



Strategic Asset Management Plan 2021-2031

Bay of Plenty Regional Council 5 Quay Street PO Box 364 Whakatāne New Zealand

Document control

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Executive summary

Providing effective and efficient management of assets is a key obligation for the Bay of Plenty Regional Council (Council). As custodian of community assets, Council is committed to managing its assets in the most cost-effective manner and to provide efficient, safe and reliable services for current and future generations.

This Strategic Asset Management Plan (SAMP) provides the linkage between the strategic direction of Council and the asset management objectives for those assets that deliver services to its community. This is the first time a SAMP has been prepared as part of Councils approach to asset management planning and this forms part of Asset Management Improvement Plan.

Council owns, manages, operates, and maintains assets valued at approximately \$429.04 million. These assets these are managed through five asset management plans (AMPs) with a significant majority of the assets sitting within the Rivers and Drainage AMP.

- Rivers and Drainage
- Regional Parks
- Rotorua Te Arawa Lakes
- Maritime
- Property

This SAMP covers all physical assets that are owned, managed, operated or maintained by Council that provide services to its community. This SAMP does not cover plant, fleet and equipment.

Council is governed by the principles of the Local Government Act 2002, including taking a sustainable development approach to promoting the social, economic, environmental, and cultural well-being of their communities. Councils Asset Management Policy, SAMP and individual Asset Management Plans (AMPs) combine to deliver Asset management planning that is fit for purpose and provides the information required for effective and efficient management of infrastructure assets to meet the future needs of its communities.

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Part 1: Introduction

1.1 **Purpose of the SAMP**

1.1.1 Purpose

The purpose of this SAMP is to formally set out the long-term approach the Bay of Plenty Regional Council will follow to manage those assets that contribute towards achieving its strategic direction, in particular its vision and community outcomes. This approach ensures that acceptable levels of service are provided in the most cost effective manner.

The key purpose of this plan is to:

- Convey the role of assets and asset management in supporting the achievement of Council's organisational objectives (strategic direction including vision and community outcomes).
- Outline how the strategic direction has been linked to the asset management objectives.
- Set out how asset portfolios are managed to ensure Council continues to deliver services, in a sustainable and affordable way, to meet community expectations and legislative requirements.
- Outline the processes that enables informed and robust asset management decision making and planning.

The functional relationship between the SAMP and other organisational documents is shown in the diagram below.



- **Asset Management Policy** outlines the objectives, requirements and responsibilities for undertaking asset management across the organisation.
- **Strategic Asset Management Plan** sets out the long-term approach Council will take to manage its assets and links Council's organisational objectives (strategic direction) and asset management objectives (managing the assets required to support and deliver the objectives).
- **Operational Asset Management Plans** documents the life cycle activities (create, maintain, renew and dispose) to be undertaken so that assets are able to provide a defined level of service in the most cost effective way.
- **Infrastructure Strategy** sets out the issues and implications that Council faces over the next 30 years and the approach for managing those issues with regard to flood protection and control works, as required by section 101B of the Local Government Act (2002) (LGA).
- Long Term Plan sets Council's strategic direction including the Community Outcomes that Council is seeking to achieve. The LTP establishes the work we will deliver to our community over the next 10 years, as well as setting out how that work will be funded, including through rates and various fees and charges.
- Annual Plan the Long Term Plan is developed every three years, an Annual Plan is developed to update the work programme and funding for year two and year three of the Long Term Plan.

1.1.2 Asset management objectives

The overall goal of asset management is 'formally set out the long-term approach the Bay of Plenty Regional Council will follow to manage those assets that contribute towards achieving its strategic direction, in particular its vision and community outcome'.

In order to fulfil its strategic direction outlined above, Council is committed to best *appropriate* practice asset management in order to achieve the following key asset management objectives*:

- Recognise the importance of AM planning and adequately resource the AM System.
- Actively and transparently engage with stakeholders on how the assets are to be managed.
- Manage asset networks in a prudent manner.
- Maintain the AM System to a high quality.
- Take a continual improvement approach.
- Use the most appropriate approach for service delivery.
- Consider climate change and implications for Māori.

*The above objectives are taken from Councils Asset Management Policy.

1.2 **Overview of the Bay of Plenty region**

1.2.1 The place

The Bay of Plenty is located on the east coast of the North Island of New Zealand. The region incorporates the full extent of the coastline from Cape Runaway in the east, to Waihi Beach in the west and captures the coastal townships of Tauranga and Whakatāne. On the landward side, the region is mostly bounded by the watersheds of the catchments that flow into the Bay of Plenty; this includes the lakes in the Rotorua district. On the ocean side, the region includes 18 offshore islands including the volcanically active White Island, and the sea extending out to the 12-nautical-mile boundary. The area of the region is 21,740 square kilometres, comprising 12,231 square kilometres of land and 9,509 square kilometres of coastal marine area.

1.2.2 Natural environment



The Bay of Plenty region has a number of prominent features and landmarks. The prominent features of the region include islands such as Matakana, Tuhua (Mayor) and an active volcano; Whakaari (White Island). Other distinctive landmarks in the region include the numerous lakes of the Rotorua district and the distinctive peaks of Mount Tarawera and Putauaki, the Tauranga and Ohiwa Harbours and Mauao (Mount Maunganui).

The region is volcanically active with the Taupo Volcanic Zone crossing the area between Whakaari (White Island) and Lake Taupo. The two major features of this zone include a number of extensive geothermal areas (for example those found in Rotorua) and a number of earthquake fault lines that run parallel to each other within this zone.

Eight major rivers flow into the

Bay - these are the Raukōkore, Mōtū, Waioeka, Whakatāne, Rangitāiki, Tarawera, Kaituna, and Wairoa rivers. In addition, there are seven large estuaries - the Maketu, Little Waihi, Whakatāne, Waiotahe, Waioeka/Otara, Tauranga, and Ōhiwa. The abundance of waterways in the area combine to enhance the active lifestyle opportunities for the Bay's residents and visitors and also presents a number of challenges regarding provision of access to waterways whilst protecting the surrounding areas from extreme flooding events.

The region extends inland, generally to the ridge of the catchments that drain into the Bay of Plenty. The furthest point from the coast is the top of the Rangitāiki River Catchment which is 139 kms from the sea.

