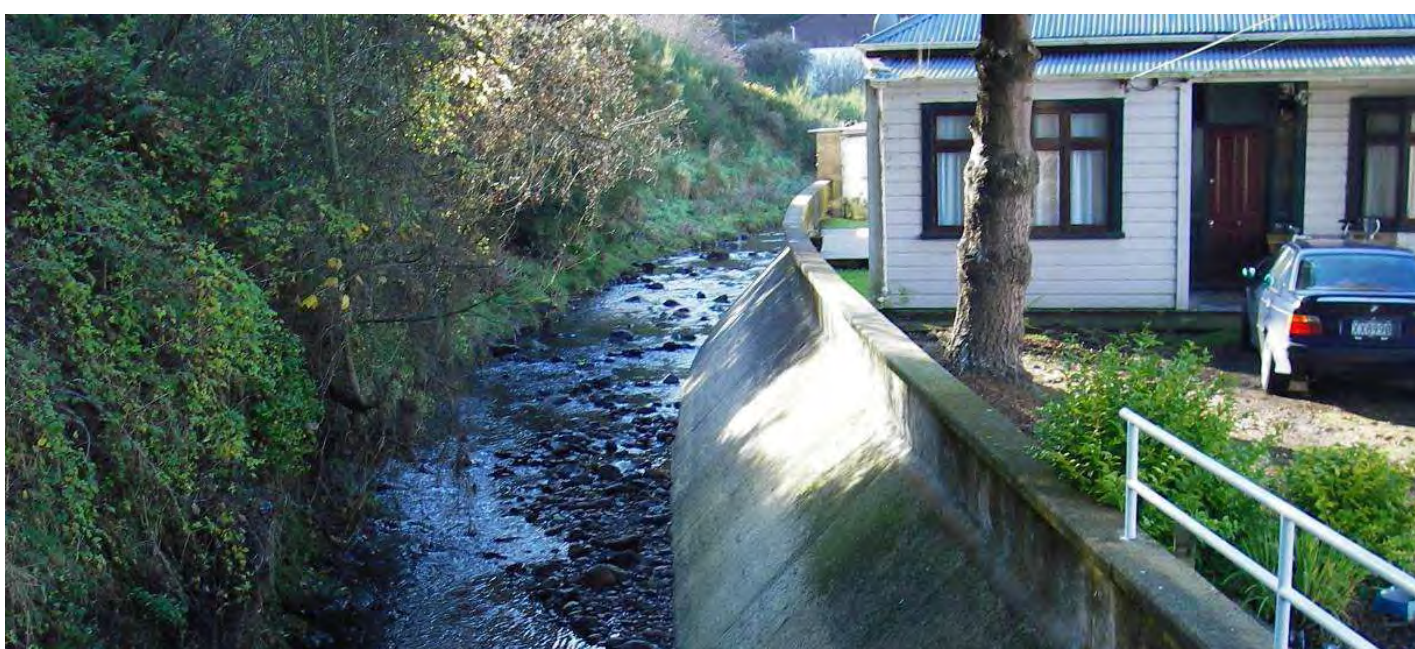




Figure 1. Typical sections of the Lindsay Creek channel in North East Valley (all looking upstream). Note the narrowness of the channel, the steepness of the right bank and the proximity of the houses and residential activities at many locations along the stream channel. The concrete channel lining and floodwall are ORC assets, some infrastructure is also owned, controlled and maintained by Dunedin City Council and adjacent private landowners.

- [11] A comprehensive flood protection scheme and a scaled back version have been presented to Council previously, in 2011 and 2013 respectively.
- [12] Council previously decided not to pursue both versions of the scheme. The decisions were informed by the economic climate at the time, feedback from community consultation, and the potential impact of costs on residents vs. the benefits provided by the proposed work.
- [13] Limited flood hazard and erosion mitigation is currently provided in the Lindsay Creek floodplain and the flood hazard risk remains largely unmitigated and higher than what is generally considered acceptable for an urban area. The residual risk associated with flooding to this community is high.
- [14] In 2024, ORC Safety and Resilience Committee endorsed the need to revisit a programme for investigations into reducing the flood risk in North East Valley². To enable a reconsideration of the flood hazard, a multi-year programme of investigations into reducing the flood risk in North East Valley is included in the Long-Term Plan 2024-2034 and in the Infrastructure Strategy 2024-2054³.
- [15] The high-level programme and timeframe are described in the Infrastructure Strategy 2024-2054 (Table 1). The investigations phases are planned between financial year 2024/25 (year 1) until 2026/27 (year 3).

² van Woerden T, and Payan J, 2024. North East Valley Flood Risk Mitigation. Report OPS2412 to the Otago Regional Council Safety and Resilience Committee, 7 November 2024. <https://www.orc.govt.nz/media/ffqpudud/20241107-sr-agenda.pdf>

³ <https://www.orc.govt.nz/media/cu3b41ry/final-otago-regional-council-infrastructure-strategy-2024-2054.pdf>

Year	Estimated Expenditure \$,000's													
	Y1 2024/25	Y2 2025/26	Y3 2026/27	Y4 2027/28	Y5 2028/29	Y6 2029/30	Y7 2030/31	Y8 2031/32	Y9 2032/33	Y10 2033/34	Y11-15 2035-39	Y16-20 2040-44	Y21-25 2045-49	Y26-Y30 2050-54
Routine / Business as Usual Activities														
Dunedin Area: Channel and Riparian Management*					6,587						3,427	3,765	3,967	4,315
Clutha Area: Channel and Riparian Management*					7,321						4,315	4,450	4,922	5,100
Central Otago Area: Channel and Riparian Management*					5,366						3,268	3,457	3,783	4,041
Wakatipu Area: Channel and Riparian Management**					4,945						2,830	2,985	3,203	3,578
Wanaka Area: Channel and Riparian Management***					3,026						1,701	1,807	1,895	2,103
Waitaki Area: Channel and Riparian Management*					4,684						2,634	2,841	3,049	3,256
Lower Waitaki River Control Scheme: Contribution to Scheme Operation					2,545						1,463	1,586	1,695	1,817
Dunedin Area Projects - Infrastructure Related Only														
Middlemarch: Hazard Mitigation Investigations			156											
Middlemarch: Tactical Maintenance		154												
Middlemarch: Hazard Mitigation Improvements						335					6,346			
Lindsay Creek / North East Valley Resilience: Flood Response Plan	5													
Lindsay Creek: Legalisation of land ownership		101												
Lindsay Creek: Identification of flood mitigation options			155											
Lindsay Creek: Hydraulic Modelling			450											
Lindsay Creek: Implementation of Flood Mitigation							3,525				12,692	13,692	14,692	15,692
Lindsay Creek: Quarry Bridge		1,000												
Kaikorai Stilling Basin: Resilience and Environmental Enhancement			1,556								3,173	3,423		
Kaikorai Stream: Improvements			154											
River Mouth Monitoring Technology Installation			123											

Decision/Project	Principal Options	Assumptions
Decision Timing	Options	Scale of Costs
N	Do nothing. Ongoing maintenance of waterway and existing infrastructure.	Low to moderate (ongoing operational costs)
Lindsay Creek Flood Mitigation Implementation Year 4 (2027/28)		Moderate to high (costs associated with major events)
Decision Drivers (Key Significant Issues):	Implement flood mitigation options that focus on nature-based solutions where practicable.	High to very high (initial capital and implementation costs)
	Build a flood protection scheme that consists of hard engineering infrastructure.	Very high (initial capital cost)

Table 1. Investment programme for the Dunedin Area (Infrastructure related only). Work related to the programme for investigations into reducing the flood risk in the Lindsay Creek catchment is highlighted by the red rectangle

- [16] This financial year (2026/27), the next planned outcomes is the development of a flood risk reduction plan for the Lindsay Creek catchment. The plan will not only focus on hard engineering measures but will consider all the approaches available to reduce the flood hazard in accordance with the New Zealand Standard 9401:2008 Managing Flood Risk and the including the Protect, Avoid, Retreat, Accommodate (PARA) Framework (Ministry for the Environment⁴).
- [17] A decision point (marked with the letter N in Table 1) will follow in 2027/28 (year 4) to consider the following options (as described in the Infrastructure Strategy 2024-2054):
- Status quo: ongoing maintenance of waterway and existing infrastructure, update of flood hazard information and collaboration with DCC as required, emergency response planning.
 - Implement flood mitigation options that focus on nature-based solutions where practicable.
 - Build a flood protection scheme that consists of hard engineering infrastructure.
- [18] Depending on the decision made, it is possible to start the implementation of the flood mitigation works from 2028/29 (Year 5). The implementation will span several years. This is reflected in the sequencing of the estimated expenditure (Table 1): a smaller expenditure is associated with the detail design and planning of the potential risk

⁴ <https://environment.govt.nz/publications/aotearoa-new-zealands-first-national-adaptationplan/adaptation-options-including-managed-retreat/>

reduction work between 2028/29 (Year 5) and 20233/34 (Year 10) and a more substantive expenditure is associated with the construction of flood mitigation work from 2035/36 (Year 11).

- [19] The estimated expenditure, sequencing and decision point are currently being reviewed part of the Long-Term Plan 2027-2037 and Infrastructure Strategy 2027-2057 development and will be presented to Council during the development process.

UPDATED LINDSAY CREEK FLOOD HAZARD ASSESSMENT

- [20] ORC has recently completed hydraulic modelling supporting a detailed assessment of the Lindsay Creek flood hazard (Attachment 1). This work will inform the flood risk reduction investigations but also the emergency flood responses.
- [21] The investigation focused on river flooding with some consideration of the influence of stormwater. It considered a range of flood flows including the effects of a “maximum credible” event and of climate change.
- [22] A sensitivity-based approach has been adopted to represent the potential effects of climate change on flood flows. A 20% increase has been applied to the peak design discharges used as inflows to the hydraulic model. This adjustment is intended to represent a plausible increase in flood magnitude associated with projected increases in extreme rainfall intensity and is applied as a sensitivity allowance rather than as a definitive prediction of future flood behaviour. At this stage of the programme (flood hazard assessment), the adopted 20% increase is considered appropriate for the Lindsay Creek catchment given its rainfall-driven flood response characteristics. The uncertainty associated with this simplified approach is recognised. Therefore, a catchment-specific climate-adjusted assessment will be completed during the design phases of potential flood mitigation work. This assessment will inform the nature and scale of the mitigation work and provide transparency about climate assumptions for decision-makers.
- [23] In the absence of New Zealand standards for flood hazard assessments, flood hazard categories were assessed in accordance with the general guidance provided in the Australian Rainfall and Runoff (ARR) Guidelines⁵. Flood hazard is assessed by considering the combined effects of floodwater depth and flow velocity, recognising that the severity of the hazard to people, vehicles, and structures is influenced by both the depth of inundation and the speed or velocity at which floodwaters are moving. While shallow, slow-moving water generally presents a lower hazard, increasing depths and velocities can significantly increase the potential for instability, structural damage, and risk to life.
- [24] The Lindsay Creek flood hazard investigation provides a comprehensive update of existing information regarding the flood hazard characteristics within the Lindsay Creek catchment. It refines the understanding of potential flood risks and provides updated detailed flood hazard information that can support ORC and communities in making informed decisions and implementing effective floodplain management practices. This work will inform the flood risk reduction investigations and the emergency flood responses.

⁵ McLuckie, D., Babister, M., Smith, G., & Thompson, R. (2014). Updating National Guidance on Best Practice Flood Risk Management. <https://knowledge.aidr.org.au/media/5667/updating-national-guidance-mcluckie.pdf>

- [25] A summary of the flood extent, areas likely to be affected and the severity of the flood hazard for a range of flows is presented in the next section. The associated maps are presented in Attachment 2.

DISCUSSION

Description of the flood hazard

- [26] Lindsay Creek rises on the flanks of Mount Cargill and runs southwest, draining North East Valley and joining the Water of Leith at the Botanic Garden. The catchment is compact with an area of about 12km², and the main channel is relatively short being about 7km long. Lindsay Creek has a relatively narrow channel including in the lower sections (sometimes a few meters wide only, Figure 1).
- [27] The characteristics of the catchment (steep and compact) result in the flood peak reaching the urbanised part of North East Valley quickly (less than 2 hours from the onset of heavy rain). This leaves a very limited ability for residents and Emergency Services to plan a response during a heavy rainfall event.
- [28] During flood events, Lindsay Creek can overflow its channel and flood adjoining low-lying land in North East Valley. The extent of flooding and its characteristics vary with the size of flood event and is described below.
- [29] Assessments of channel capacity have showed that some sections of Lindsay Creek are very restricted resulting in various overtopping locations: for example, the section between Watts Road and Felix Street (adjacent to Palmers Quarry) has a capacity of approximately 30m³/s. This flow is estimated to have a 20-year Average Recurrence Interval (ARI)⁶.
- [30] For flood flows between 30m³/s (20-year ARI) to 40m³/s (100-year ARI⁷):
- a. Upstream of the Bonnington Street bridge, floodwater is generally contained within the Lindsay Creek channel and limited overtopping is expected (Attachment 2, Maps 1.2 and 1.3).
 - b. In North East Valley (Attachment 2, Map 1.1), floodwater will start to overtop the left bank into North Road and, depending on the volume of water spilled, inundate large parts of the residential area extending southwest from Watts Road to the intersection of Craigleith Street and North Road. Some flooding of properties is possible in the area extending northeast from Watts Road to Bonnington Street (Attachment 2, Map 1.2).
 - c. Flooding in areas with the lowest flood hazard category (H1, Attachment 2, Maps 2.1, 2.2 and 2.3) is not likely to affect people's safety, vehicle access and building

⁶ A 20-year Average Recurrence Interval event has a 5% chance of occurring in any given year. It has approximately a 40% probability of occurring in a 10-year period and a 79% probability of occurring in a 30-year period.

⁷ A 100-year Average Recurrence Interval event has a 1% chance of occurring in any given year. It has approximately a 10% probability of occurring in a 10-year period and a 26% probability of occurring in a 30-year period.

structural stability because it is likely to be shallow and slow moving. However, flooding of buildings and internal damages and loss of property can still occur. This depends on the building floor level and local features, such as fences, affecting the overland flow paths locally.

