

ORDINARY MEETING

OF

STRATEGY AND POLICY COMMITTEE

AGENDA

Time: 9:30am
Date: Thursday, 6 August 2020
Venue: Ngake (16.09)
Level 16, Tahiwī
113 The Terrace
Wellington

MEMBERSHIP

Mayor Foster
Councillor Calvert (Deputy Chair)
Councillor Condie
Councillor Day (Chair)
Councillor Fitzsimons
Councillor Foon
Councillor Free
Councillor Matthews
Councillor O'Neill
Councillor Pannett
Councillor Paul
Councillor Rush
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBERS

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8334, emailing public.participation@wcc.govt.nz or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about. All Council and committee meetings are livestreamed on our YouTube page. This includes any public participation at the meeting.

AREA OF FOCUS

The role of the Strategy and Policy Committee is to set the broad vision and direction of the city, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies and policies, bylaws and regulations, and work programmes to achieve those goals.

In determining and shaping the strategies, policies, regulations, and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the seven strategic areas covered in the Long-Term Plan (Governance, Environment, Economic Development, Cultural Wellbeing, Social and Recreation, Urban Development and Transport) with particular focus on the priority areas of Council.

The Strategy and Policy Committee works closely with the Annual Plan/Long-Term Plan Committee to achieve its objective.

To read the full delegations of this Committee, please visit wellington.govt.nz/meetings.

Quorum: 8 members

TABLE OF CONTENTS
6 AUGUST 2020

Business	Page No.
1. Meeting Conduct	5
1.1 Karakia	5
1.2 Apologies	5
1.3 Conflict of Interest Declarations	5
1.4 Confirmation of Minutes	5
1.5 Items not on the Agenda	5
1.6 Public Participation	6
2. General Business	7
2.1 City-wide Engagement on the draft Our City Tomorrow - A Spatial Plan for Wellington City	7
Presented by: Mayor Foster	
2.2 Te Atakura Implementation Plan	33
Presented by: Councillor Paul	
2.3 Gambling Venues Policy	107
Presented by: Councillor Paul	
3. Public Excluded	163
3.1 Proposed part disposal in exchange for easement right - Tawa	165
Presented by: Councillor O'Neill	

1. Meeting Conduct

1.1 Karakia

The Chairperson will open the meeting with a karakia.

Whakataka te hau ki te uru,	Cease oh winds of the west
Whakataka te hau ki te tonga.	and of the south
Kia mākinakina ki uta,	Let the bracing breezes flow,
Kia mātaratara ki tai.	over the land and the sea.
E hī ake ana te atākura.	Let the red-tipped dawn come
He tio, he huka, he hauhū.	with a sharpened edge, a touch of frost,
Tihei Mauri Ora!	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

Unuhia, unuhia, unuhia ki te uru tapu nui	Draw on, draw on
Kia wātea, kia māmā, te ngākau, te tinana,	Draw on the supreme sacredness
te wairua	To clear, to free the heart, the body
I te ara takatū	and the spirit of mankind
Koia rā e Rongo, whakairia ake ki runga	Oh Rongo, above (symbol of peace)
Kia wātea, kia wātea	Let this all be done in unity
Āe rā, kua wātea!	

1.2 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.3 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.4 Confirmation of Minutes

The minutes of the meeting held on 5 August 2020 will be put to the Strategy and Policy Committee for confirmation.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the Strategy and Policy Committee.

The Chairperson shall state to the meeting:

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the Strategy and Policy Committee.

Minor Matters relating to the General Business of the Strategy and Policy Committee.

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Strategy and Policy Committee for further discussion.

1.6 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

Requests for public participation can be sent by email to public.participation@wcc.govt.nz, by post to Democracy Services, Wellington City Council, PO Box 2199, Wellington, or by phone at 04 803 8334, giving the requester's name, phone number and the issue to be raised.

2. General Business

CITY-WIDE ENGAGEMENT ON THE DRAFT OUR CITY TOMORROW - A SPATIAL PLAN FOR WELLINGTON CITY

Purpose

1. This report asks the Strategy and Policy Committee to approve City-wide engagement on the draft *Our City Tomorrow: A Spatial Plan for Wellington City – An Integrated Land Use and Transport Strategy* ('the draft Spatial Plan').