1.3 **Overview of services covered**

Council owns, manages, operates and maintains assets with a replacement value of \$429.04 million.

This SAMP provides guidance on Council assets which are grouped into the following asset activity areas:

Asset Activity Area	Services Provided	Location
Rivers and Drainage	Flood protection and land drainage.	 Rivers and drainage schemes: Kaituna Catchment Control Scheme Rangitāiki-Tarawera Rivers Scheme Whakatāne-Tauranga Rivers Scheme Waioeka-Otara Rivers Scheme Rangitāiki Drainage Scheme
Regional Parks	Recreational and open spaces areas for the benefit of the community.	 Pāpāmoa Hills Regional Park Onekawa Te Mawhai Regional Park Kaituna Re-diversion Project
Rotorua Te Arawa Lakes	Rotorua lakes water quality improvements.	Rotorua Lakes Catchment area.
Maritime	Provides a 24/7 navigation safety and maritime oil spill response across the region.	 Region's harbours and navigable waterways including: Tauranga, Ōhiwa and Whakatāne Habours Rangitāiki, Kaituna, Whakatāne, Tarawera, Waioeka and Motu rivers Aniwhenua and Matahina Dams Pacific Ocean regional boundary.
Property	Work spaces for staff and its customers. Equipment and plant storages for service purposes.	Offices, depots, carparks in Whakatāne, Tauranga, Rotorua, Ōpōtiki, and Edgecumbe.

Part 2: Strategic environment

2.1 Council's strategic direction

This SAMP aligns with and takes direction from the Strategic Direction (SD) in Council's Long Term Plan 2021-2031. The SD has been developed to support the well-being of our community and ties together our vision, community outcomes, our strategic proprieties and the way we work.

Council's vision is **"Thriving Together – mō te taiao, mō ngā tāngata".** To support and deliver this vision, Council has agreed on four community outcomes: A healthy environment; Freshwater for life; Safe and resilient communities; and A vibrant region. It is critical that Council has the infrastructure assets that will enable it to deliver its functions, services and activities to achieve these community outcomes.

Our biggest challenge is ensuring we match the work we do to immediate needs but in a way that is mindful of likely future requirements, so as to maximise the community return on its infrastructure investment. The Strategic Direction shown in the diagram below.



2.1.1 How asset activity areas contribute to Strategic Direction

The diagram below illustrates at a high level the links between the asset activity areas and Councils Strategic Direction.

Asset Activity areas						
		Rivers and Drainage	Regional Parks	Rotorua Te Arawa Lakes	Maritime	Property
mes	A Healthy Environment					
Dutco	Freshwater for Life					
ouncil C	Safe and Resilient Communities					
ပ ပ	A Vibrant Region					
	Social					
unity veing	Cultural					
Comm Wellb	Economic					
	Environmental					
	Regional recovery					
	Climate change					
0	Partnerships with Māori					
Prioritie:	Land use and transport					
Strategic I	Community participation and constructive relationships					
	Delivering on the ground					
	Making best use of our resources					

2.2 Asset Management Maturity

For assessing asset management maturity and for setting continual improvement, consideration needs to be given to the size, complexity, value and risk associated with each asset activity area, as outlined in the International Infrastructure Management Manual (IIMM). Maturity level needs to be appropriate for the nature and risk of the activity.

The level of asset management maturity for each of Council's Asset activity areas is set below.

Asset activity area	IIMM maturity level*
Rivers and Drainage	Intermediate to Advanced
Rotorua Te Arawa Lakes	Core
Regional Parks	Core
Maritime	Core
Property	Core

* IIMM maturity level categories include Aware, Basic, Core, Intermediate and Advanced.

2.3 Rationale and benefits for asset ownership

The rationale for Regional Authorities being responsible for the provision and control of significant Council assets stems from provisions in the Local Government Act.

Asset Activity Area	Rationale for asset ownership and service delivery
Rivers and Drainage	 Assets contribute to a mix of public and private benefits. Private benefits accrue to individual landowners and occupiers through the protection of lives, livelihoods and property. Local benefits occur because a range of public facilities, infrastructure and services receive security from flooding. Regional and national benefits arise because productive land, in flood prone areas provides an economic benefit through the multiplier effect to the wider region and nation. Council's Significance and Engagement Policy lists the rivers and drainage assets as strategic assets. This means that any transfer of ownership of the assets would be a significant decision and would require a full analysis of options and consideration of community views and preferences in Council's decision-making process.
Rotorua Te Arawa Lakes	• National and regional benefits include the protection of nationally significant bodies of water, and local benefits arise for those who live close to protected waterbodies. The wider community and future generations will get enhanced economic, environmental, social and cultural value from these improvements.
Regional Parks	• Assets provide benefits across the region. Visitors to the region also benefit from being able to enjoy and use the regional parks.

Maritime	•	Assets contribute to a mix of national, regional, local and individual benefits. National and regional benefits arise from minimising the likelihood of maritime accidents that have an impact on people and the natural environment, including oil pollution response. Local and individual benefits arise because navigation aids help commercial and recreational vessels to avoid accidents and the associated financial and personal costs.
Property	•	Rationale of asset ownership as a result of the Local Government Act provisions whereby Regional Authorities are responsible for the provision and control of significant Council assets. Property provides a supportive function for all of Councils activities in the LTP as a corporate overhead.

2.4 Significant negative effects

The LGA requires an outline of any <u>significant</u> negative effects (not positive effects) that the activity may have on the social, economic, environmental and cultural well-being of the (local) community. These are set out in the table below. Other negative effects, and mitigations are contained in individual AMPs.