- d. Between Beechworth Street and North Road bridge widespread areas are likely to be affected with floodwaters becoming unsafe for people and vehicles (categories H2 to H4, Attachment 2, Maps 2.1, 2.2).
- e. Flooding on North Road (which is the main access to North East Valley) and multiple streets is likely to restrict the ability for people and emergency services to safely access parts of North East Valley (categories H2 and H3, Attachment 2, Map 2.1).
- f. Most flooding identified in the new flood hazard investigation is unlikely to cause structural damage to buildings. The areas where the hazard categories are the highest (impact on building structural stability, categories H5 and H6) are within and adjacent to the creek channels and in local pockets of deeper or faster floodwaters along North Road corridor, in particular in the vicinity of the intersection between North Road and Baldwin Street (Attachment 2, Map 2.1,).
- g. High flow velocities in Lindsay Creek can cause bank erosion affecting properties and structures close to the channel or resulting in premature overtopping and inundation of the floodplain.
- h. Dormant and creeping landsliding above some sections of the channel could be activated in a heavy rainfall event and partially or fully block the channel, causing substantial out-of-channel overflow. For example, a number of landslide features on the steep true-right (northern) bank of Lindsay Creek between Palmers Quarry and Allen Street were identified⁸, and the toe (or base) of these landslides encroach into the main channel. If a landslide were to fully block the stream channel, which is already relatively narrow, the full river flow would break out and travel overland through roads and residential areas.
- i. During large flood events, the steep upper reaches of Lindsay Creek can produce large volumes of debris. Accumulations around bridges or other instream structures is likely, resulting in full or partial blockage of the creek channel. Floodwater would then back up behind the debris and this could lead to floodwater spilling onto the floodplain.
- j. Most of the stormwater network in North East Valley discharges into Lindsay Creek. During heavy rainfall events, high water levels in Lindsay Creek will prevent the free discharge of the stormwater network. Stormwater overflows contribute to surface flooding and can compound the effects of river flooding.

⁸ Lindsay Creek Value Engineering Study Geotechnical Appraisal, Coffey Geotechnics, 2010. Report prepared for Otago Regional Council.

- [31] When flows reach or exceed 60m³/s (representing a “maximum credible event”, 500-year ARI⁹) the floodwater is likely to affect larger parts of the areas between Bonnington Street and the North Road bridge and to start to affect properties along North Road from North Road Bridge to Opoho Road and the Botanic Gardens (mainly in category H1, Attachment 2, Maps 2.4, 2.5 and 2.6). Larger sections of North Road and many surrounding streets are likely to be impassable with possible more damage to North Road in the vicinity of the intersection with Baldwin Street (Attachment 2, Map 2.4).

COMMUNICATIONS AND ENGAGEMENT ACTIVITIES

- [32] A programme of engagement activities has been developed and is summarised in Table 2 below.
- [33] Documents to support the engagement activities are being prepared including a dedicated webpage, videos and a plain-language summary of the flood hazard.
- [34] The new flood hazard information and associated report, a plain-language summary and map layers will be made available through the ORC Natural Hazard Portal and ORC webpage.

Table 2. Key communications and engagement activities for 2026/2027

Stage of work	Key Activity	Purpose	Completed	Proposed
Investigation Stage 1: new flood hazard assessment findings	Staff updates on preliminary findings	Present key findings to CDEM and Engineering staff and discuss implications	Mid-2026	
	Report to ORC councillors	Share key findings of flood hazard assessment and programme update	Sept 2026	
	Community event in North East Valley	Share key findings of flood hazard assessment and programme update; open discussion and feedback		October 2026
Investigation Stage 2a: long-list of possible responses for discussion	Activities to share with staff, ORC councillors and community	Share long-list of possible flood risk reduction responses; open discussion and feedback		Early 2027

⁹ A 500-year Average Recurrence Interval event has a 0.2% chance of occurring in any given year. It has approximately a 2% probability of occurring in a 10-year period and a 6% probability of occurring in a 30-year period. This flow, although extreme, is considered to be an appropriate representation the effects of a “maximum credible” event.

Stage of work	Key Activity	Purpose	Completed	Proposed
Investigations Stage 2b: Flood Risk Reduction Plan	Activities to share with staff, ORC councillors and community	Share Flood Risk Reduction Plan of short-listed responses		Mid-2027

SUMMARY OF CONSIDERATIONS

Community Outcomes

This work aligns with the following community outcomes from the ORC 2024-2034 Long-Term Plan:

Resilience

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.

Alignment with Central Government Legislation

This work is consistent with relevant central government policy and direction. Specifically, it aligns with the current resource management reform programmes, which seeks to meet the objective of “Adapting to the effects of climate change and reducing risks from natural hazards”, and the proposed Planning Act has a goal to “Keep communities safe from intolerable risks and effects of natural hazards and climate change”.¹⁰

Natural hazards are a mandatory matter to be included in regional spatial planning under the proposed Planning Act. The Planning Bill states that the content of regional spatial plans must include priority locations for adaptation plans prepared under the Climate Change Response Act 2002¹¹. The findings of the flood hazard assessment will be considered during the preparation of the regional spatial plan.

This work also aligns with the Emergency Management Bill which was introduced in 2025 to replace the Civil Defence Emergency Management Act 2002 (CDEM Act). Under the bill, the current Civil Defence Emergency Management Groups will continue in existence as Emergency Management Committees. The Emergency Management Committee will have the functions including to do the following in relation to hazards and risks within its area:

- a. identify and assess those hazards and risks:
- b. manage those hazards and risks:
- c. identify and implement cost-effective risk reduction:
- d. consult and communicate with the communities within the area about those hazards and risks:

The findings of the flood hazard assessment are expected to be a potential input towards the undertaking of these Emergency Management functions.

Powers contained in the Local Government Act and in the Soil Conservation and River Control Act provide legal authority to investigate flood mitigation works.

Alignment with Otago Regional Council Internal Policy

¹⁰ Report from the Expert Advisory Group on Resource Management Reform. [Blueprint for resource management reform: A better planning and resource management system 2025](#).

¹¹ [Planning Bill](#): 3(1)(f).

There is no specific ORC policy that is directly applicable to this work.

Financial Considerations

The budget for this work was approved through the 2024-2034 Long-Term Plan and the 2024-2054 Infrastructure Strategy (refer to Table 1 for details).

The initial budget in the 2024-2034 Long-Term Plan and the 2024-2054 Infrastructure Strategy associated with the hydraulic modelling and flood hazard assessment (\$450,000 over three years) assumed that the work would be outsourced, and that new topographical information would be required. However, we were able to complete the modelling and assessment in-house and to use existing data to inform the modelling, significantly reducing the expenditure associated with this work (estimated actual expenditure is approximately \$40,000; the actual expenditure, mainly associated with staff time, is expected to increase by the end of 2026-27 as the work continues to progress).

Legal Compliance/Risk

There is insignificant/minor risk that decisions arising from this report could expose Council to litigation, regulatory non-compliance, or breach of policy/legislation.

Reputational Risk

There is insignificant/minor risk that decisions arising from this report could adversely impact Council's reputation or community trust.

Climate Resilience

The influence of climate change is a key factor to be considered in assessment of flood hazard, and in development of flood risk reduction work programmes. The effects of climate change are considered in flood hazard assessment for Lindsay Creek and will be further considered in the assessment of risks and potential hazard management responses.

Carbon Emissions

The implications of this work on organisational or regional greenhouse gas emissions have not been assessed.

He Mahi Rau Rika: Significance, Engagement and Māori Participation Policy

This work is of MEDIUM-HIGH significance as assessed against He Mahi Rau Rika.

Engagement with Mana Whenua

It is proposed to share the new findings with Aukaha and Te Ao Mārama as mana whenua representatives. Engagement planning is designed to be consistent with organisational commitments made through He Mahi Rau Rika: ORC Significance, Engagement and Māori Participation Policy.

Stakeholder Engagement

It is proposed to share the new findings with key stakeholders including the Dunedin City Council.

Preliminary findings have been presented to the Emergency Management Otago.

Communications

Communications and engagement planning are integrated, complementary and build off each other (refer to the COMMUNICATIONS AND ENGAGEMENT ACTIVITIES section above).

NEXT STEPS

- [35] Share the findings with key stakeholders, the public and mana whenua.
- [36] The next stage of investigations is to develop a Flood Risk Reduction Plan for the Lindsay Creek catchment by June 2027. An optioneering approach is proposed, including a long-listing stage with opportunity for community and stakeholder input. Past flood protection options will be re-examined. As well as, taking a fresh look for other possible responses.
- [37] The results of the flood hazard assessment will be considered as part of ORC Long-Term Plan (2027-37) development.

ATTACHMENTS

- 1. Lindsay Creek Flood Study Final - August 2026 [**9.5.1** - 32 pages]
- 2. Flood hazard maps Lindsay Creek August 2026 [**9.5.2** - 9 pages]



Lindsay Creek Flood Hazard Study

August 2026



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SECTION 1.0 - INTRODUCTION

1.1 Purpose

This flood study provides a comprehensive revision and update of existing information regarding the presence, extent, and severity of flood hazards within the Lindsay Creek catchment. The analyses and assessments presented in this report were developed to improve the understanding of potential flood risks and to provide updated flood hazard data that can support the Otago Regional Council (ORC) and communities in making informed decisions and implementing effective floodplain management practices. The information contained within this study is intended to assist with planning, risk awareness, and the development of strategies that promote responsible management of flood-prone areas.

1.2 Location of Study

This study is located in the Lindsay Creek catchment within Dunedin City. Areas included in this study include a portion North East Valley. Specifically, the focus of this study is fluvial flooding along Lindsay Creek which generally flows from northeast to southwest through North East Valley along North Road. The general project location is shown in Figure 1.1, and a detailed location map is shown in Figure 1.2.



Figure 1.1: General Location Map

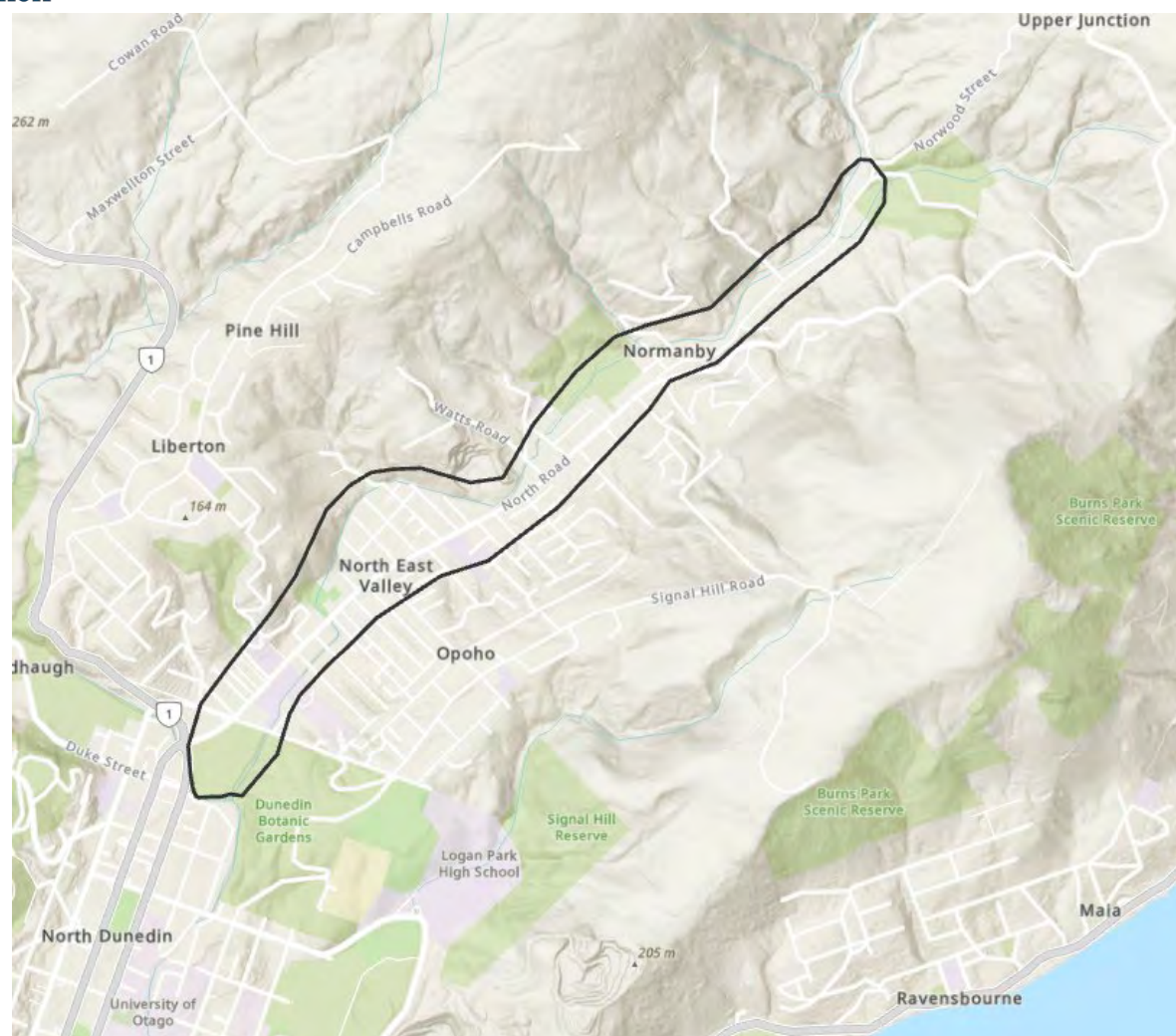


Figure 1.2: Detailed Location Map – Study area

1.3 Previous Studies

There have been several prior studies of flood hazards related to the Lindsay Creek catchment area. The following is a summary of some of the prior works and known or assessed limitations.

1. Water of Leith and Lindsay's Creek (MacLean, Wilkie, & Alexander, 1931)

This study was one of the earlier studies for the area that attempted to quantify flood discharges and suggest potential flood protection measures.

2. Lindsay Creek Flood Hazard Report (ORC, 2001)

The study included a flood frequency analysis and established baseline hydrologic information. The study also established design discharge values that were intended to inform the assessment of a proposed flood control scheme. There was no hydraulic modelling and mapping was limited to prior observation from flood events.

3. Lindsay Creek from Potters Road to the Water of Leith Confluence Hydraulic Modelling Report (OPUS, 2004)



The primary purpose of this report was to assess existing channel capacity against established design discharges and to assess potential hazard mitigation alternatives. This study developed a limited 1-Dimensional hydraulic model using MIKE 11 software. Flood and hazard mapping was coarse as there was limited topographic data available at the time. This report was used to develop a preliminary flood control scheme for the area; however, the scheme was never constructed.