Summary

2. The draft Spatial Plan is a key component of the Planning for Growth programme of work, setting the vision for where and how the city will accommodate 50,000-80,000 more people over the next 30 years. This draft Spatial Plan will replace the existing Urban Growth Plan and will direct the full review of the District Plan and investment in growth related infrastructure such as the three waters and transport networks, community facilities, and parks and open space.
3. The Government released the new National Policy Statement on Urban Development (NPS-UD) on 23 July 2020. The NPS-UD replaces the National Policy Statement on Urban Development Capacity 2016. The new NPS is a significant change from the earlier NPS-UDC, and requires Council to enable much higher densities than the current District Plan settings provide for.
4. The direction of the draft spatial plan is consistent with the NPS-UD, which requires the Council to enable denser forms of development within walking distance of the Central City, Johnsonville and Kilbirnie centres, as well as the mass rapid transit route and railway stations. The NPS allows for exemptions in areas where there is sufficient evidence to support lower densities and as such the NPS provides scope for the Council to identify and protect specific areas of pre-1930s character within the inner suburbs but prevents Council from requiring a minimum number of car parks for new development.
5. The Council has 18 months to change the District Plan to remove the carparking requirements from the Operative District Plan, and 2 years to implement all other aspects of the NPS-UD which will be undertaken as part of the District Plan Review.
6. Officers have considered the implications of Covid-19 on the draft Spatial Plan content, as well as economic and population growth analyses that consider the impacts of Covid-19 for Wellington City and the wider region. While there will be a short term slowing of growth, the medium to long term projections are not expected to change

significantly. The 30 year growth projection of 50,000-80,000 more people remains relevant.

7. The draft Spatial Plan acknowledges the impacts of Covid-19 on the City and seeks feedback from the community about how they used their local neighbourhood during the different 'alert levels,' and what the Council should consider to support changes to how people live and work in the future.
8. The draft Spatial Plan builds on the engagement undertaken in 2019 on four growth scenarios where the community said they wanted the City to remain compact by focussing growth in the Central City and in and around existing suburban centres.
9. The draft Spatial Plan shows how this growth could be accommodated across the City and sets out fundamental changes to address housing, climate, ecological, and resilience issues in the City over the next 30 years. Decisions around sequencing this growth will need to be made, either through prioritising infrastructure investment and/or District Plan re-zoning.
10. City wide engagement on the draft Spatial Plan is scheduled for 10 August – 21 September 2020, with a finalised Spatial Plan expected to be adopted in November 2020.

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.
2. Agree to City-wide engagement on the draft 'Our City Tomorrow: A Spatial Plan for Wellington City'.

Background

National Policy Statement on Urban Development

Background

11. On 23 July 2020 the Government released the new National Policy Statement on Urban Development. This new national direction has been developed under the Resource Management Act 1991 and replaces the National Policy Statement on Urban Development Capacity 2016. Local authorities are required to give effect to the NPS-UD through their planning documents.
12. The release of the new NPS follows consultation on the *Planning for successful cities* discussion document in August 2019. The Council made a submission on the proposals outlined in the discussion document and was generally supportive of the direction outlined. The NPS-UD provides long-awaited national direction on urban matters which the Council has been seeking for some time. A number of technical changes were sought in relation to the practicalities of achieving some of the proposals and a better

balance between providing more capacity for housing and business needs and ensuring quality urban development.

13. The NPS-UD aims to ensure New Zealand has well-functioning urban environments that:
- Enable a range of homes that meet the needs of a range of households including housing types, price, and location, and enable Maori to express their cultural traditions and norms, and
 - Enable a variety of sites suitable for a range of business sectors in terms of location and site size, and
 - Have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including public and active transport, and
 - Support, and limit as much as possible adverse impacts on the competitive operation of land and development markets, and
 - Support reductions in greenhouse gas emissions, and
 - Are resilient to the likely current and future effects of climate change.
14. This direction is supported by the requirement (which was already required under the previous NPS-UDC) for local authorities to provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.

Key policy directions

15. The key policy directions in the NPS-UD that the Council must implement are as follows:
- In the Central City enabling building heights and density of urban form to realise as much development capacity as possible
 - In metropolitan centre zones (e.g. Johnsonville), building heights of at least 6 storeys
 - Enabling building heights of at least 6 storeys within at least a walkable catchment of the following:
 - Existing and planned rapid transit stops – this will include the future mass rapid transit route as well as existing railway stations on the Johnsonville and Porirua lines,
 - The edge of the city centre zone (Central Area),
 - The edge of metropolitan centre zones (Johnsonville, Kilbirnie).
 - In all other locations, enabling building heights and density that is commensurate with the greater of:
 - The level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
 - Relative demand for housing and business use in that location.

16. The NPS-UD provides for some exceptions ('qualifying matters') where these requirements would not apply providing the Council has sufficient evidence to support a departure from them. This applies where there is a matter of national importance under section 6 of the RMA that must be considered such as historic heritage values, significant natural areas (SNAs), or natural hazard risks. It also applies where there are identified characteristics, identified through a site-specific analysis, that the Council considers are important to retain and where the required building heights would be inappropriate in that context.