Asset Activity Area	Significant Negative effects	Mitigation
Rivers and Drainage (GOA: Flood Protection and Control)	 Potential negative effects on the environment as a result of council's delivery of flood control and land drainage functions. Restrictions on land use through the Floodway and Drainage Bylaw. 	 Civil construction works must comply with all relevant RMA Plans, and resource consent processes with appropriate public consultation occur frequently to ensure that effects of concern to the community are understood and adverse effects are avoided, remedied or mitigated. All activities undertaken by the Rivers and Drainage team of council comply with our environmental code of practice and relevant industry design standards. Where a significant change to an activity is proposed, clear opportunities are provided to the community to express their views via the engagement processes set out through Councils Significance and Engagement Policy.
Rotorua Te Arawa Lakes (GOA: Integrated Catchment Management)	• Making the change to more sustainable land uses and land use practice may have economic, cultural and social costs for individual landowners, and possibly the regional economy.	 As part of our planning processes, we ordinarily carry out cost benefit analysis that is proportionate to the type of proposal or plan being considered. Where a significant change to an activity is proposed, clear opportunities are provided to the community to express their views the engagement processes set out through Councils Significance and Engagement Policy.
Regional Parks (GOA: Integrated Catchment Management)	• There are no significant negative effect of providing this service.	• N/A

Maritime (GOA: Resource Regulation and Monitoring)	• There are no significant negative effect of providing this service.	• N/A
Property (GOA: Support Services)	• There are no significant negative effect of providing this service.	• N/A

2.5 Engaging with key stakeholders, partners and customers

2.5.1 Our engagement processes

Councils Significance and Engagement Policy sets Council's approach to identifying the significance of decisions and our approach to engaging with the community this is available at: www.boprc.govt.nz/significance-and-engagement-policy

Community engagement occurs across a spectrum of engagement and different engagement methods may be used depending on the type of engagement that is appropriate. The BOPRC Spectrum of Engagement is set out below.



2.5.2 **Our Community and external stakeholders**

Members of the community in our region are our primary stakeholders, our community contributes to the funding of our assets and asset maintenance through rates, fees and changes and are involved in the decisions for the management of assets and our community is also the main beneficiaries of the services.

There are a range of other individuals, groups and organisations with external stakeholder interests, some of these are listed below.

Community and external stakeholders				
Our community – citizens and ratepayers	Local lwi and Hapū	Emergency service providers (Police, Ambulance, Fire, Civil Defence)		
 The region's territorial authorities (TA's) and neighbouring TA's 	Central Government Ministers and Agencies	Regional and sub-regional economic development agencies.		
Co Governance Forums including; Te Maru o Kaituna River Authority, Rangitāiki River Forum, Rotorua Te Arawa Lakes Strategy Group	Te Arawa Lakes Trust	Environmental Care and Education Groups		
Financial Institutions, Insurers, Regulatory Authorities.	Pāpāmoa Hills Advisory Committee	• Rivers Scheme Advisory Groups.		

2.5.3 Māori Partners

The Bay of Plenty has a long and proud Māori heritage with more than one quarter (25%) of the population of the region identifying themselves as Māori at the 2013 Census. This is in comparison with only 14.9% of New Zealand's total population identifying themselves as Māori.

Council acknowledges the unique status of the relationship between the Crown and Māori under the Treaty of Waitangi. Council also acknowledges that the relationships it has with Māori are central to the fulfilment of its statutory responsibilities and will continue to utilise a range of different mechanisms to engage with the wider Māori community and ensure their views are appropriately represented in the decision-making process. Council is committed to providing relevant information in a suitable format and through suitable appropriate forums to inform Māori participation contribution and improve their access to Council's engagement and decision-making processes.

Council recognises the importance of mātauranga Māori and the value of it to inform council decision making processes. Through He Korowai Mātauranga, Te Hononga, and the pending Māori Responsiveness Framework, incremental changes to the way Council works with Māori will yield more productive and meaningful relationships that will inevitably benefit the wider regional community.

2.5.4 Internal stakeholders

Key internal stakeholders for developing the Asset Management approach and delivery and their respective roles and responsibilities are outlined below:

Who	Role
Councillors	Sets strategic direction of the Council including vision, community outcomes and strategic priorities, and approval of the Asset Management framework.
Leadership Team	Responsible for management of Bay of Plenty Regional Council and ensuring asset management plans are consistent with the strategic direction.
Asset Management Steering Group.	Responsible for the development of the asset management plans to deliver on the Strategic Direction
Asset Activity Managers	Responsible for the implementation of the Asset Management plans

2.6 Legislation, Policies and strategies

2.6.1 Statutory Requirements

There is a range of legislation that impacts delivery of Council Services. Key legislation setting requirements informing Asset management requirements are:

Legislation	Summary
Local Government Act 2002	The Local Government Act 2002 provides councils with a framework of powers to carry out democratic decision-making and action for and on behalf of its community. It also imposes accountability for prudent management and stewardship of community assets in the present and into the future.
Resource Management Act 1991 (RMA) and Amendments	The RMA 1991 is New Zealand's primary legislation dealing with the management of natural and physical resources. The Regional Water and Land Plan is a vehicle used to meet the requirements of the RMA and this plan then in turn sets the water quality goals for Council to achieve by way of setting Trophic Level Indices for each lake. These impact the Levels of Service of the Rotorua Te Arawa Lakes AMP.

2.6.2 Policies and strategies

Bay of Plenty Regional Council has developed various policies and works in partnership with other agencies, to fulfil its role and align its activities to other agencies and organisations throughout the region. This means that in establishing its programmes, Council must be aware of the following policies, strategies and guidelines. A list of some of the key Policies, Plans and Strategies is included in Appendix 1.

Part 3: Assets we own

3.1 **Overview**

Council owns, operates, and maintains assets valued at \$429.04 million replacement value. This SAMP provides guidance on all Council assets, which are grouped into the following asset areas:

Asset Area	Asset type	Value \$m	%
Rivers and Drainage	 Erosion protection Pump stations Stopbanks Structures Waterways 	\$368.70	85.9%
Regional Park	 Fencing and styles Pathways/walkways car parks Dams Farm buildings, dwellings and toilets Water supply-tanks and pumps Park furniture Timber plantations Signage 	\$12.53	2.9%
Rotorua Te Arawa Lakes	 Phosphorous Locking plants: Rotoehu, Rotorua Nitrogen Reduction (Tikitere Zeolite Pilot Plant) Rotorua De-stratification plant: Rotoehu Koaro Fish pass Monitoring buoys: Rotorua, Rotoiti, Rotoehu and Tarawera, Wetlands: Okaro and Rotoehu (floating) Groundwater monitoring bores: Rerewhakaaitu, Tarawera, Rotokakahi, Tikitapu and Okareka Aquatic weed harvester trailer: Rotorua Outlet Structure: Okareka Diversion wall: Rotoiti. Pioneer Pump Canopy unit: Okareka 	\$10.79	2.5%
Maritime	 Beacons Buoys Markers Signs 	\$1.78	0.4%
Property	OfficesDepotsCarparks	\$35.24	8.2%
		\$429.04	100%

3.2 Asset Condition

Asset condition is a measure of the physical state of an asset which is visually assessed by staff and contractors on a regular basis. Consistency between assessors is achieved through the application of guidance documents.