4. Flood Hazard of Dunedin's Urban Streams (ORC, 2014)

This study examined flooding hazards throughout the Dunedin area and Lindsay Creek was one of several streams examined. The study was completed to support the review of Dunedin City District plan. It did not include hydraulic modelling and floodplain mapping was completed using a geomorphological approach. The approach and results were similar to the 2001 study.

5. North East Valley Catchment Rapid Flood Hazard Assessment (Stantec, 2022)

This study is the most current study known. The study used modern Infoworks ICM software and included 2-Dimensional hydraulic modelling. Mapping was completed using Lidar topographic data. This study was done as part of a rapid flood hazard assessment for Dunedin District Council (DCC) and contains several known limitations. Specifically, there was little processing of surface data to include various hydraulic controls and accurate representation of stream geometry (which Lidar did not capture due to heavy tree cover). The model was not calibrated, and the hydrology used a fluvial based rain-on-grid approach. The results were mapped in detail, but the underlying data is subject to a variety of limitations and is overly conservative as the intent was not a detailed analysis.

1.4 Considerations for Using this Report

This report has been prepared to provide an assessment of flood hazards within the project area based on the best available information, accepted engineering practice, and hydraulic modelling undertaken at the time of the study. While every effort has been made to produce representative flood extents, depths, and hazard information, all flood modelling is subject to uncertainty arising from assumptions relating to rainfall, hydrology, hydraulic model parameters, topographic data, channel conditions and future catchment changes.

At present, New Zealand does not have nationally adopted standards or guidance defining the preparation, presentation, or interpretation of flood hazard mapping. Consequently, approaches to flood modelling, hazard classification and map presentation vary between councils and practitioners. The flood hazard maps presented in this report should therefore be regarded as planning and risk management information intended to support land use planning, infrastructure management, and emergency preparedness. They are not intended to define legal flood boundaries or to be used as the sole basis for insurance underwriting, property valuation, or other property specific information, financial or legal decisions.

The hydraulic model has been developed to represent fluvial flooding associated with Lindsay Creek and does not include a detailed capacity assessment of the existing stormwater drainage



network. While the influence of the stormwater system is represented where appropriate (spatially varied discharge added), localised flooding associated with drainage blockages, pipe capacity limitations, asset condition or operational issues may not be fully reflected in the modelled results.

Flood hazard maps represent a snapshot of current catchment conditions and should be interpreted in conjunction with the accompanying technical information and an understanding of the underlying modelling assumptions. In the absence of nationally consistent standards or a formal public accreditation or review process for flood mapping in New Zealand, users should recognise that future studies, updated datasets or revised modelling approaches may result in changes to assessed flood extents or hazard classifications. This report should therefore be considered as one component of a broader flood risk assessment framework rather than a definitive statement of flood risk for any individual property.



SECTION 2.0 – AREA STUDIED

2.1 Catchment Description

Lindsay Creek drains an approximately 12.5 km² catchment on the southern slopes of Mount Cargill before joining the Water of Leith near the Dunedin Botanic Garden. The main channel is around 7 km long and flows through North East Valley, receiving runoff from a number of short, steep tributary catchments.

The upper catchment comprises steep, predominantly vegetated terrain that responds rapidly to intense rainfall, producing high velocity flows capable of transporting sediment and woody debris. As the creek enters the lower catchment, channel gradients reduce, and the surrounding land becomes increasingly urbanised. Residential development is concentrated across the valley floor and eastern slopes, while the western slopes remain largely covered by bush and farmland.

The combination of steep headwaters and urban development produces a flashy hydrological response, with flood flows reaching the developed areas of North East Valley within a relatively short period following heavy rainfall. Flooding is influenced by both the capacity of the Lindsay Creek channel and the performance of the stormwater network, with elevated creek levels limiting stormwater discharge during larger events. Flood risk is further affected by the potential for channel erosion, debris accumulation, and localised instability of the adjacent hillslopes.

Table 2.1 contains a description of the characteristics of the catchment that drains to and contributes to flooding within the study area.

Table 2.1: Catchment Characteristics

Catchment Name	Description	Approximate Catchment Area (ha)
Lindsay Creek	~7km long creek draining steep undeveloped land into an urban setting	1,200

2.2 Sources of Flooding

Lindsay Creek – Fluvial

Fluvial flooding within the Lindsay Creek catchment is primarily driven by the combination of a steep, rapidly responding upper catchment and extensive urban development across the lower valley. Intense rainfall generates high runoff rates that are conveyed quickly to the floodplain and North East Valley, resulting in short flood warning times and rapid rises in water level. Where the capacity of the creek channel is exceeded, overbank flows inundate adjacent residential, commercial and community land.

Flood hazard may also be exacerbated by sediment transport, debris accumulation and bank erosion, which can reduce channel conveyance or obstruct structures such as bridges and culverts. In addition, the presence of unstable hillslopes adjacent to parts of the channel creates the potential



for landslides or debris to partially obstruct the waterway during extreme events, increasing the extent and depth of flooding upstream.

2.3 Historical Flood Events

Historic flood events that resulted in damages were reported in 1868, 1877, 1882, 1883, 1923, 1929, 1936, 1938, 1944, 1945, 1946, 1968, 1971, and 1991. (ORC, 2001). Flow gage data is available beginning in 1979 at the North Road Bridge. Prior to 1979 the primary flood discharge estimate was from the 1929 flood event. (MacLean, Wilkie, & Alexander, 1931). The 1929 estimate appears to be an outlier and has been excluded from recent frequency analysis. Table 2.2 provides a summary of historic peak discharges. It should be noted that the 2006 and 2016 flood events did not result in significant reported damages.

Table 2.2: Historic Peak Discharges

Year	Discharge (m³/s)	Source of Data
1929	69.0	Historic Estimate
1991	32.3	Gage EM136
2006	29.9	Gage EM136
2015	29.9	Gage EM136

2.4 Flood Hazard Reduction Measures

Flood protection works along Lindsay Creek and within North East Valley have historically been undertaken in response to individual flood events rather than as part of a single, coordinated flood protection scheme. Consequently, there are a variety of existing channel modifications that vary in age and purpose with continuous engineered channelisation largely confined to the lower reaches downstream of North Road.

Major channel modifications followed the 1929 flood and included realignment, channel enlargement and construction of reinforced concrete retaining walls between Chambers Street and the Water of Leith. During the 1960’s the concrete channel was extended approximately 125m upstream to North Road, together with associated bridge works, while further lining was installed following the 1968 flood to address erosion at the North Road bridge approaches. Additional flood wall construction was completed between Allen Street and Selwyn Street during the mid-1970s as the first stage of a wider channel upgrade programme. Although further widening and walling upstream had been proposed, the remaining stages were never implemented. Since that time, works have generally been limited to localised erosion repairs, debris collection, bank protection and maintenance of existing assets.

A comprehensive assessment of flood mitigation options was subsequently undertaken by the Otago Regional Council during 2010–2013. This work developed both a full flood protection scheme and a reduced-scope alternative for Lindsay Creek. Neither option was progressed beyond the investigation stage, with Council determining that the anticipated costs, prevailing economic conditions and community feedback did not justify implementation at that time. More recently, ORC has committed to revisiting flood risk management for Lindsay Creek through updated hazard investigations and consideration of future mitigation options. (Payan & Van Woerden, 2024)



SECTION 3.0 – ENGINEERING METHODS

3.1 General

Flood hazard assessments for the Lindsay Creek catchment were undertaken using established hydrological and hydraulic modelling techniques consistent with current engineering practice in New Zealand. The study estimates the extent, depth, velocity and hazard of flooding for a range of design rainfall events representing different probabilities of occurrence. Unless otherwise stated, flood events are described using their Annual Exceedance Probability (AEP), which represents the probability of a flood of a given magnitude being equalled or exceeded in any one year. For reference, a 10% AEP event has a one-in-ten chance of occurring in any given year, while a 1% AEP event has a one-in-one-hundred chance of occurring in any given year.

Although AEP provides a measure of the likelihood of flooding in any individual year, it does not imply that flood events occur at regular intervals. Floods of a similar or greater magnitude may occur in consecutive years, or even more than once within a single year, while extended periods may pass without an event of the same size. The probability of experiencing a particular flood increases over longer timeframes. For example, a property has approximately a 26% chance of experiencing at least one 1% AEP flood over a 30-year period.

The results presented in this report represent the predicted flood behaviour based on the available topographic, hydrological and hydraulic information, and the catchment conditions that existed at the time the study was undertaken. Flood hazard mapping should therefore be regarded as a representation of current conditions rather than a permanent depiction of flood risk. Future changes to land use, development, stormwater infrastructure, channel conditions, climate, or the availability of improved datasets may influence flood behaviour and may warrant revision of the mapping and associated hazard information.

3.2 Hydrologic Analysis

The hydrological inputs to the hydraulic model were based on the results of a recent flood frequency analysis undertaken for ORC Gage EM136 which is located near the North Road bridge at the downstream end of the study area. The flood frequency analysis provides estimates of peak flows for the selected annual exceedance probability (AEP) events and forms the hydrological basis for the flood hazard assessment. Table 3.1 shows the results from the FFA for gage EM136.



Table 3.1: Flood Frequency Analysis Gage EM136

AEP	Expected Probable Flow (m ³ /s)	Upper 90% Confidence Limit (m ³ /s)
0.2%	47.6	62.3
0.5%	42.8	55.6
1%	39.0	50.3
2%	35.0	44.7
5%	29.4	36.9
10%	24.9	30.7
20%	20.0	24.1
50%	12.4	14.5

3.3 Climate Change

As presented in section 3.2, design flood discharges adopted for the hydraulic modelling were obtained from a recent flood frequency analysis. The flood frequency analysis provides estimates of peak discharges for the required design annual exceedance probabilities under historical climate conditions. With this approach here is no underlying rainfall-runoff model used to derive these flows. Consequently, it was not possible to directly apply projected future rainfall changes to a hydrological model to derive climate-adjusted design discharges.

The Ministry for the Environment (MfE) guidance document *Tools for Estimating the Effects of Climate Change on Flood Flow: A Guidance Manual for Local Government in New Zealand* (MfE, 2010) recommends that, where practicable, the effects of climate change on flood flows should be assessed by applying projected changes in extreme rainfall to a rainfall-runoff model and deriving future flood flows through hydrological simulation. This approach accounts for catchment-specific factors influencing the conversion of rainfall to runoff, including catchment size, slope, soils, storage characteristics, and antecedent conditions.

In the absence of an available rainfall-runoff model, a sensitivity-based approach has been adopted to represent the potential effects of climate change on design flood flows. A 20% increase has been applied to the peak design discharges used as inflows to the HEC-RAS hydraulic model. This adjustment is intended to represent a plausible increase in flood magnitude associated with projected increases in extreme rainfall intensity and is applied as a sensitivity allowance rather than as a definitive prediction of future flood behaviour. The adopted 20% increase is considered appropriate for the study catchments given its rainfall-driven flood response characteristics. Previous assessments undertaken using hydrological modelling have demonstrated that increases in peak flood discharge can be of a similar magnitude to, or greater than, increases in extreme rainfall, due to nonlinear catchment responses during high-intensity rainfall events (MfE, 2010). The selected allowance is therefore considered a reasonable representation of potential future flood sensitivity in the absence of catchment-specific climate-adjusted hydrological modelling.



The resulting climate-adjusted peak discharges have been used as inputs to the HEC-RAS model to assess the potential effects of increased flood magnitude on flood levels and extents. The uncertainty associated with this simplified approach should be recognised, and the results should be interpreted as representing a sensitivity scenario rather than a precise estimate of future flood flows.

3.4 Model Discharges

For hydraulic modelling, the design peak discharges presented in Table 3.1 were assigned at appropriate locations along the modelled reach to reflect changes in contributing catchment area. As the contributing catchment area decreases upstream, the corresponding design discharges were reduced accordingly. Table 3.2 provides a summary of discharges used in the model for various AEPs.

Table 3.2: Model Discharges						
Station/Location	AEP					
	0.2%	1%	2%	5%	10%	20%
5024 / 600m Upstream of Cluny St. & Norwood St. Intersection	23.0	18.8	16.9	14.2	12.0	9.7
4040 / 400m Downstream of Cluny St. & Norwood St. Intersection	11.8	9.7	8.7	7.3	6.2	5.0
3044 / End of Tannandice Street	12.8	10.5	9.4	7.9	6.7	5.4

3.5 Hydraulic Structures

The hydraulic model incorporates the principal in-channel structures that influence flood conveyance along Lindsay Creek, including a total of 12 roadway and pedestrian bridges. These structures were explicitly represented within the hydraulic model to account for their effects on flow contraction and potential overbank flooding during design flood events.

Bridge geometry was developed primarily from available as-built drawings, supplemented by site inspections and topographic survey data where required to confirm dimensions and levels. The inclusion of these structures ensures that the hydraulic model appropriately represents the influence of bridge openings, deck levels and abutments on flood behaviour throughout the study reach.

3.6 Hydraulic Analysis

Hydraulic modelling was undertaken using HEC-RAS Version 6.7, employing a coupled one-dimensional/two-dimensional (1D/2D) unsteady flow model to simulate flood behaviour within the study area. The main creek channel and hydraulic structures were represented using a one-dimensional (1D) model, while floodplain inundation and overland flow paths were simulated using a two-dimensional (2D) computational mesh.

The model terrain was developed from multiple elevation datasets. Ground elevations were based on the 2021 Otago Coastal Catchments LiDAR survey, while the creek channel geometry was refined using cross-sectional bathymetric survey data collected in 2024.



Hydraulic resistance was represented using spatially variable Manning's roughness coefficients. Floodplain roughness values were assigned using a raster dataset derived from the 2018 New Zealand Land Cover Database (LCDB), with each land cover class assigned an appropriate Manning's n value. Initial roughness values were subsequently refined during model calibration to achieve an appropriate match with the observed flood levels from the 2016 flood event. A summary of the adopted Manning's n values is provided in Table 3.3.

Table 3.3: Roughness Coefficients

Land Cover	Manning's "n"
Built Up Area	0.08
Urban Parkland Open Space	0.03
Exotic Forest	0.08
Gorse/Broom	0.035
High Producing Exotic Grassland	0.035
Indigenous Forest	0.08

3.7 Model Calibration & Validation

The hydraulic model was calibrated against the 2015 flood event using surveyed post-flood debris marks collected throughout the Lindsay Creek catchment. Debris marks provide an indication of the peak flood level and were used as the primary dataset for assessing model performance.