Implications for the draft Spatial Plan and District Plan

17. The direction of the draft Spatial Plan is consistent with the NPS-UD. However, there are some aspects of the new policy which will require the Council to enable a greater level of density than has been previously signalled.

Central City

18. The NPS-UD requires Council to enable as much capacity as possible in the Central City and building heights of at least 6 storeys within a walkable catchment of the edge of the City Centre Zone. To align with these requirements, the draft Spatial Plan proposes the following:
- A minimum building height of 6 storeys
 - An increase to the maximum building height from 6 storeys to at least 10 storeys in Te Aro

Inner Suburbs and Pre-1930 Character Areas

19. The proposed approach to pre-1930s character protection in the inner suburbs meets the criteria of a 'qualifying matter'. This is because a site-by-site assessment of the existing character in these areas has been undertaken which the proposed approach is based on. Without this, a significant amount of the inner suburbs would be captured by the broad requirement to enable building heights of at least 6 storeys within a walkable catchment of the Central City.
20. The draft spatial plan proposal to retain some protection in areas with high character values ensures that these important areas are still retained, while allowing for some new development to occur which is at an appropriate scale for the area.

Outer Suburbs

21. The requirement to enable building heights of at least 6 storeys within a walkable catchment of rapid transit stops means a larger degree of intensification in the following areas:
- Tawa
 - Linden
 - Johnsonville
 - Khandallah
 - Ngaio
 - Crofton Downs

Minimum carparking requirements

22. In addition to the above directions, the NPS-UD prevents local authorities from imposing minimum carparking requirements for new development regardless of their location. Local authorities have 18 months to remove these rules from their existing District Plans.
23. This change will enable a significant increase in housing supply and affordability across the City. The minimum parking requirements in the current District Plan impose significant costs on development, and reduce the development potential of a site.
24. Further details about the specific proposals in the draft Spatial Plan are outlined later in this report. The remaining paragraphs in this section provide further context and background for the policy approaches in the draft Spatial Plan.

Key drivers for *Our City Tomorrow – A Spatial Plan for Wellington City*

25. There are a number of key issues and opportunities that have influenced the policy directions of the draft Spatial Plan, as follows:
 - *Population growth* – 50,000 to 80,000 more people are expected to call Wellington home over the next 30 years
 - *Housing Shortfall* – the City will fall short of meeting expected demand for housing by between 4,635 and 12,043 dwellings over the next 30 years under the current District Plan settings. The City already has a housing shortage of 4000-5000 dwellings which has created significant housing affordability issues. The Council also has an obligation under the National Policy Statement on Urban Development (NPS-UD) to ensure that there is sufficient land capacity to meet future demand.
 - *City economy and business growth* – the Central City will continue to be the economic and employment hub for the region, but this will need to be supported by thriving suburban centres as the City grows. This issue is even more relevant following the recent events of Covid-19 where the community were required to stay within their local neighbourhoods and work from home. To ensure this role is maintained in the future it is important that there is sufficient land to meet demand for commercial and business land and floor space.
 - *Let's Get Wellington Moving* – Let's Get Wellington Moving (LGWM) is a key programme of work which will help shape the City's urban form. It is important that the right scale of urban development (residential and commercial) is achieved around the future mass rapid transit route in order to realise the benefits of the investment in this infrastructure and to support good social, environmental and economic outcomes for the City. The new NPS-UD also requires Council to enable development of at least 6 storeys within walking distance of mass rapid transit stops.
 - *Te Atakura First to Zero* – the draft Spatial Plan sets an urban planning framework to support the City's goal of being carbon zero by 2050, as outlined in the *Te Atakura First to Zero* strategy. This strategy reflects the Council's 2019

declarations of Climate and Ecological Emergencies. This includes directing growth to areas that are well-served by public transport and encouraging neighbourhoods that support active transport modes such as walking and cycling.