Monitoring asset condition enables us to:

- Predict and plan maintenance.
- Forecast renewal requirements.
- Develop effective and proactive work programmes.

3.2.1 **Rivers and Drainage Performance and Condition**

Asset performance is a measure of confidence that an asset or group of assets will provide the required level of service, while assessing intrinsic strength, capacity, asset condition and consequence of failure. When assessing the performance of BOPRC's river schemes critical assets, the national Asset Performance Assessment Code of Practice and Tool is used. This provides an overall asset performance expressed as a risk profile grading between 1 (very low) and 5 (very high).

As part of the 2019/20 performance assessment, the condition of the assets is also determined where a grade between 1 (very good) and 5 (very poor) is applied. The results of the asset condition is shown in the above graph for critical assets in the schemes.

The condition assessments for the non-critical stopbank infrastructure assets commenced in early 2020/21, this was 75% progressed in November 2020 and will be completed by 30 June 2021.



Frequency of assessments and remedial actions are addressed through the R&D AMP.

3.2.2 Core Maturity level asset activity areas

For core asset activity areas relevant best practice guidelines are followed. Refer to individual AMPs.

Part 4: Growth and demand

4.1 **Overview of drivers**

4.1.1 Current population and projections

The Bay of Plenty is the second-fastest-growing region in New Zealand according to the 2018 Census.

The Bay of Plenty Region currently has a population of 320,800 (2018 Census). This is projected to grow by approximately 26% to 2048, a rate slightly slower than that for New Zealand as a whole (27%). The largest urban area in the region is Tauranga City and 84% of the population live in the areas of Tauranga City, Rotorua District, and Western Bay of Plenty.

The region's communities have quite different population densities, varying topography and geomorphology. The provision of the Rivers and Drainage activity is considered essential to ensuring the safety of these varied communities.

More detailed demographic analysis is used to identify and quantify specific areas within the region that are likely to experience significant pressures relating to the interaction of inhabitation with hydrological considerations. The increased frequency and severity of recent flood events has, and will continue to have, impacted the willingness with which insurers have insured properties in high-risk areas, whether with specified conditions or at all. This trend, alongside pressures to release land for development, is likely to create further future risk.

For other asset-related activities, population growth has differing effects. Increased population, and related increased recreational water-use, will likely drive increased demand for the Maritime Operations and Regional Parks activities, but will not have such a direct influence on the Rotorua Lakes and Corporate Support activities and property needs. Development in Ōpōtiki involving the harbour entrance there may drive increased demand for Maritime Operations services, including navigation aids.

4.1.2 **Population projections**

Population projections to 2048 for the territorial authorities in the Bay of Plenty region indicate that there will continue to be strong population growth in Tauranga City. Growth in Western Bay of Plenty and Rotorua districts will continue, population will be relatively stable in Whakatāne and decline in Ōpōtiki and Kawerau districts. Projections are shown in the table below.

Population projections from Significant Forecasting Assumptions LTP 2021-2031 - Volume Rua						
	2018	2023	2028	2033	2038	2043
Total New Zealand by region	4,900,600	5,222,400	5,460,500	5,679,000	5,876,400	6,055,800
Bay of Plenty region	320,800	346,900	361,700	374,400	385,500	395,500
Kawerau District Council	7,460	7,910	8,000	8,020	7,970	7,860
Ōpōtiki District Council	9,670	10,250	10,350	10,400	10,300	10,150
Rotorua District Council	74,800	78,900	80,700	82,200	83,400	84,200
Tauranga City Council	142,100	156,900	166,300	175,000	183,300	191,400
Western Bay of Plenty District Council	53,300	58,100	60,900	63,300	65,200	66,700
Whakatāne District Council	37,100	38,800	39,300	39,500	39,500	39,300

Table 1Population estimates for Bay of Plenty region

Data Released March 2021

Data extracted on 21 May 2021 01:23 UTC (GMT) from http://nzdotstat.stats.govt.nz/wbos Source: http://nzdotstat.stats.govt.nz/WBOS/Index.aspx?DataSetCode=TABLECODE7549

Rivers and Drainage

Population trends are important for flood management because scheme affordability is closely related to population, with rates being the key source of funding for scheme management. Community expectations lead the delivery of flood protection services and assets. Development can threaten the integrity of Rivers and Drainage scheme assets and the ability of the assets to meet levels of service.

High growth areas require good flood risk management policy and town planning that incorporates sound flood risk management principles. In areas where population is expected to increase, there will likely be greater demand for business and residential development and therefore greater population densities.

Where population is expected to decrease, there will be a reduction in ability to pay as population ages and distribution of population changes within the region.

Regional parks

Population growth has an impact on increasing visitor numbers to Regional Parks. Increased visitors will have the added benefit of raising the profile of the park, and conversely also the expectations of what the park delivers. By maximising the use of the existing parks there is likely to be more public involvement and potential opportunities for external funding.

4.1.3 Technology

For the Maritime Operations activity, there is increasing customer demand based on evolving technical capabilities when it comes to real time monitoring of conditions. This is in line with broader population expectations across all facets of modern life, when it comes to the availability of real time information. The cost of the technology that enables this is now also more affordable, and therefore both components drive the push for Maritime to include new assets such as bar cameras and wave buoys.

Technology, including scientific analysis of water quality trends and drivers, is a key driver of the Rotorua Lakes activity. New technology is consistently trialled, which has led to key successes such as in-lake monitoring buoys, alum dosing, and remote sensing.