Calibration involved comparing the modelled peak flood elevation with the surveyed debris mark elevations and refining key model parameters, including channel and floodplain roughness, to achieve an appropriate level of agreement while maintaining physically realistic hydraulic behaviour. Consideration was also given to the representation of hydraulic structures, channel geometry and overland flow paths to ensure the model adequately reflected observed flood behaviour.

Overall, the calibrated model demonstrated good agreement with the surveyed flood levels and reproduced the general pattern and extent of flooding observed during the 2015 event. Minor differences between modelled and observed flood levels are expected and reflect the inherent uncertainties associated with flood modelling, including the accuracy of surveyed debris marks, estimation of the flood inflow hydrograph, topographic data, and assumptions regarding channel and floodplain conditions at the time of the event. Appendix A provides a summary of the model calibration comparing surveyed debris marks to the calibrated water surface elevation.



3.8 Summary of Hydrologic and Hydraulic Analyses

Table 3.4 provides a Summary of Hydrologic and Hydraulic Analysis.

Table 3.4: Summary of Hydrologic and Hydraulic Analysis

Flooding Source	Lindsay Creek - Fluvial
Catchment Area	1,200 Ha
Study Limits	600m Upstream of Cluny St. & Norwood St. Intersection to the Confluence with the Water of the Leith
Hydrologic Methods	Flood Frequency Analysis Gage EM136
Hydraulic Model	HEC-RAS 6.7 (1D/2D Combined)
Outputs	Inundation and Hazard Maps for the 1%, and 0.2% AEPs
Special Consideration	The influence of local stormwater systems are represented where appropriate (spatially varied discharge added) but the study did not consider details on pluvial flooding and adjacent storm sewer network

Table B1 in Appendix B provides a summary of the modelled scenarios.



SECTION 4.0 – MAPPING

4.1 Vertical and Horizontal Control

Flood hazard mapping was completed using the model outputs within the HEC-RAS software. The reference horizontal and vertical datums are NZTM 2000 and NZVD 2016 respectively.

4.2 Terrain and Survey Data

For mapping purposes, the terrain data was developed from the 2021 Otago Coastal Catchments LiDAR survey. The lidar has a vertical accuracy specification of ± 0.2 m (95%) and a horizontal accuracy specification of ± 1.0 m (95%).

4.3 Floodplain Inundation Mapping

Floodplain boundaries were mapped by overlaying the modelled maximum water surface elevations over the terrain data. The model incorporated the available topographic and hydraulic information to simulate the distribution of floodwaters across the floodplain and identify areas susceptible to inundation for the various hydrologic scenarios.

4.4 Flood Hazard Assessment Mapping

Hazard categories were assessed/calculated in accordance with the general guidance provided in the Australian Rainfall and Runoff (ARR) Guidelines. (McLuckie, Babister, Smith, & Thompson, 2014) Flood hazard is assessed by considering the combined effects of floodwater depth and flow velocity, recognising that the level of risk to people, vehicles, and structures is influenced by both the depth of inundation and the speed at which floodwaters are moving. While shallow, slow-moving water generally presents a lower hazard, increasing depths and velocities can significantly increase the potential for instability, structural damage, and risk to life.

The hazard classifications were derived by applying the ARR hazard methodology to the hydraulic model results. The simulated flood depth and velocity were combined to calculate a flood hazard value, which was then assigned to the corresponding hazard category. These categories provide a consistent framework for identifying areas of lower, medium, higher, and extreme hazard, assisting with floodplain management, emergency planning, land-use assessment, and the communication of flood risk.

The adopted hazard categories are illustrated graphically in Figure 4.1.



Hazard Classification	Description (and defined limits)
H1	Relatively benign flow conditions. No vulnerability constraints. ($D < 0.3$ m, $V < 2.0$ m/s, or $V \times D < 0.3$)
H2	Unsafe for small vehicles. ($D < 0.5$ m, $V < 2.0$ m/s, or $V \times D < 0.6$)
H3	Unsafe for all vehicles, children and the elderly. ($D < 1.2$ m, $V < 2.0$ m/s, or $V \times D < 0.6$)
H4	Unsafe for all pedestrians and vehicles. ($D < 2.0$ m, $V < 2.0$ m/s, or $V \times D < 1.0$)
H5	Unsafe for all pedestrians and vehicles. Buildings require special engineering design and construction. ($D < 4.0$ m, $V < 4.0$ m/s, or $V \times D < 4.0$)
H6	Unconditionally dangerous. Not suitable for any type of development or evacuation access. All building types considered vulnerable to failure. ($D > 4.0$ m, $V > 4.0$ m/s, or $V \times D > 4.0$)

Source: (D. McLuckie et al., 2014)

Figure 4.1: Hazard Classification – Australian Rainfall Runoff Guidelines

4.5 Summary of Mapped Outputs

Table B2 in Appendix B provides a summary of maps developed for this study. Mapped model results are included with this report.



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APPENDICES

APPENDIX A: CALIBRATION SUMMARY

Point	Northing	Easting	Surveyed Debris Mark (m)	Modelled Water Surface (m)	Difference (m)
215	4919540.78	1407696	23.479	23.72	-0.241
216	4919567.75	1407707	24.445	23.86	0.585
220	4919572.39	1407711	24.103	23.92	0.183
221	4919620.07	1407754	24.463	24.64	-0.177
222	4919652.58	1407800	24.785	25.01	-0.225
223	4919690.45	1407804	25.451	25.43	0.021
247	4919771.92	1407804	25.991	26.22	-0.229
248	4919796.29	1407816	26.291	26.41	-0.119
249	4919931.44	1407887	27.338	27.56	-0.222
250	4919959.47	1407918	27.542	27.87	-0.328
200	4919996.51	1407980	28.986	28.48	0.506
203	4919941.54	1408249	30.939	30.82	0.119
204	4919933.33	1408299	31.386	31.25	0.136
205	4919923.22	1408358	32.435	32.03	0.405
206	4919910.18	1408422	33.014	32.95	0.064
208	4919911.73	1408444	33.373	33.27	0.103
209	4919925.79	1408488	33.824	34.25	-0.426
210	4920090.4	1408584	36.163	36.53	-0.367
224	4920195.62	1408630	37.947	38.58	-0.633
227	4920262.4	1408698	39.636	39.89	-0.254
225	4920350.24	1408755	41.112	41.76	-0.648
226	4920501.64	1408877	45.586	46.01	-0.424
228	4920506.85	1408932	46.816	47.06	-0.244
230	4920574.42	1409014	49.304	49.27	0.034
231	4920583.8	1409309	56.231	56.19	0.041
232	4920583.77	1409308	56.265	56.17	0.095
234	4920584.09	1409304	56.154	56.06	0.094
238	4920659.53	1409395	59.455	59.36	0.095
239	4920800.19	1409463	63.1	63.27	-0.17
240	4920833.06	1409515	65.707	65.45	0.257
241	4920845.43	1409545	66.249	66.48	-0.231
				Average (m)	-0.071

Horizontal Coordinate System: NZTM

Vertical Coordinates: NZVD16

APPENDIX B

Table B1: Summary of Model Scenarios

Scenario ID	Description	Model Plan	Geometry	Flow	AEP	Climate Change	Development Condition	Purpose
S1	Calibration	Calibration.p01	Leith_Lindsay_Existing.g01	2016 Flood	-	No	Existing	Calibration/Baseline
S2	Existing Conditions 1% AEP Flood	E_100_FFA.p02	Leith_Lindsay_Existing.g01	Q100_FFA	1%	No	Existing	Flood Hazard Mapping
S3	Existing Conditions 2% AEP Flood	E_50_FFA.p03	Leith_Lindsay_Existing.g01	Q50_FFA	2%	No	Existing	Investigation
S4	Existing Conditions 0.2% AEP Flood	E_500_FFA.p05	Leith_Lindsay_Existing.g01	Q500_FFA	0.2%	No	Existing	Flood Hazard Mapping
S5	Existing Conditions 1% AEP Climate Change	F_100_FFA.p05	Leith_Lindsay_Existing.g01	Q100_CC	1%	Yes	Existing	Future Flood Risk
S6	Existing Conditions 0.2% AEP Climate Change	F_500_FFA.p05	Leith_Lindsay_Existing.g01	Q100_CC	0.2%	Yes	Existing	Future Flood Risk

Table B2: Summary of Maps

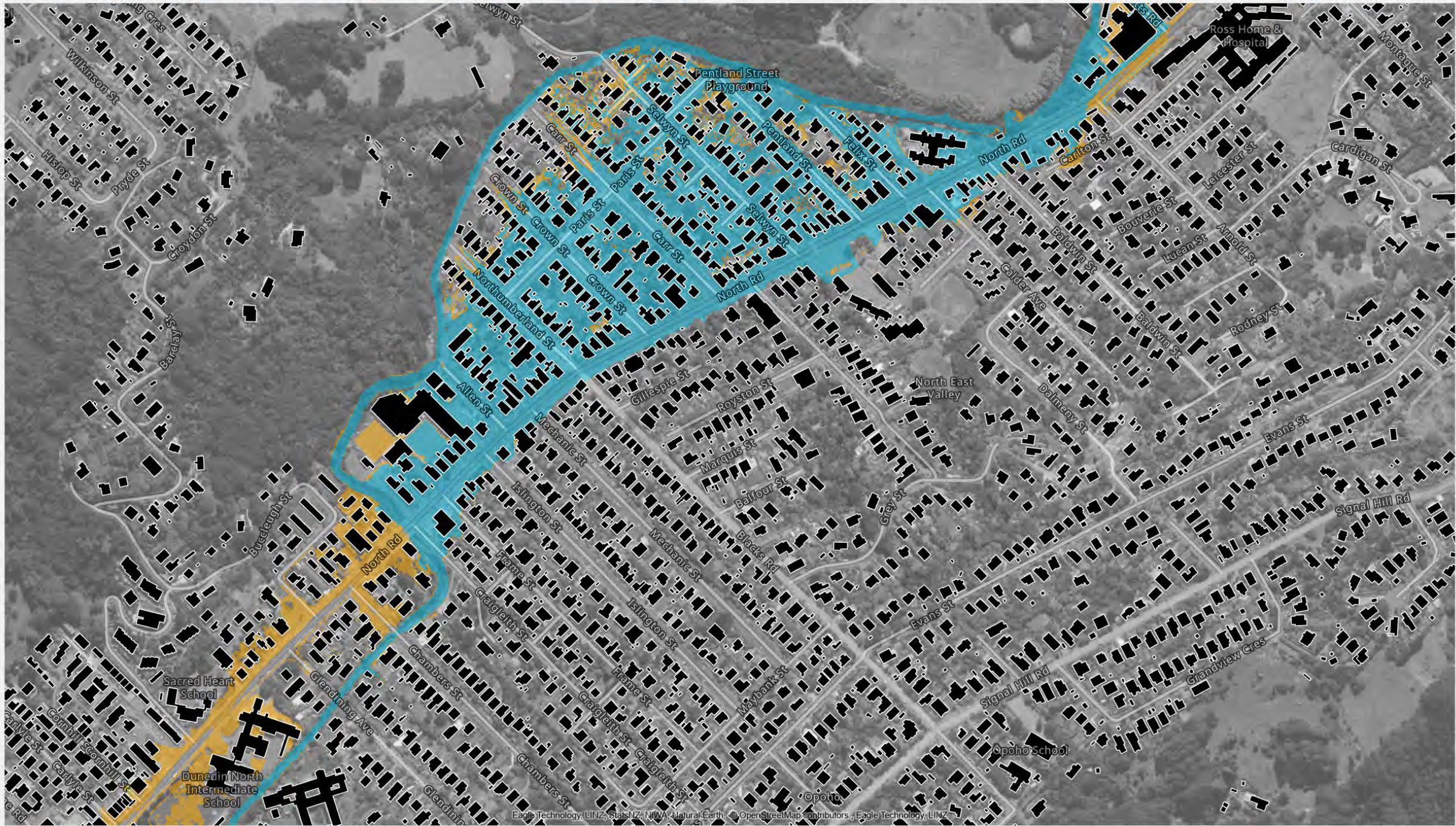
Map ID	Scenarios Mapped	Output Type	Description
1.1	S2, S4	Flood Extent	Flood Inundation Mapping – Lindsay Creek STA. 0+00 to 21+00
1.2	S2, S4	Flood Extent	Flood Inundation Mapping – Lindsay Creek STA. 21+00 to 37+00
1.3	S2, S4	Flood Extent	Flood Inundation Mapping – Lindsay Creek STA. 37+00 to 49+00
2.1	S3	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 0+00 to 21+00
2.2	S3	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 21+00 to 37+00
2.3	S3	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 37+00 to 49+00
2.4	S4	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 0+00 to 21+00
2.5	S4	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 21+00 to 37+00
2.6	S4	Flood Hazard	Flood Hazard Mapping – Lindsay Creek STA. 37+00 to 49+00
3.1	S5, S6	Future Flood Extent	Flood Inundation Mapping Future – Lindsay Creek STA. 0+00 to 21+00
3.2	S5, S6	Future Flood Extent	Flood Inundation Mapping Future – Lindsay Creek STA. 21+00 to 37+00
3.3	S5, S6	Future Flood Extent	Flood Inundation Mapping Future – Lindsay Creek STA. 37+00 to 49+00



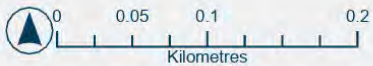
MAPS

Map 1.1 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



- 0.2% AEP FLOOD HAZARD (500YR)
- 1% AEP FLOOD HAZARD (100YR)



Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 1.2 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



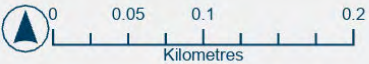
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 1.3 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



- 0.2% AEP FLOOD HAZARD (500YR)
- 1% AEP FLOOD HAZARD (100YR)



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Map 2.1 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