- *Climate Change and Resilience* – the draft Spatial Plan signals where new development will occur in areas that are less vulnerable to the impacts of sea level rise and climate change, and where natural hazard risks can be reduced through investment in infrastructure and resilient building design. In parts of some suburbs, such as Miramar and Kilbirnie, further intensification will not be encouraged because the risks associated with sea level rise and seismic activity are too high and mitigating the risk would be challenging.
- *Natural Environment* – Alongside the need to accommodate population growth and consider our built form, we must also consider the City's natural environment. Wellingtonians place a high value on protecting and enhancing the City's natural capital. There are also statutory requirements to identify and protect areas of significant indigenous biodiversity and landscapes on public and private land under the Resource Management Act. Without protection, the City's ecological systems and iconic landscapes may be further compromised as the City grows.
- *Regional Growth Framework* – In parallel to the WCC spatial plan process a Regional Growth Framework (RGF) is being developed. The RGF is a partnership involving all territorial authorities in the Wellington Region, Greater Wellington Regional Council, Horowhenua District Council, the New Zealand Transport Agency, Ministry of Housing and Urban Development (MHUD), and iwi. This work aligns with the Planning for Growth programme and the direction of the WCC spatial plan. The RGF allows a regional view to be taken on growth pressures that all councils are currently experiencing. This includes region-wide housing shortage and affordability issues, infrastructure constraints, transport, and natural hazards, and iwi relations. The RGF will be the region's 'Future Development Strategy' as required under the NPS-UD. WCC is directly involved in the RGF process.

City-wide engagement on Growth Scenarios

26. City-wide engagement on four growth scenarios was undertaken over a five week period from 8 April to 17 May 2019. A total of 1,372 submissions were received from a range of individuals and organisations, and a broad range of age groups.
27. This feedback showed a clear preference for retaining a compact city, with the Inner City and Suburban Centres scenarios generating the most support, with slightly more support for the suburban centres approach. There was strong opposition to identifying any new greenfield areas over and above the existing areas of Upper Stebbings Valley and Glenside West, and Lincolnshire Farm. More detail about this engagement and the feedback can be found on the [Planning for Growth website](#).

28. Based on this feedback, on 20 June 2019 the City Strategy Committee agreed to develop the draft Spatial Plan based on a number of key principles which are outlined in the [meeting minutes](#).
29. Since the City-wide engagement in 2019, further technical work has been completed to inform the development of the draft Spatial Plan. This includes:
 - Developing a spatial vision for the Central City
 - Further analysis of the Pre-1930 Character Areas and developing an approach to refining the extent of these areas
 - Identifying and assessing 15 outer suburbs for medium density growth.

Discussion

What is proposed in the draft Spatial Plan?

30. The draft Spatial Plan signals a number of significant policy changes to the existing planning framework to address the City's housing shortfall, economic growth and development, climate change, ecological and resilience challenges.

Overarching approach

31. The recommended approach outlined in the draft Spatial Plan reflects the direction the community has given the Council about the future city they want and the direction of the NPS-UD (outlined above). It seeks to provide the right balance between protecting what Wellingtonians value about the City while enabling more housing choice and supply and directing future development to the right locations that are resilient and well-served by public transport.
32. The City-wide engagement planned for August-September seeks to test this recommended approach with the community and get feedback from a wide range of audiences.
33. A summary of the key policy changes by area is outlined below, and the full draft Spatial Plan is available at the following link
<https://wcc.maps.arcgis.com/apps/MapSeries/index.html?appid=5d8f3900b7cf4fa99acc218c3d149247>.

Central City

34. The Central City is expected to grow from a current population of 21,000 to close to 40,000 people over the next 30 years. This represents almost a doubling of the Central City population. There will need to be more opportunities for employment and inner city living for a range of households.
35. The Central City will continue to be the economic and employment heart of the region with special recognition given to its role as the centre of Government.
36. Key proposals for the Central City include:

-
- *High quality, mixed use neighbourhoods*
 - o Neighbourhoods will be identified across the Central City to recognise the distinct characteristics and features of different parts of the area and to ensure unique approaches to enhancing quality, liveable, vibrant and prosperous neighbourhoods.
 - o There will be a focus on connectors to ensure that future urban development and transport projects consider the role and value of place and movement, looking beyond just the function of a street or road as a transport corridor and considering the broader public realm and land uses that contribute to how people move along the corridor.
 - o Greening the Central City by incorporating green infrastructure to better manage stormwater, developing a green open space network that supports the City's biodiversity and ensuring that new development has a strong emphasis on carbon and hydraulic neutrality.
 - o Identifying anchors – these are strategically important places that need to be seismically strong and stable as they are a key part of Wellington's identity and/or provide opportunities for recovery and resilience following large-scale hazard events. Examples of anchors include the Parliamentary Precinct, Te Papa, Pipitea Marae, the Universities, and the Hospital.
 - o Identifying 'opportunity areas' – these are areas of change where comprehensive redevelopment will be encouraged along with consideration of the wider public benefits of development in these areas. This includes investing in the necessary infrastructure and public realm improvements to support change and will also include precinct planning around future mass transit stations in collaboration with LGWM. Mixed use development will be encouraged and opportunities to capture the benefits of land value uplift will also be explored.
 - *Development Capacity*
 - o Extending the central city zone boundary to incorporate part of Adelaide Road (currently zoned Centres) and several Thorndon properties that are currently zoned Inner Residential on the Central City side of the Motorway in the vicinity of Selwyn Terrace, Portland Crescent and Hobson Street/Hobson Crescent/Turnbull Street.
 - o Introducing a minimum building height of 6 storeys across the Central City to ensure new development makes efficient use of existing land and to encourage greater density.
 - o Increasing the maximum permitted building height in Te Aro from 6 storeys to at least 10 storeys.
 - *Apartment Quality and Choice*