4.1.4 Environmental

Environmental factors are the key driver for flood control works. Environmental change resulting from climate change, particularly through increases in the frequency and intensity of storm events and extremes in weather, including droughts and raised sea levels, will make maintaining existing levels of service more difficult. As well as climactic considerations, flood control works need to consider a range of other environmental considerations, including wetland restoration, erosion protection, and other conservation needs.

Environmental factors also influence the Maritime Operations activity, primarily due to the activity's role in clearing hazards in and around coastal environments. An increase in extreme rainfall events will likely lead to an increase in debris, such as trees, being washed out to the coast.

Environmental factors also drive significant demand for the Rotorua Lakes Activity.

For the Corporate Support activity, the primary environmental factor is community, Councillor, and staff expectations that the corporate property footprint will have reduced carbon emissions.

4.1.5 **Climate and implications of a changing climate**

In June 2019, Bay of Plenty Regional Council declared a climate change emergency alongside the adoption of our first Climate Change Action Plan. Indications of climate change by the Intergovernmental Panel on Climate Change (IPCC) are that the Bay of Plenty region may receive less rainfall in future, however the intensity and frequency of high rainfall events will likely increase. Sea level is predicted to rise with increased magnitude of tidal storm surges. Likely Climate Change impacts for the Bay of Plenty are summarised in the infographic below.



*Based on current greenhouse gas emission rates. We may be able to slow or reduce the scale of these changes if sufficient local and global action is taken to decrease emissions.

Climate change may mean that the lifespan of our assets is shorter than planned, or that maintenance costs increase. It may also mean that repairs are needed more frequently or that material deteriorate more quickly.

Council has a programme to provide for adaptation to the changes we are facing with future climate change and the potential impacts on some of the region's environments and sectors. These adaptations are based on the climate change projections outlined in the report "Climate Change Projections and Impacts for the Bay of Plenty Region", NIWA, October 2019.

https://atlas.boprc.govt.nz/api/v1/edms/document/A3434328/content

Adaptation information is included into existing capital improvement and maintenance programmes. By integrating climate information into programme development and investment decisions, Council can avoid dysfunctional projects e.g. investing in a stopbank that is likely to be inundated by rising sea levels.

4.1.6 Legislative

Key legislation affecting the delivery of the various asset-related services includes:

4.1.7 **Resource Management Act 1991 and Amendments**

Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and avoiding, remedying or mitigating any adverse effects of activities on the environment. This is a primary driver of the work of the Rotorua Lakes Activity.

Local Government Act 2002 and amendments 4.1.8

Schedule 10 of the Act sets out the requirements for local authorities as to how they will assess and manage the implications of demand and service provision levels and standards.

4.1.9 Motiti Protection Areas

In April 2020, the Environment Court released its financial decision directing Bay of Plenty Regional Council to create protection areas around Motiti Island prohibiting the taking of all plants and animals. These new maritime protection areas will drive increased demand for Maritime Operations activities.

4.1.10 National Policy Statements and Natural Resource Plan

The Natural Resource Plan (NRP) has driven landuse change, and facilitated agreements to reduce landuse impacts, that support the improvement of water quality in the Rotorua Lakes. The upcoming National Policy Statement – Freshwater Management will require additional action in relation to water quality in the Rotorua Lakes.

[Flood Control and Protection? Maritime Transport Act?]

4.2 **Summary of analysis**

From an asset management perspective, the key growth and demand driver over the next ten years will be environmental (climactic) change. This is because Regional Council's largest asset group involves flood control, an activity determined more by rainfall than by other factors, such as demographic growth. Climate change will also drive demand for the Rotorua Lakes Activity through rainfall effects on water quality, and might also drive increased maritime debris.

[Comment here about detailed hydrological etc. analysis]

4.3 **Projection uncertainty**

For demographics, our assumption is that the Statistics NZ medium-level projection is accurate.

For hydrological modelling, we use [Add information here about the type of modelling used]

4.4 **Non-asset demand management options**

The objective of demand management planning is to actively seek to modify customer demands for services, in order to maximise utilisation of existing assets or to reduce or defer the need for new assets or services, including non-asset solutions. We primarily employ demand management in relation to our Rivers and Drainage activity, where types of management include:

Demand component	Management Approach
Legislation/regulation	 Manage resources and supporting infrastructure in line with legislation e.g. regulating and monitoring of gravel extraction rates and water take quantities. Incorporating alternative designs into new subdivisions and other development, for example setting minimum floor levels Monitoring development and providing incentives to develop in less flood prone areas Provide a maritime patrol programme to reduce demand on Maritime safety assets.
Education	 Educating the community around River and Drainage related activities in order to manage expectations and reasons for undertaking activities. Educating water users to improve safety and reduce demand on Maritime safety assets. Educating the community on land use and effects on water quality in Rotorua Lakes
Incentives	• Provision of small landowner environmental grants to promote minor works activities that complement Council activities, i.e. out of scheme channel improvements.
Operation	 Continual improvements to assets through stakeholder ownership of assets, i.e. landowners who have assets on their land are more likely to look after them when that asset benefits them either directly or indirectly. Regional Parks seeks to increase demand (visitor numbers) by enhancing the visitor experience, for example via facilities, wayfinding and interpretation, and improving access
Demand sub	 Maximum use of alternative and/or 'soft' materials (i.e. tree plantings) for erosion protection and channel training activities.

Part 5: Levels of service

5.1 **Overview**

Asset management planning enables the relationship between levels of service (LOS) and the cost of the service (the price/quality relationship) to be determined. This relationship is then evaluated in consultation with the community to determine the levels of service they are prepared to pay for.

Defined LOS can then be used to:

- Inform customers of the proposed LOS.
- Develop asset management strategies to deliver LOS.
- Measure performance against defined LOS.
- Identify the costs and benefits of services offered.
- Enable customers to assess customer values as accessibility, quality, safety, and sustainability.

In this context LOS define the quality of delivery for a particular activity or service against which service performance can be measured.

5.1.1 LOS relationship to asset managing planning

One of the basic cornerstones of sound asset management is: To provide the levels of service that the current and future community want and are prepared to pay for.

LOS therefore provide the platform for all decisions relating to infrastructure management (as illustrated in the following diagram). Before developing detailed asset management strategies, Council needs to agree the LOS with the community with consideration given to the following:

- Required planned outcomes.
- Minimum legislative requirements.
- Technical constraints.