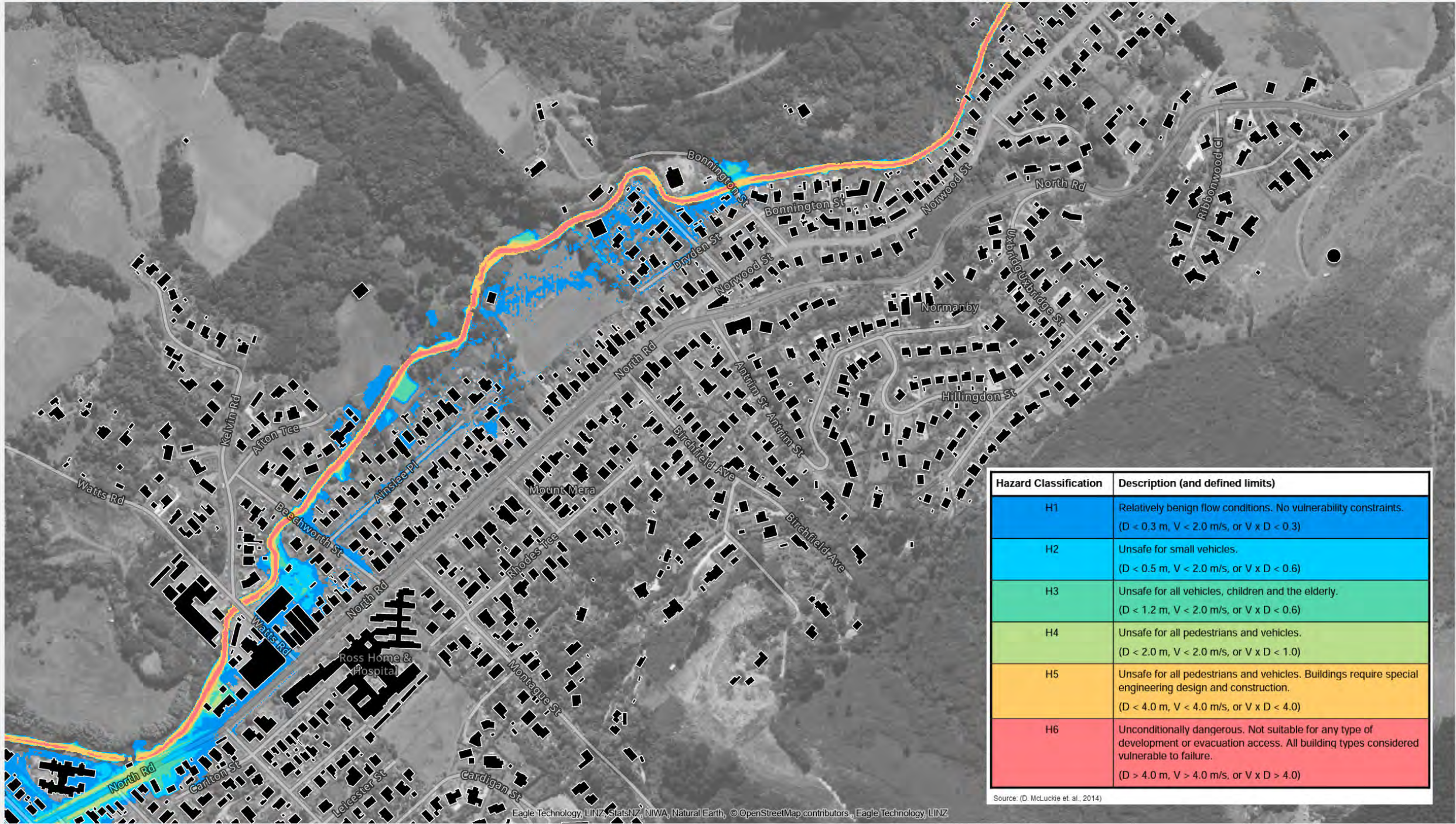
1% AEP HAZARD RATING

- H1
- H2
- H3
- H4
- H5
- H6

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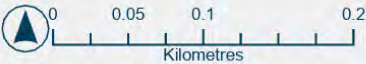
Map 2.2 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



1% AEP HAZARD RATING

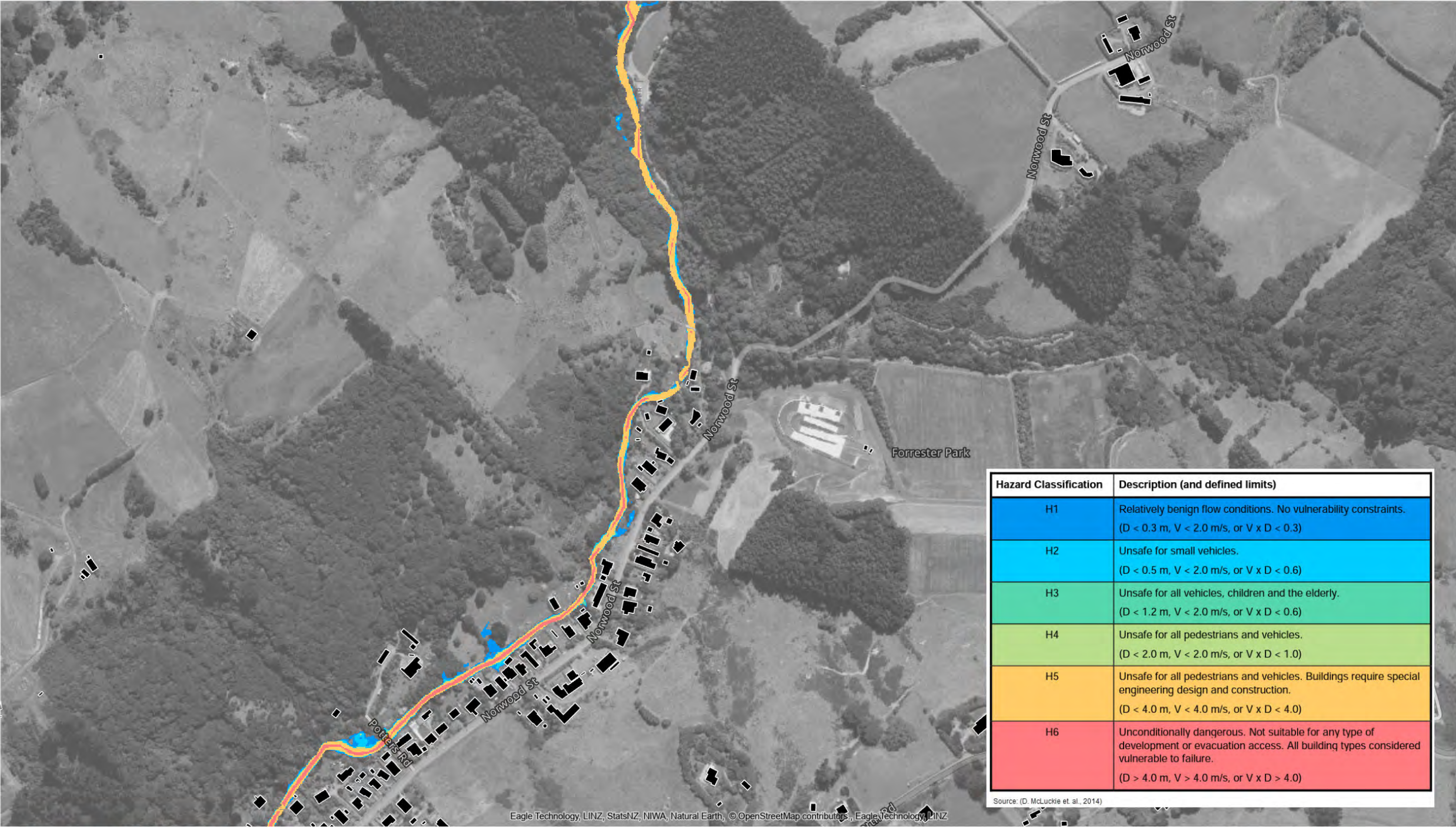
H1 H2 H3 H4 H5 H6



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Map 2.3 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study

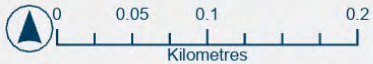


1% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Hazard Classification	Description (and defined limits)
H1	Relatively benign flow conditions. No vulnerability constraints. ($D < 0.3\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.3$)
H2	Unsafe for small vehicles. ($D < 0.5\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H3	Unsafe for all vehicles, children and the elderly. ($D < 1.2\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H4	Unsafe for all pedestrians and vehicles. ($D < 2.0\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 1.0$)
H5	Unsafe for all pedestrians and vehicles. Buildings require special engineering design and construction. ($D < 4.0\text{ m}$, $V < 4.0\text{ m/s}$, or $V \times D < 4.0$)
H6	Unconditionally dangerous. Not suitable for any type of development or evacuation access. All building types considered vulnerable to failure. ($D > 4.0\text{ m}$, $V > 4.0\text{ m/s}$, or $V \times D > 4.0$)

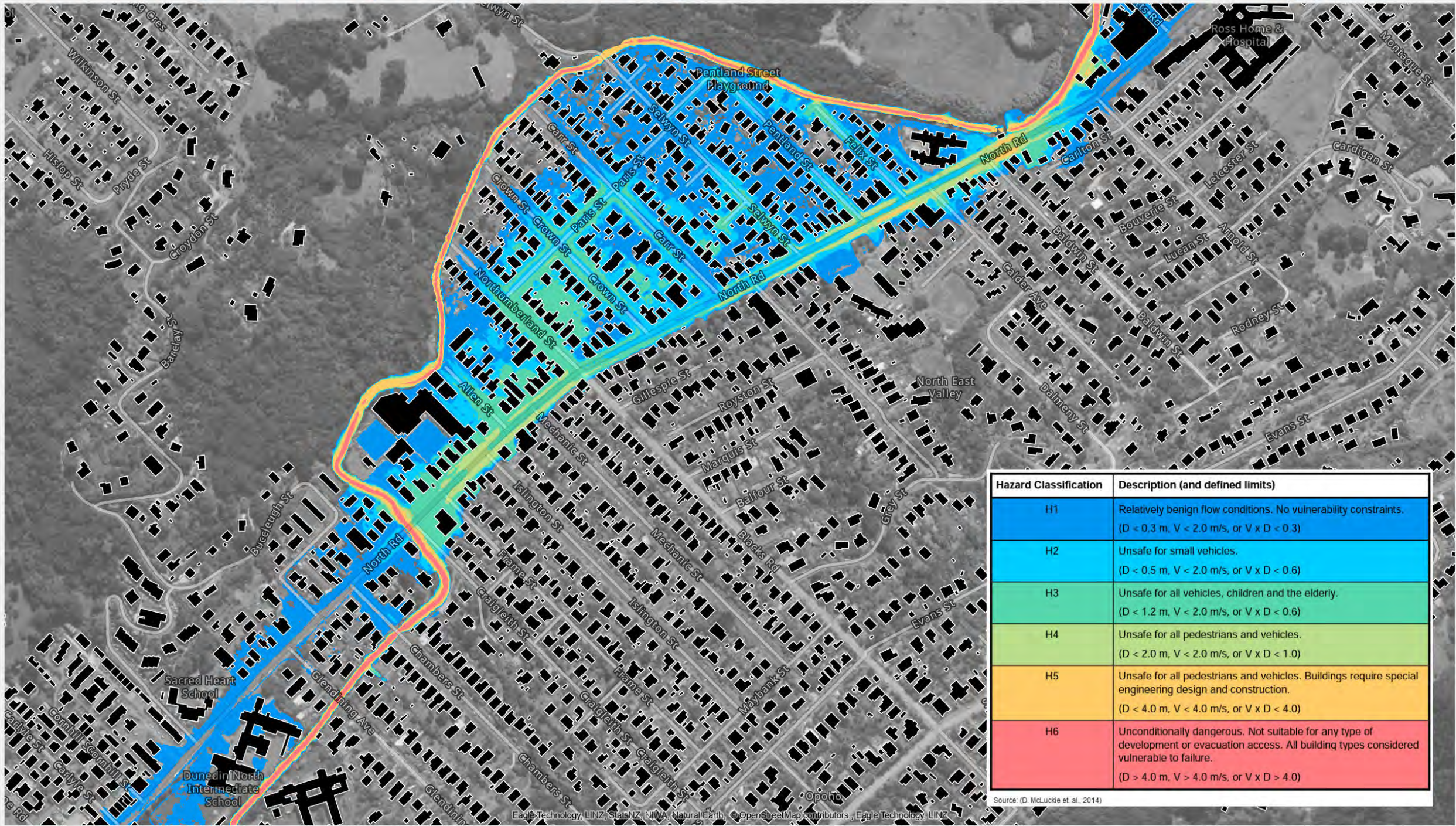
Source: (D. McLuckie et al., 2014)



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Map 2.4 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



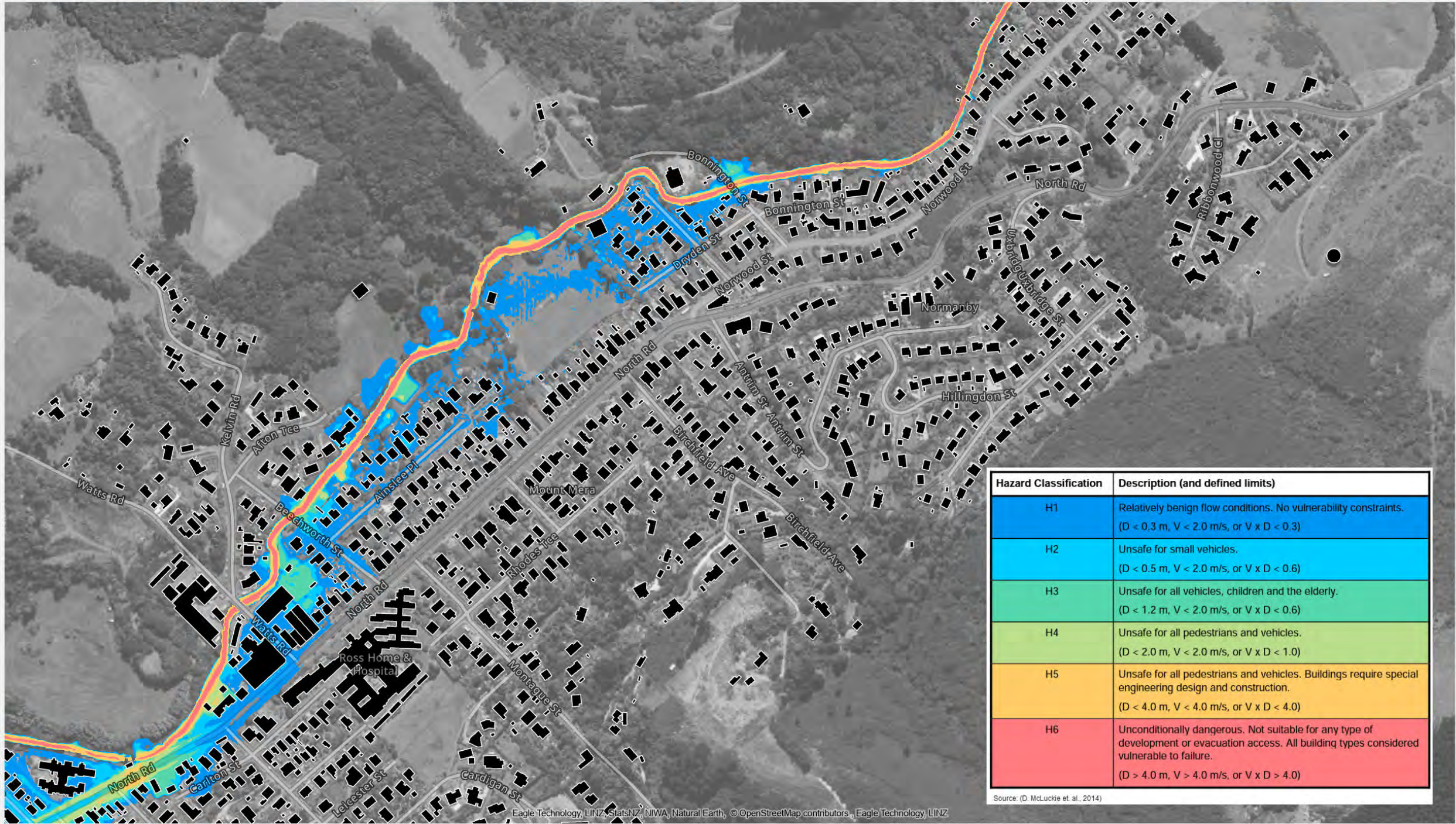
0.2% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