Source: The Developing Levels of Service and Performance Measures Manual 2007.

Figure 1 LOS relationship to asset management planning

5.2 LOS development process

LOS are developed as part of the development of the Long Term Plan 2021-2031 which sets the LOS that Council will deliver to the community. This is a multi-stage process and involves:

- Review and reset of the Council Strategic Direction including Community Outcomes, this is carried out with Council, and endorsed by Councils Strategy and Policy Committee
- Staff led Goal setting workshops that review and update existing LOS to create a set of clear LOS and measures/targets designed to deliver on Councils Strategic Direction.
- A series of Council workshops where Councillors consider draft LOS and measures alongside work programmes and financial implications and refine these for Consultation.

The outcome of the above process is a defined a set of high level LOS statements and measures that are be included in the draft LTP. This set of LOS and measures is then subject to consultation with the community on service delivery options and their associated costs as required by the Local Government Act 2002 through the Special Consultative Procedure. The individual tactical Asset Management Plans may contain additional LOS statements specific to individual AMPs that support the delivery of the strategic LOS in the Long Term Plan.

5.2.1 Changes in LOS

A change in LOS will either be reflected as a requirement to increase or decrease the LOS.

Any significant change will need to be consulted on with key stakeholders and the community. The outcomes of this consultation are then incorporated into the decision making process.

5.2.2 LOS delivery process

Bay of Plenty Regional Council delivers its asset-related levels of service through various delivery mechanisms:

- Internal staff for the Maritime Operations and a large proportion of the Rivers and Drainage activities;
- External contractors for the delivery of work associated with the maintenance and renewal of Rivers and Drainage and Rotorua Lakes assets;
- Government and other agencies such as Department of Conservation for work associated with the Rotorua Lakes activity

5.2.3 Levels of Service from the Long Term Plan 2021-2031

The table below sets out the LOS contained in the Long Term Plan 2021-2031 for the Activities that have AMPs. The assets held by Council are expected to support the delivery of these LOS.

The individual tactical Asset Management Plans may contain additional LOS statements specific to individual AMPs that support the delivery of the strategic LOS in the Long Term Plan.

Asset Management Plan	Level of Service	Measure	Target
Rivers and Provide flood		Percentage of maintenance and repairs completed in accordance with the Rivers and Drainage Asset Management Plan	Year 1-10: 85%
Drainage	drainage	Percentage of capital works completed in accordance with the Rivers and Drainage Asset Management Plan	Year 1-10: 75%
Regional Parks	Manage our Regional Parks sustainably	The number of visitors to Regional Parks	Yr1: 121,635 Yr2: 124,068 YR3: 126,549 Yr4-10: 131,662

		Visitor satisfaction for visitors to Regional Parks	Yr1: 75% Yr2: N/A Yr3: 80%
Rotorua Te Arawa Lakes	Improve the indigenous biodiversity and waterbodies in the Bay of Plenty catchments	Number of Rotorua Lakes that have reached their Trophic Level Index (TLI), based on the three year rolling TLI	Year 1-10: 3
Maritime	Minimising risks and effects of maritime oil spills and navigation hazards	The percentage of navigation aids of "good" quality or higher	Year 1-10: 95%
Property	Reduce/minimise carbon emissions through (TBC)	Placeholder – Potential goal regarding Corporate Property Energy Efficiency or Greenhouse Gas Emissions	TBC

5.3 Challenges in achieving levels of service

The following sets out key challenges in achieving levels of service by activity group:

5.3.1 Rivers and Drainage

• The AMP identifies a small list of assets that are known to not meet design standard as of August 2020. The AMP include a Capital plan showing budgets and timing of works to meet the desired design standard for those assets.

5.3.2 Rotorua Lakes

 Activity outcome is heavily influenced by environmental factors outside of Council control. So in making Levels of Service (LOS) targets we need to be mindful that the outcomes may not be achieved at times, simply due to prevailing weather conditions or ongoing Climate Change.

5.3.3 Regional Parks

• No issues identified.

5.3.4 Maritime Operations

• No issues identified.

5.3.5 Corporate Support

• No issues identified.

Part 6: Life cycle and financial planning

6.1 How we make decisions

6.1.1 Asset Management Framework

Councils Asset Management framework is in place to ensure that agreed levels of service are provided in the most cost effective manner. This includes lifecycle planning and providing the framework for delivering Asset Management decisions.

As shown in the diagram below, Councils Strategic Direction provides direction to and informs the Asset Management Policy, and Councils Infrastructure strategy, this SAMP and the tactical AMPs.

The infrastructure Strategy and SAMP are reviewed every three years through the regular Long Term Plan development cycle while tactival AMPs may be updated more regularly.



Asset Management Framework

6.1.2 Roles and Responsibilities

Role	Responsibility
Council	Setting Strategic Direction and overall Governance including setting of plans and budgets including through Long Term and Annual Plans to enable delivery of Councils Infrastructure Strategy and Asset Management activities.
Leadership Team	Overall responsibility for delivery of Councils Infrastructure Strategy and Asset Management activities. Approval of internal Asset Management Policy,
General Managers	Delivery of asset management improvement programmes within their areas
Asset Management Steering Group (AMSG)	An internal centre of expertise for sharing asset management best practice and drive consistency of practice across BOPRC. Ensures the delivery of asset management improvements identified in each group's AMP and the production of AMPs in time for each AP/LTP cycle. Also provides advice to the Leadership Team on asset management.
Activity Managers	Operational delivery of Asset Management Plans, responsibility for maintaining and updating AMPs, members of ASMG

6.2 AMP Life Cycle development and summary

6.2.1 Rivers and Drainage Asset Management Plan (AMP)

This is Council's largest physical asset portfolio with an optimised replacement value of \$368 million (as at 1 July 2020). The Rivers and Drainage AMP is a 50-year plan that provides information about the assets and how they are maintained and managed to provide agreed levels of service.

Rolling 10-year capacity reviews and geotechnical investigations of each of the schemes determines whether the assets are providing agreed levels of service and informs whether upgrades are required. Additional capital works may flow on from this process and the cost estimates for this work are provided to the proposed LTP capital budget as indicative placeholder figures.

Specific workshops are held with River Scheme Advisory Groups focused on the LTP and AMP financial planning and proposed budgets. This enabled the group members to provide comment and input into the proposed capital and operations budgets.

These placeholder figures are formulated by depreciation modelling of each asset type using unit rate values. This is an accepted best practice principle when forecasting costs prior to completion of the capacity reviews when estimates can then be updated based on the more detailed investigation and design.

The risk of underestimated future capital works is high due to:

- The complexity of the assets e.g. greater loss of service more rapid stopbank settlement than expected.
- The unknown requirements until capacity reviews have been completed.

• Vulnerability to floods and other natural disasters.

6.2.2 Rotorua Te Arawa Lakes Asset Management Plan

This AMP focuses on the in-lake and in-stream interventions to improve water health. Operational projects in the Rotorua Lakes Catchment programme are generally short to medium term projects which support improvements in water quality. As a result, the majority of these assets do not require future capital renewal. However, the programme's longer term assets like the Ohau Diversion Wall and environmental monitoring bores require ongoing capital renewal and maintenance.

Maintenance is a relatively fixed spending regime with the activity continuing to maintain existing performance levels. This will continue until these short to medium term projects cease.

6.2.3 Maritime Asset Management Plan

The focus of the Maritime AMP is primarily the Council owned aids to navigation (beacons, buoys, markers and signs) assets. The Maritime Operations activity has a relatively fixed capital spending regime associated with the navigational aid assets.

Regular maintenance is undertaken on the navigational aid assets to ensure each asset is regularly inspected for condition defects. This is also a relatively fixed spending programme and the activity is maintaining existing performance levels.

6.2.4 Regional Parks Asset Management Plan

The assets that supported under the Regional Parks AMP are unlike other infrastructure e.g. significant trees, regenerating native bush, significant archaeological and cultural sites. The majority of the tangible assets have come from the legacy of farming on the land prior to becoming parks e.g. fencing, tracks and farm buildings. The Regional Parks activity also contains a number of the Kaituna Re-diversion assets including the salinity block, boat ramp, a floating pontoon and fixed pier.

The Regional Parks activity has a relatively fixed capital and operational spending regime that is associated mostly with new farm assets (e.g. new fencing), asset upkeep (e.g. track maintenance) and landscape restoration (e.g. land retirement and native replanting). However, projects may be proposed to help meet levels of visitor growth as well as enhance visitor experience.

6.2.5 Corporate Property Asset Management Plan

The Corporate Property AMP outlines the management of land and buildings that staff use to deliver Council's core services from. This long-term planning approach is necessary given the large capital and operating expenditure, the long lives of the assets and the lead times in planning for upgrades of new assets when required.

6.3 **Financial planning**

The Asset Management Steering Group (ASMG) ensures the production of AMPs in time for each LTP or Annual Plan cycle including financial forecasts, the ASMG includes Councils Finance Manager (or delegate). Individual Asset Activity

Managers are responsible for updating their respective AMPs drawing in specialist expertise as required from the AMSG or external parties. AMSG provides the draft AMPs, including budgets to the Leadership Team and to Council.

Part 7: **Assumptions**

7.1 **Overview**

The LTP 2021-2031 includes updated significant forecasting assumptions that inform the development of the LTP and section 5 of this report sets out a set of core assumptions such as population projections, implications of a changing climate along as well as a range of range of other drivers.

Statutory financial reporting requires Bay of Plenty Regional Council to revalue its fixed assets at least every five years. In most cases this will occur more frequently as set out in the individual AMP.

All infrastructure assets valued have been done so in accordance with the methodology prescribed in the New Zealand Infrastructure Asset Valuation and Depreciation Guidelines 2006.

7.2 General assumptions

There are a number of principles, legislative and policy requirements that apply across Councils asset management planning, these include:

- Use best currently available information.
- Where completed use the most up to date Condition assessments.
- Seek to maintain the existing levels of service.
- Comply with:
 - Legislative requirements;
 - Council's funding, financial and operational policies and strategies;
 - Relevant financial reporting standards issued by the New Zealand Institute of Chartered Accountants;
 - Industry best practices and norms; and
 - Generally Accepted Accounting Practice (GAAP).

In addition to the assumptions described above, individual AMPs will draw on information specific to the particular asset class and at different levels of comprehensiveness depending on the maturity of the AMP (refer to section 3.2). The greater the maturity of the AMP, i.e. the greater the level of information drawn on to inform the AMP.

Part 8: Audit and improvement

8.1 Our approach to this

Council is committed to applying and improving sound management practices in alignment with industry best practice. This is important to provide fiscally prudent and reliable services that our communities can have confidence in. This involves continually reviewing the efficacy of systems and procedures and working towards improvement in a cost-effective manner.

External review of our business is conducted systematically, with review by Audit New Zealand of our budget planning processes as part of the Long Term Plan process being a good example. This involves reviewing the methodology for budget generation, including how budgets relate to the AMPs and the processes used in AMP budget development. External peer review is standard practice with the auditing of our annual valuations. Financial expenditure reporting is conducted on a regularly basis including regular *typically quarterly) reporting to Council and through the Annual Report which is audited externally.

The Asset Management Steering Group provides enables sharing of knowledge and best practice to ensure the way we manage our assets effectively and efficiently and to coordinate documented reviews and communication with Council and Advisory Groups.

8.2 **Past audits**

The vast majority of our assets are managed through the Rivers and Drainage AMP, through this review cycle as part of the development of the LTP, the Rivers and Drainage Assets and Engineering teams reviewed the improvement plan from the previous version of this AMP (2018-2068). Overall there was considerable progress made against the previous improvement plan. The following sub-headings capture the key improvement areas (those items that are still a work in progress are captured in the improvement plan section below).

8.2.1 Condition assessments

Assets covered by this AMP now have a systematic regime for condition assessment which is consistent with national best practice. This is a significant improvement in terms of risk management and asset replacement decision-making. To add to this, Council's in-house capability for geotechnical analysis has developed and built significant data about the geomorphological characteristics of soils in critical areas.