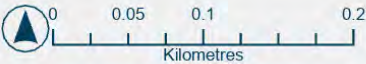
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.5 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



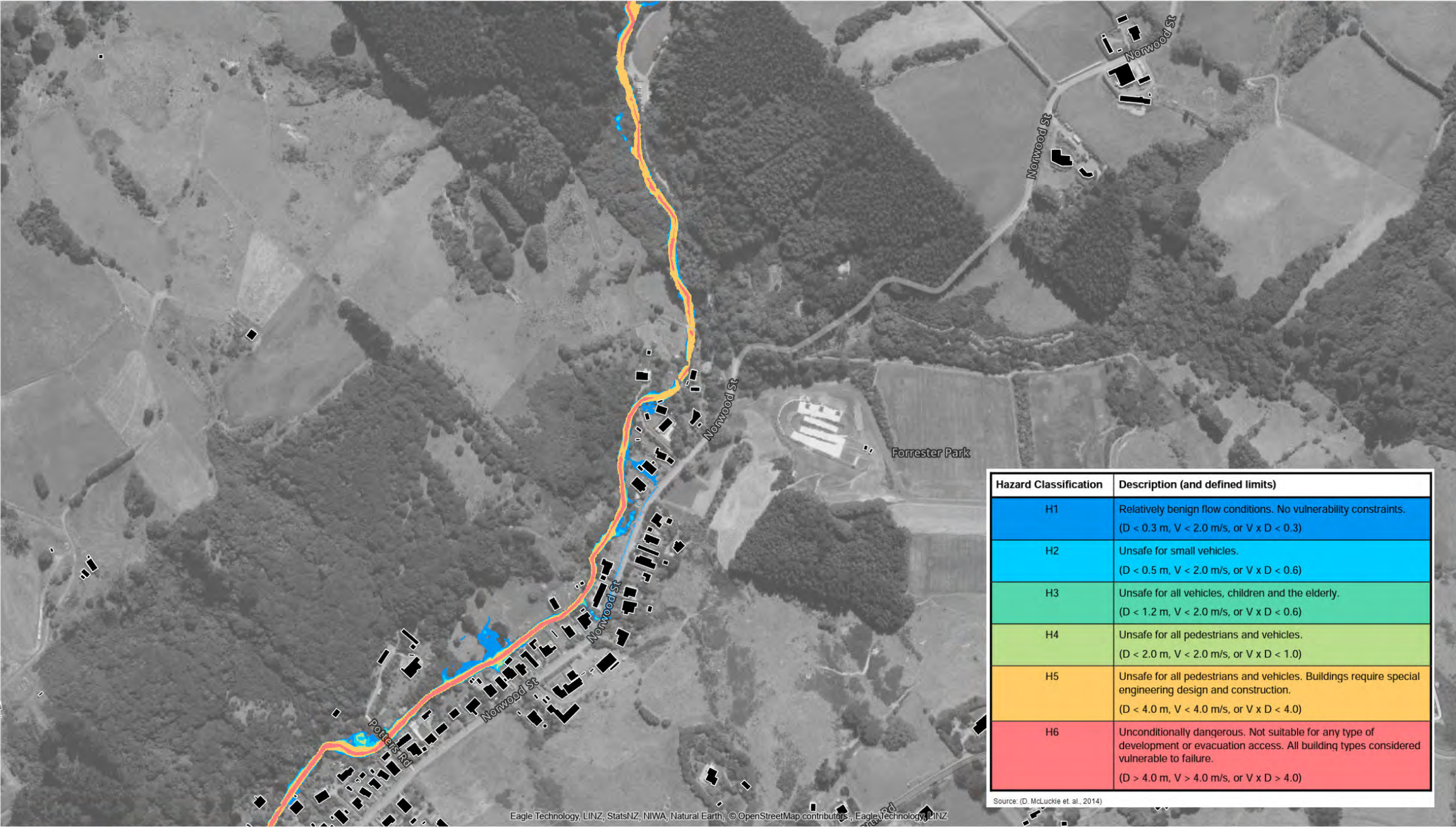
0.2% AEP HAZARD RATING



Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.6 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



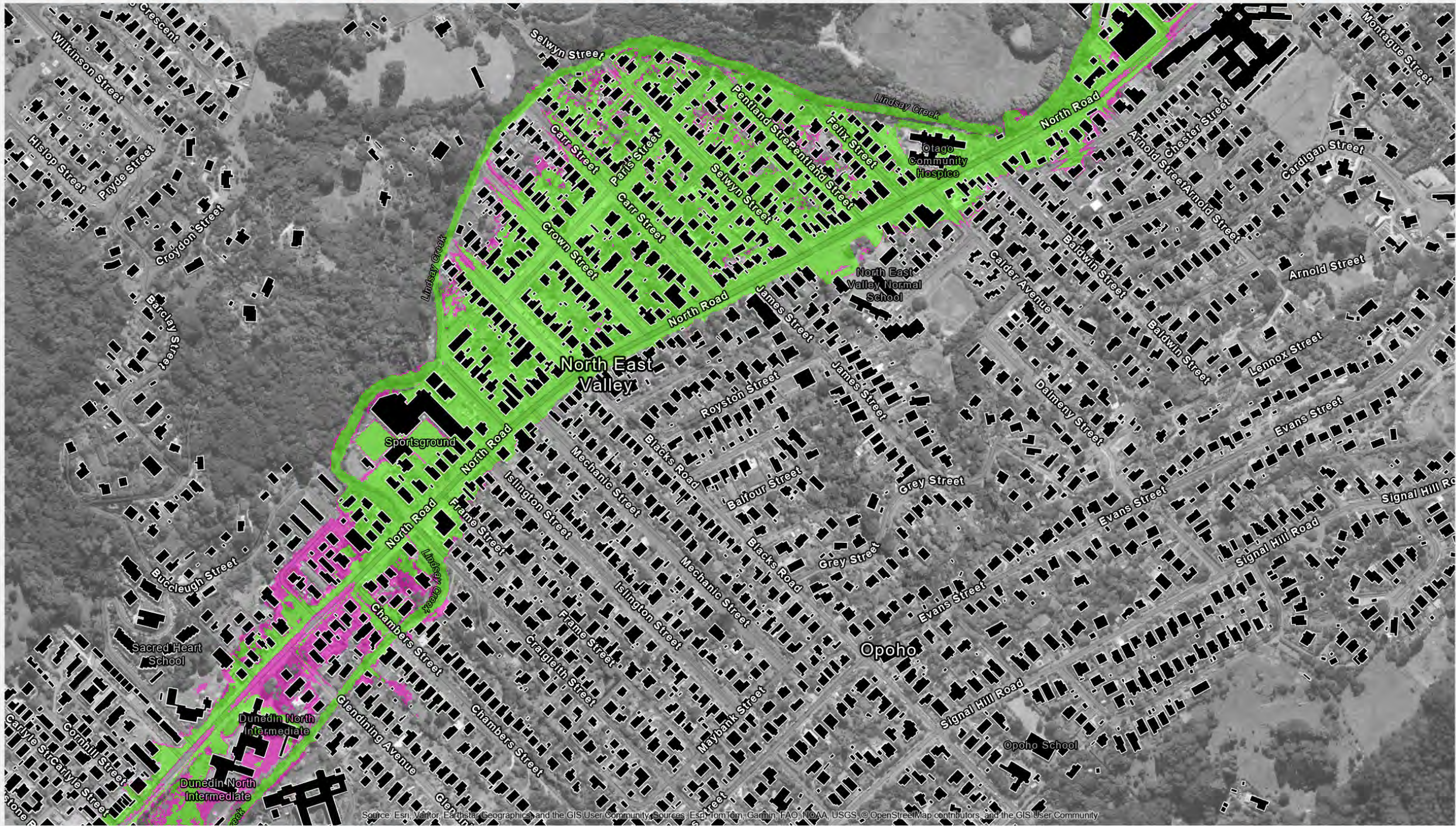
0.2% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

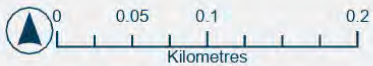
Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 3.1 Flood Hazard Areas - Future

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



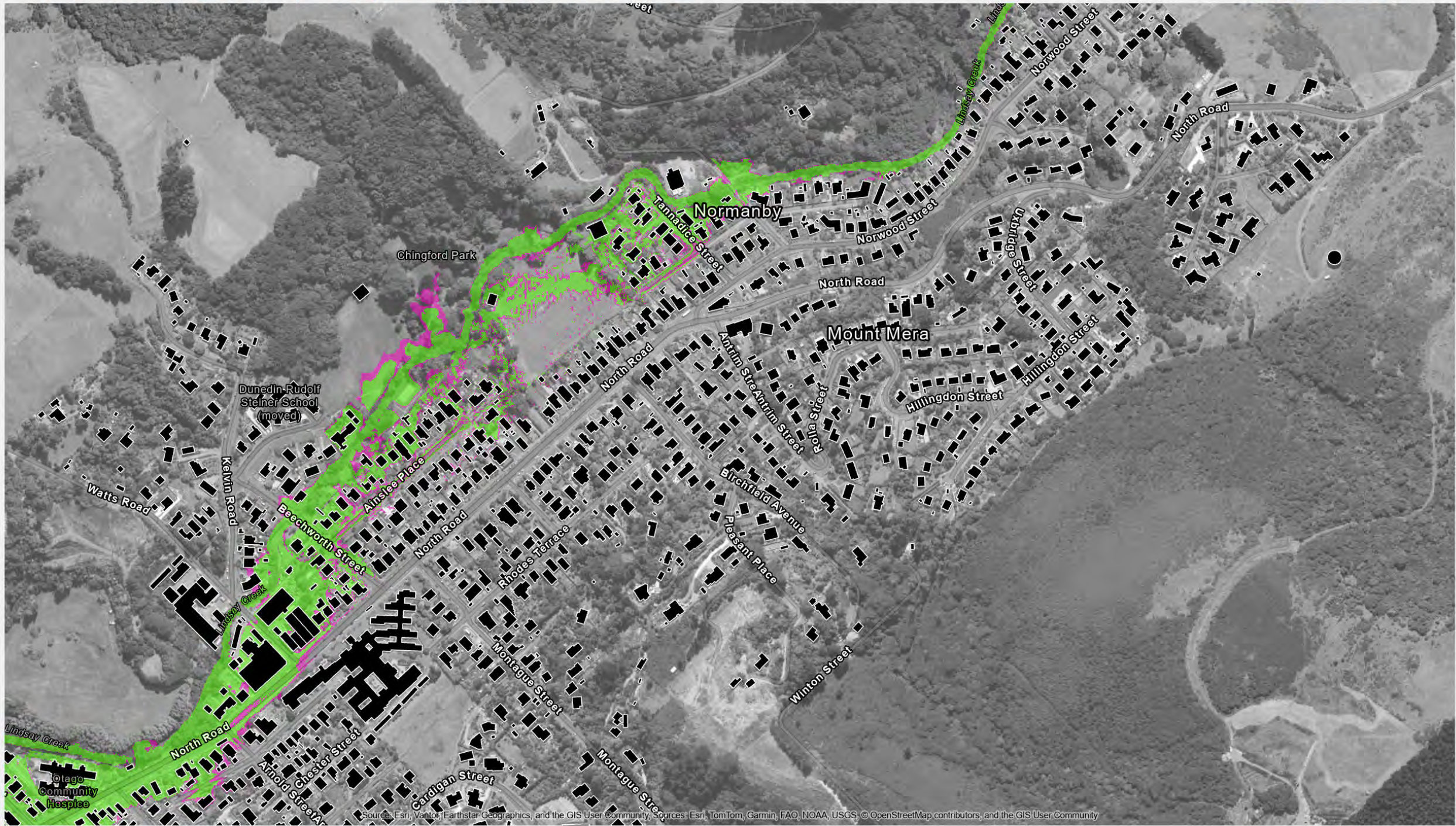
- 1% AEP FLOOD HAZARD (100YR) - FUTURE
- 0.2% AEP FLOOD HAZARD (500YR) - FUTURE



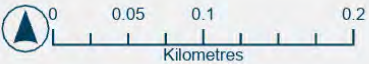
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Map 3.2 Flood Hazard Areas - Future

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



- 1% AEP FLOOD HAZARD (100YR) - FUTURE
- 0.2% AEP FLOOD HAZARD (500YR) - FUTURE



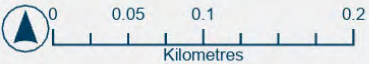
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Map 3.3 Flood Hazard Areas - Future

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



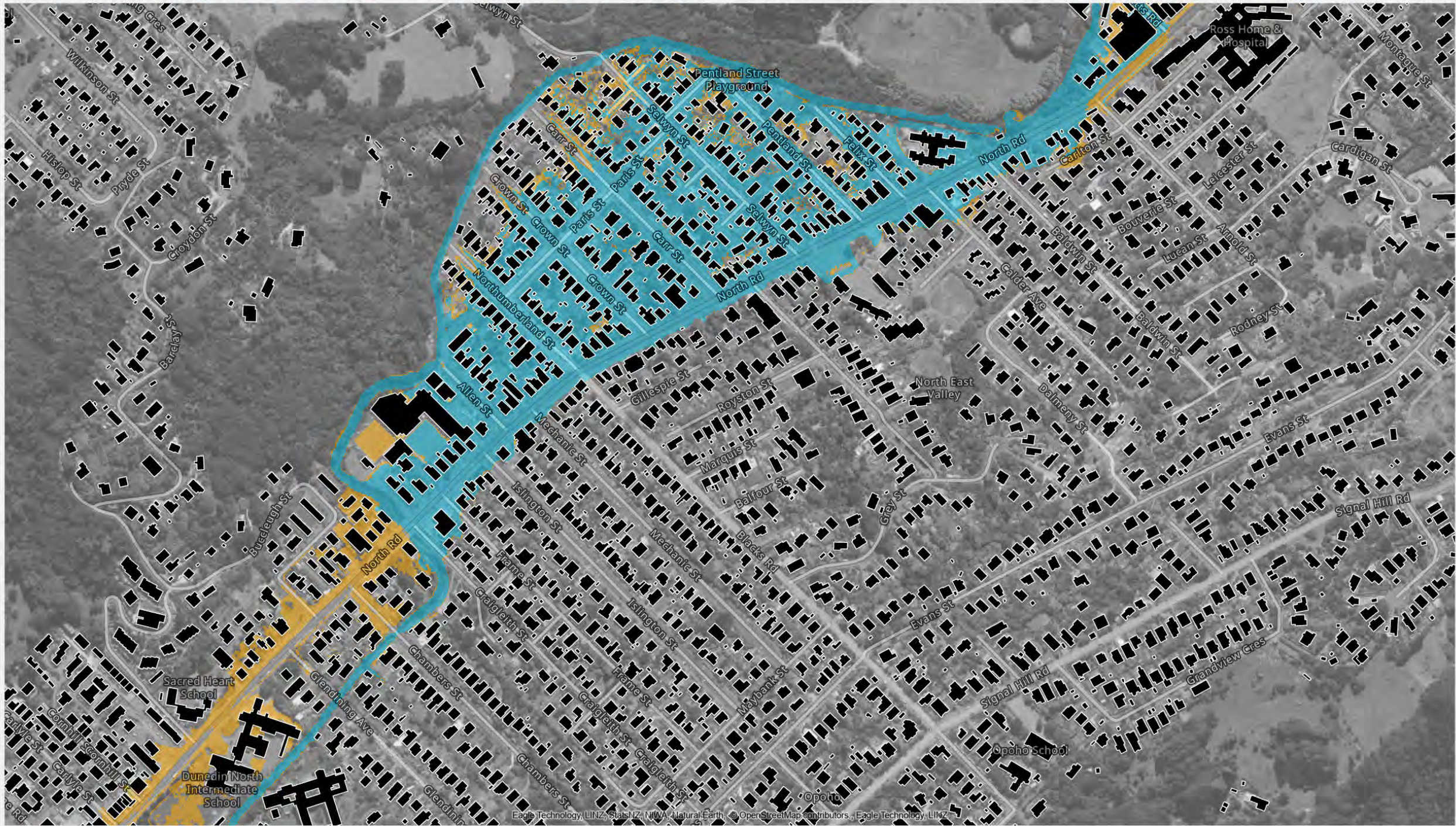
- 1% AEP FLOOD HAZARD (100YR) - FUTURE
- 0.2% AEP FLOOD HAZARD (500YR) - FUTURE



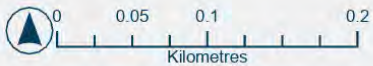
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Map 1.1 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



- 0.2% AEP FLOOD HAZARD (500YR)
- 1% AEP FLOOD HAZARD (100YR)



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Map 1.2 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



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Map 1.3 Flood Hazard Areas

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



- 0.2% AEP FLOOD HAZARD (500YR)
- 1% AEP FLOOD HAZARD (100YR)



Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.1 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



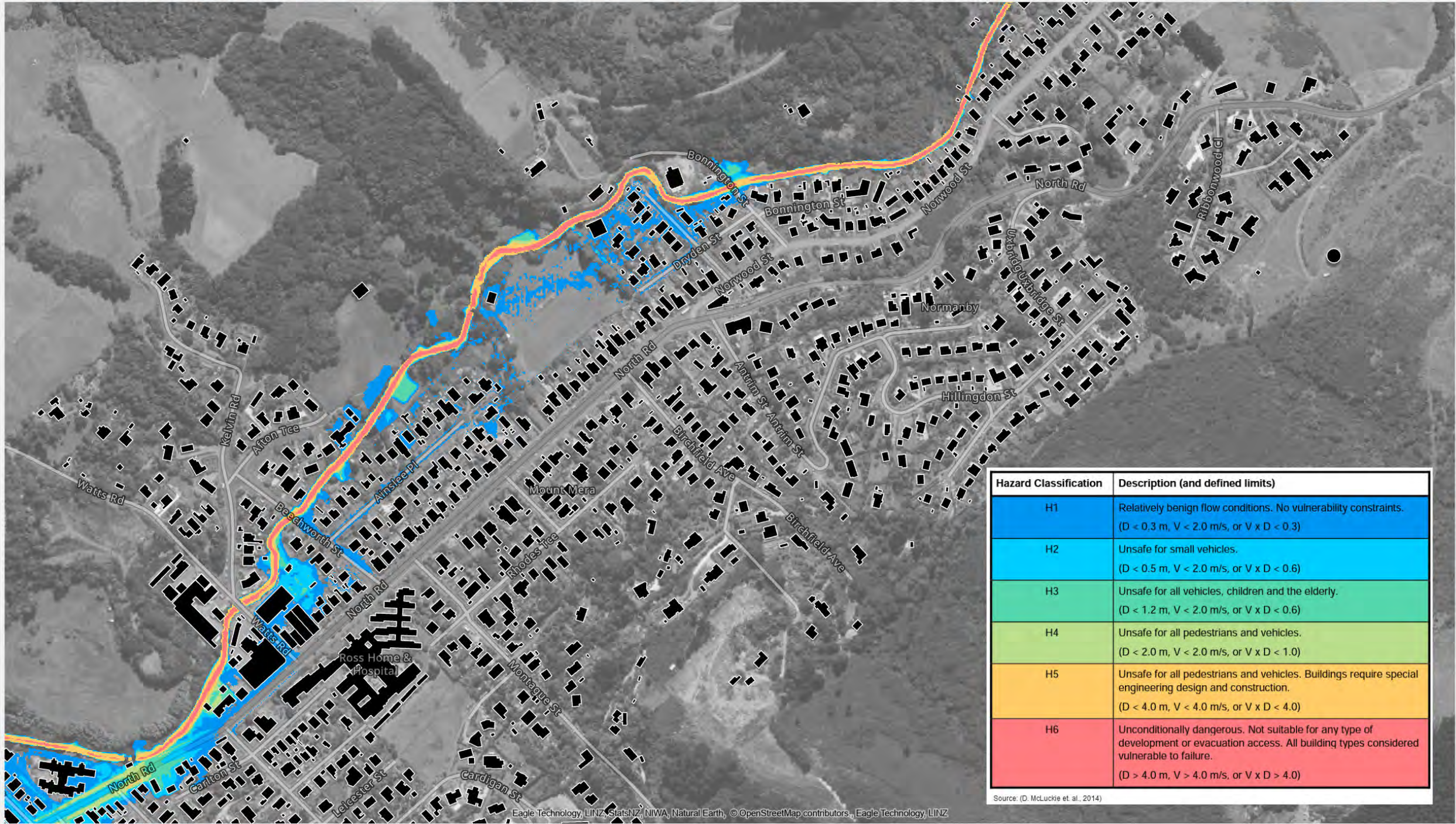
1% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.2 Flood Hazard Rating

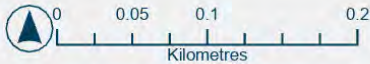
Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



Hazard Classification	Description (and defined limits)
H1	Relatively benign flow conditions. No vulnerability constraints. ($D < 0.3\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.3$)
H2	Unsafe for small vehicles. ($D < 0.5\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H3	Unsafe for all vehicles, children and the elderly. ($D < 1.2\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H4	Unsafe for all pedestrians and vehicles. ($D < 2.0\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 1.0$)
H5	Unsafe for all pedestrians and vehicles. Buildings require special engineering design and construction. ($D < 4.0\text{ m}$, $V < 4.0\text{ m/s}$, or $V \times D < 4.0$)
H6	Unconditionally dangerous. Not suitable for any type of development or evacuation access. All building types considered vulnerable to failure. ($D > 4.0\text{ m}$, $V > 4.0\text{ m/s}$, or $V \times D > 4.0$)

Source: (D. McLuckie et al., 2014)

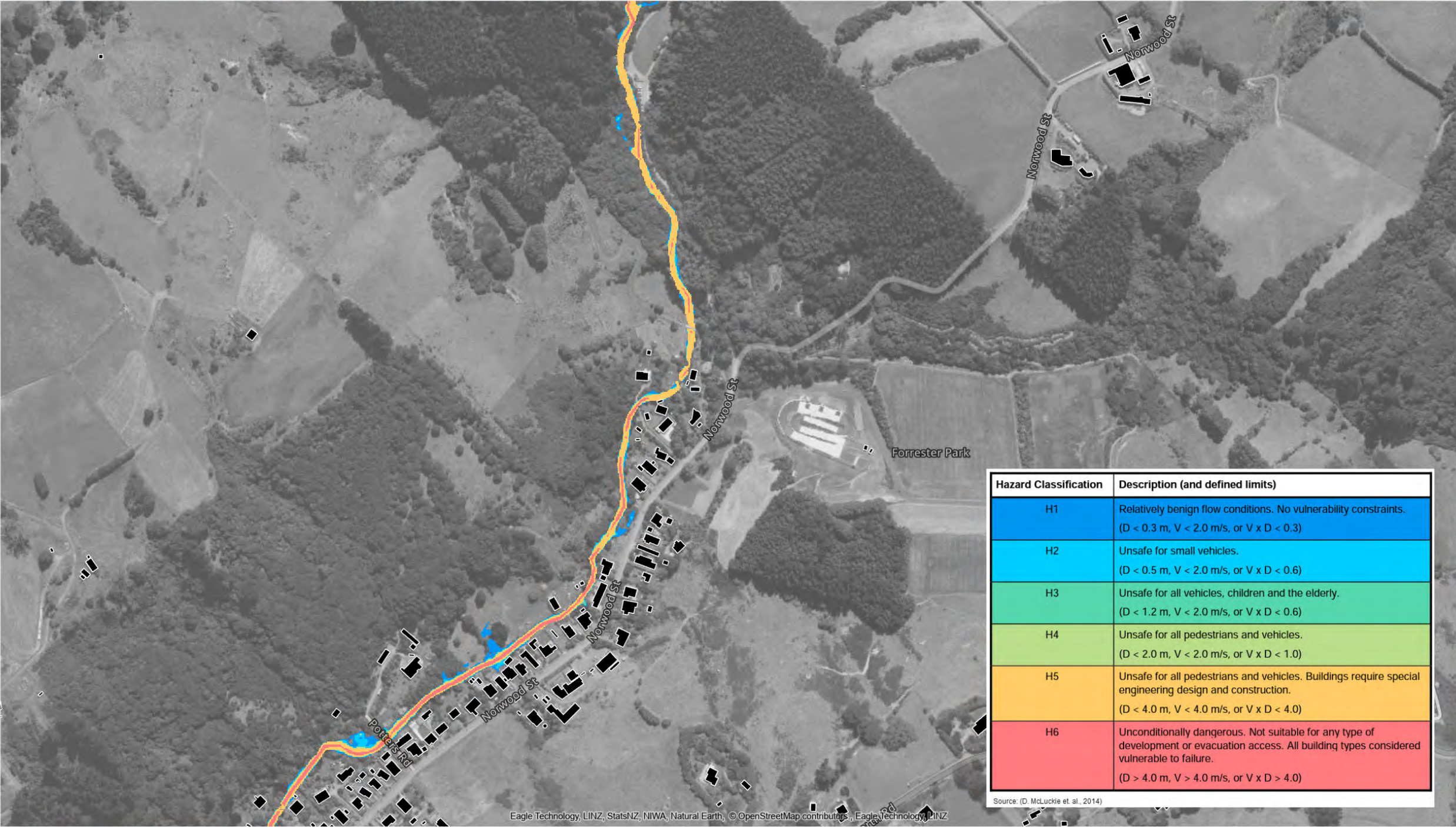
1% AEP HAZARD RATING



Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.3 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study

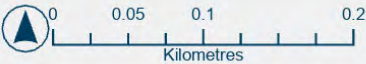


1% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Hazard Classification	Description (and defined limits)
H1	Relatively benign flow conditions. No vulnerability constraints. ($D < 0.3\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.3$)
H2	Unsafe for small vehicles. ($D < 0.5\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H3	Unsafe for all vehicles, children and the elderly. ($D < 1.2\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H4	Unsafe for all pedestrians and vehicles. ($D < 2.0\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 1.0$)
H5	Unsafe for all pedestrians and vehicles. Buildings require special engineering design and construction. ($D < 4.0\text{ m}$, $V < 4.0\text{ m/s}$, or $V \times D < 4.0$)
H6	Unconditionally dangerous. Not suitable for any type of development or evacuation access. All building types considered vulnerable to failure. ($D > 4.0\text{ m}$, $V > 4.0\text{ m/s}$, or $V \times D > 4.0$)