8.2.2 Technology One

Council has implemented this system and it is operational. Staff are competent at a functional level and are familiar enough with the system to provide a foundation for further learning. Tech 1 'champions' are in development and will continue to lead the realisation of further system functionality. The asset register which previously was held solely in spreadsheets is now maintained through Tech 1 and links directly

with Council's mapping and financial systems. Further functionality will be realised as part of the implementation of this AMP's improvement plan below.

8.2.3 Project management

Council has strengthened our capability, capacity and systems in this respect. This ensures projects are appropriately managed, have a high success rate, and are fiscally prudent. The Procurement Team has fostered Council's development in this respect, working with staff that manage Rivers and Drainage related projects to apply good management.

8.3 Improvement plan

8.3.1 Overview

The purpose of an Improvement Plan is to document the key actions that the Bay of Plenty Regional Council can undertake to maintain and improve the asset management practices that assist in optimising service provision to the Community.

Council has adopted a strategic management approach to improvement planning, continually developing AMPs, and implementing improvement processes and practices. This is reflected by the establishment of Council's Strategic Asset Management Plan as part of the Long Term Plan 2021-2031 process, and Council's historic and ongoing commitment to sound asset management practices and planning procedures.

This improvement plan is integral to that approach, reflecting current business practice and identifying improvement actions to progress the AMP goals of this plan. Providing a better service to our customers and optimising resource use.

The following section provides an overview of the continual improvement process that is underway. Further detail is contained within the individual AMPs and in particular the Rivers & Drainage AMP.

8.3.2 What are the key improvement areas?

Asset management work has been grouped into key asset management process areas for the purposes of improvement planning in Table 50 below. Improvement in these areas is critical to achieving sustained performance of the organisation at the lowest lifecycle cost.

Core business process	Key elements
Asset management/information systems	Asset registerPlans and records
	Financial system
	• GIS
	Modelling
	Project management
	System Integration
	Availability/usability

Table: Key asset management process areas

Core business process	Key elements
Asset data and knowledge processes	 Asset hierarchy Maintenance records Condition assessments Performance monitoring and utilisation Lifecycle cost data Asset age/lives Risk data (critically)
Operations and maintenance processes	 Maintenance management. Contract monitoring and control Operational expenditure analysis/review
Demand analysis and strategic planning processes	 Demand analysis Failure prediction Risk assessment Renewal optimisation Levels of Service reviews Long Term Plan
Asset capital processes	 Project identification/priorities Capital expenditure evaluation Contract monitoring and control (capital works) Construction/design standards Asset handover Asset rationalisation/disposal
Organisational/commercial	 Asset management review and improvement Contracting policies Internal quality assurance processes Corporate commitment Asset management roles Corporate asset management team Training programme

8.3.3 Improvement goals and projects

The tables that follow consider the key improvement areas described above and identify improvement goals. The improvement goals are grouped together into improvement projects. Currently the improvement goals all have equal priority and the intention is that the goals will be addressed through the development of improvement project plans as shown in the table below Refer to the Rivers and Drainage AMP for further detail).

Table: Improvement goals and projects

Project name	Project code	Project lead	Project resourcing
Tech 1 integration and optimisation	Tech 1	Rivers and Drainage Assets	\$45,000 per annum additional
Business processes review and improvement	BPR&I	Rivers and Drainage Assets	Existing internal resource
AMP implementation and improvement	AMP I&I	Rivers and Drainage Assets	Existing internal resource
Engineering business improvement	EBI	Engineering	Existing internal resource
River Scheme Sustainability	RSS	Engineering	Existing internal resource
Training and support	T&S	Rivers and Drainage Assets	\$20,000 per annum additional

Additional annual resourcing required identified in the table above will be funded by distributing the cost across the Rivers and Drainage schemes covered by this AMP. Optimising the use of Tech 1 and training staff so that they are confident in its use is critical to delivering fiscally prudent asset management. This additional cost is an investment that has the intention to save river and drainage schemes money by optimising life-cycle costs of assets and better managing the asset portfolios.

Appendix 1: Key Council Policies, Plans and Strategies

Bay of Plenty Regional Council has developed various policies and works in partnership with other agencies, to fulfil its role and align its activities to other agencies and organisations throughout the region. This means that in establishing its programmes, Council must be aware of the following policies, strategies and guidelines. A list of some of the key Policies, Plans and Strategies is included in Appendix 1.

Table 2	Polices and guidelines
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Policy/guideline name	Status
Statement of Significant Accounting Policies (LTP)	Current
Funding Impact Statement (including Rating Policy)	Current
Policy on Determining Significance	Current
Liability Management Policy	Current
Revenue and Financing Policy	Current
Policy on Partnerships between the Council and the Private Sector	Current
Erosion and Sediment Control Guidelines for Land Disturbing Activities	Current
Hydrological and Hydraulic Guidelines	Current
River Gravel Management Guidelines	Current
Environmental Code of Practice for River and Drainage Maintenance Activities	Current (to be reviewed)
Stopbank Design and Construction Guidelines	Current

Table 3Plans and strategies

Plan and Strategy name	Status
Regional Policy Statement	Operative
Regional River Gravel Management Plan	Operative
Regional Coastal Environment Plan	Operative
Regional Water and Land Plan	Operative
Waioeka-Otara Floodplain Management Strategy	Adopted
Whakatāne-Tauranga Floodplain Management Strategy	Staged
Rangitāiki-Tarawera Floodplain Management Strategy	Staged

Regional Plan for the Tarawera River Catchment	Operative
Kaituna River and Ongatoro/Maketu Estuary Strategy	Adopted
Kaituna Floodplain Management Strategy	Planned
Ngā Whakaaetanga-ā-Ture ki Te Taiao ā Toi Statutory Acknowledgements (included in RPS)	Operative
Rivers and Drainage Asset Management Plan	Operative
Infrastructure Strategy (flood protection and control works) (LTP 2021-2031)	Adopted
Finance Strategy (LTP 2021-2031)	Adopted
Invest Bay of Plenty Plan	Adopted
Te Ara Whanui o Rangitāiki – Pathways of the Rangitāiki.	Adopted
Regional Parks Policy	Adopted
Kaituna River Document	Adopted