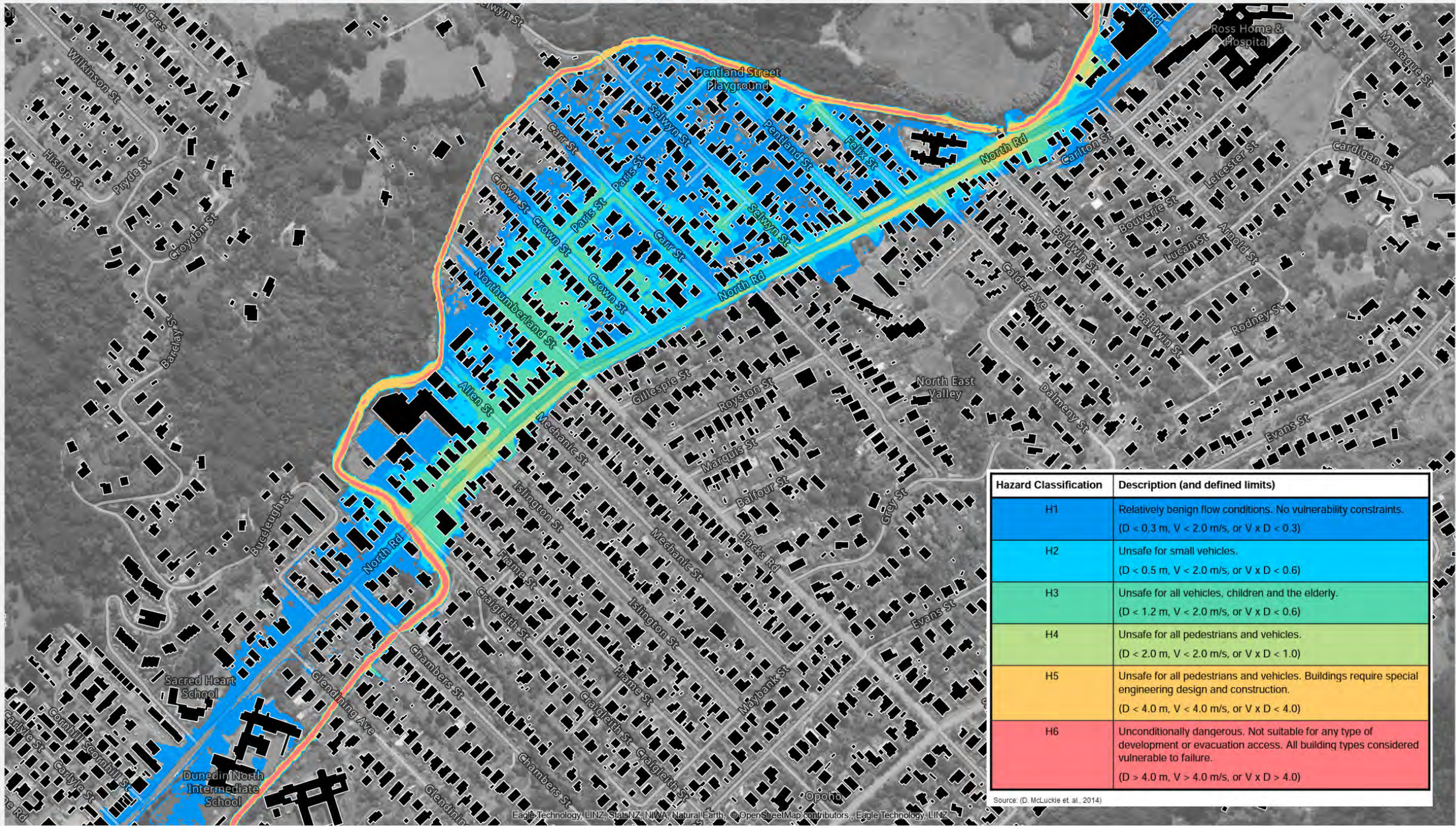
Source: (D. McLuckie et al., 2014)



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Map 2.4 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



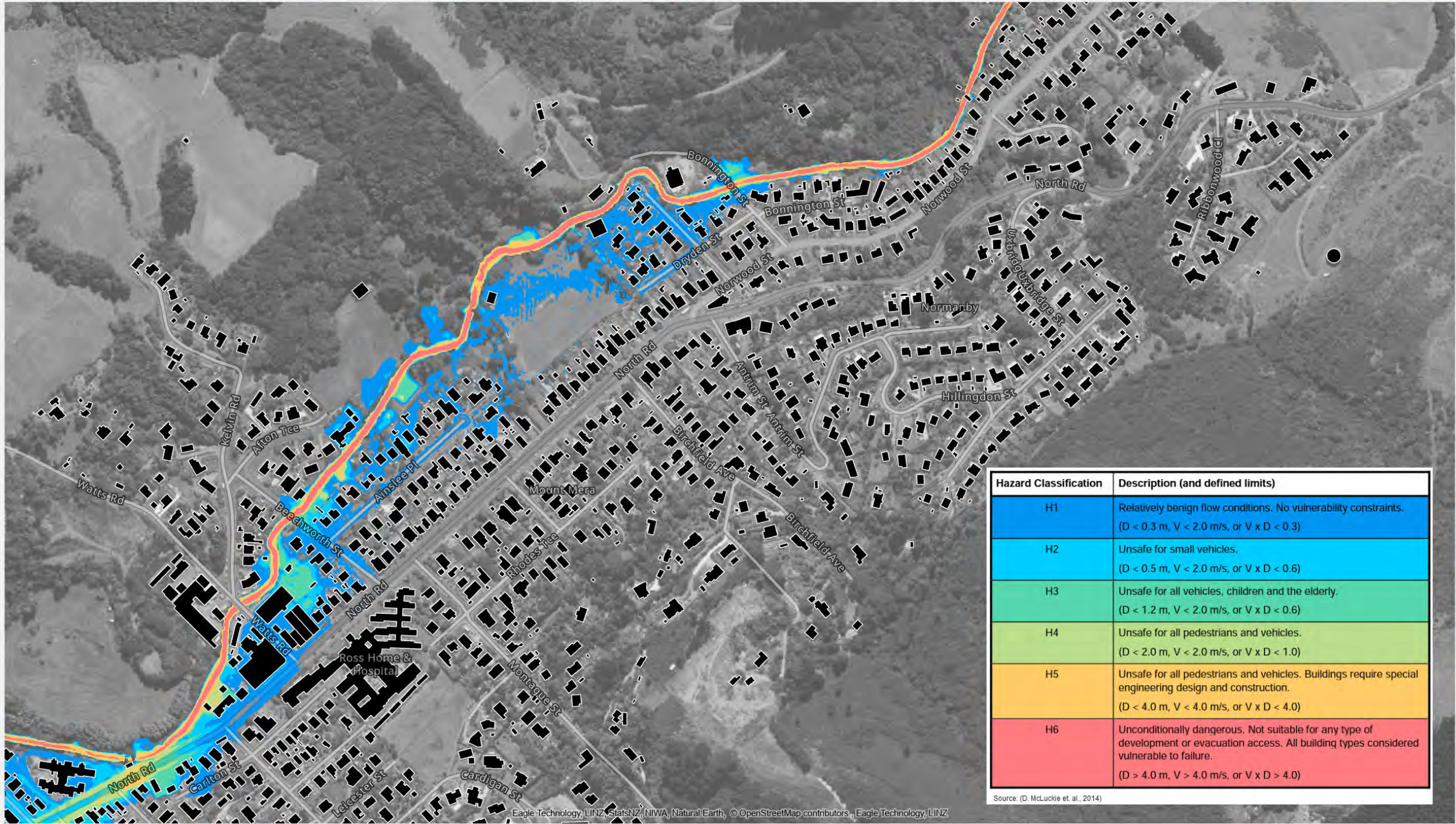
0.2% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.5 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study

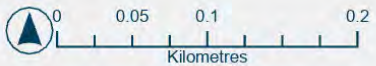


0.2% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Hazard Classification	Description (and defined limits)
H1	Relatively benign flow conditions. No vulnerability constraints. ($D < 0.3\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.3$)
H2	Unsafe for small vehicles. ($D < 0.5\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H3	Unsafe for all vehicles, children and the elderly. ($D < 1.2\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 0.6$)
H4	Unsafe for all pedestrians and vehicles. ($D < 2.0\text{ m}$, $V < 2.0\text{ m/s}$, or $V \times D < 1.0$)
H5	Unsafe for all pedestrians and vehicles. Buildings require special engineering design and construction. ($D < 4.0\text{ m}$, $V < 4.0\text{ m/s}$, or $V \times D < 4.0$)
H6	Unconditionally dangerous. Not suitable for any type of development or evacuation access. All building types considered vulnerable to failure. ($D > 4.0\text{ m}$, $V > 4.0\text{ m/s}$, or $V \times D > 4.0$)

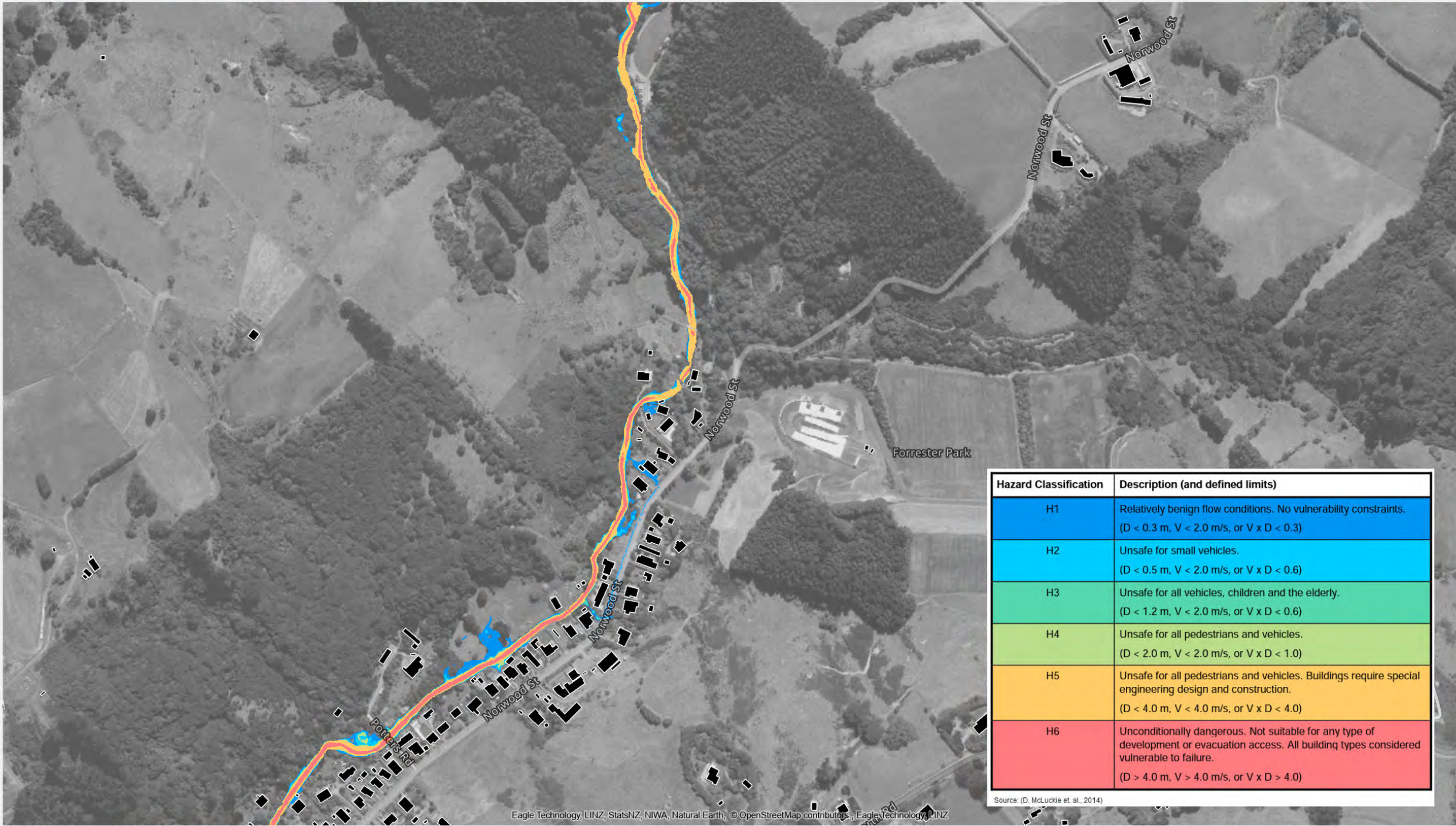
Source: (D. McLuckie et al., 2014)



Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

Map 2.6 Flood Hazard Rating

Northeast Valley Flood (Lindsay Creek) Flood Hazard Study



0.2% AEP HAZARD RATING

H1 H2 H3 H4 H5 H6

Information on this map may not be used for the purposes of any legal disputes. The user should independently verify the accuracy of any information before taking any action in reliance upon it. This map was generated for A1 printing on 31/08/2026 at the scale of 1:4,000.

That the public be excluded from the following items under LGOIMA 48(1)(a):

1.1 PE Council Minutes Draft 29 July 2026

1.2 PE Council Minutes Draft 26 August

2.1 Approval of end of life of Bee Card Scheme Activities

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under [section 48\(1\)](#) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
PE Council Minutes Draft 29 July 2026	To enable Council to carry out, without prejudice or disadvantage, negotiations with the Crown. 7(2)(i) To protect the privacy of natural persons, including that of deceased natural persons – Section 7(2)(a)	Section 48(1)(a); Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds: (a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.
1.2 PE Draft Council Minutes 26 August 2026	To protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information— would be likely otherwise to damage the public interest – Section 7(2)(c)(ii) To enable Council to carry out, without prejudice or disadvantage, negotiations with the Crown. 7(2)(i)	Section 48(1)(a); Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds: (a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.

2.1 Approval of end of life of Bee Card Scheme Activities	To maintain legal professional privilege – Section 7(2)(g)	Section 48(1)(a); Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds: (a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.
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This resolution is made in reliance on [section 48\(1\)\(a\)](#) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by [section 6](#) or [section 7](#) of that Act or [section 6](#) or [section 7](#) or [section 9](#) of the Official Information Act 1982, as the case may require, which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public.

It will also be moved that:

Mr Paul Everett the RITS Contract Manager for Regional Software Holdings Limited (RSHL) be permitted to remain at this meeting, after the public has been excluded, because of their knowledge of the Regional Integrated Ticketing System. This knowledge, which will be of assistance in relation to the matter to be discussed, and relevant to that matter having knowledge of the coordination of the roll out for the National Ticketing Solution.

Subject to subsection (3), a local authority may by resolution exclude the public from the whole or any part of the proceedings of any meeting only on 1 or more of the following grounds:

(a) that the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.