- o Developing guidance on apartment design to improve residential amenity in high density developments and encourage a range of apartment types (e.g. studios, 1 beds, 2 beds, 3 beds etc).
37. More detailed work will also be required through the District Plan Review process to identify areas of the Central City where future development will need to be carefully managed due to sea level rise and seismic risks.

Inner Suburbs

38. The Inner Suburbs include Mt Victoria, Oriental Bay, Thorndon, Aro Valley, the southern end of The Terrace, Mt Cook, Newtown, and Berhampore. With the exception of Oriental Bay, all of these areas are currently included in the District Plan as 'Pre-1930 Character Areas'. Holloway Road is also included as a Pre-1930 Character Area, but is currently zoned 'Outer Residential'. The character overlay means that buildings constructed prior to 1930 cannot be demolished or significantly altered without resource consent.
39. This protection currently applies to approximately 5,500 dwellings regardless of building design and condition. These suburbs are also well located for new housing given their proximity to the Central City and location on more resilient land.
40. The Wellington City [Housing and Business Capacity Assessment](#) which was published in late 2019 shows that there will be demand for 4000-5000 homes in the inner suburbs over the next 30 years.
41. Given the City's housing supply issues, climate change considerations, and the Council's commitment to reduce carbon emissions it is considered necessary to enable more development in the inner suburbs than is currently provided in the District Plan. This must, however, be balanced with protection of areas of high character value.
42. In 2018, a property-by-property assessment of these character areas was undertaken. This assessment shows that while there are some strong areas of streetscape character, there are also areas where character has been compromised and the character contribution of individual sites is mixed. The full assessment can be found on the Planning for Growth website
<https://wcc.maps.arcgis.com/apps/MapSeries/index.html?appid=bef08d8f53ef448eb93854022a5b63ec>
43. The feedback received on the growth scenarios shows that the community still values this character but there is strong support for a more refined approach to how this character is protected.
44. High level analysis using the Housing and Business Capacity assessment model also shows that refining the character boundaries to areas where the character is substantially intact would increase the housing capacity in these areas significantly. For example, retaining the demolition controls only for those properties categorised as

'primary' contributors to streetscape character would provide an approximate 60% increase in development capacity in the inner suburbs.

45. A number of options have been considered for how the Pre-1930 Character areas could be refined. The table in **Attachment 1** sets out the options that were considered and how well they achieve continued character protection and wider City goals (such as resilience, zero carbon etc).
46. The preferred option can be summarised as follows:
 - Identifying sub-areas within the existing character areas where demolition controls would continue to apply. These are areas where there is a high concentration of high quality character homes on both sides of a street.
 - Resource consent will still be required to demolish dwellings constructed prior to 1930.
 - Within these areas, the current maximum building limit height of 3 storeys will continue to apply to ensure consistency with the existing character.
 - Outside of these character sub areas, resource consent would not be required to demolish a pre-1930 dwelling but resource consent would be required for any new multi-unit development. A maximum height limit of 4-6 storeys would apply.
 - A strong focus will be placed on building design and how well new development responds to the existing streetscape character of the area.
47. In addition to these character sub areas, a number of sites and groups of buildings have been identified as warranting consideration for heritage listing through the District Plan review. This is in addition to sites and areas in these suburbs that are already listed in the District Plan Heritage schedule.
48. Officers consider that this approach provides the best balance between protecting areas of high character value, and enabling more opportunities for new housing on more resilient land close to the Central City, employment opportunities, and close to public transport.
49. The draft Spatial Plan also proposes the following:
 - Reviewing specific development controls such as ground level open space to allow more efficient use of sites
 - Ensuring new development incorporates sustainable drainage methods (water sensitive urban design) where possible, for example landscaping, permeable surfaces etc.
50. These proposed changes are expected to yield an additional 3000-5000 new dwellings across these suburbs over the next 30 years.

Outer Suburbs

51. A total of 15 outer suburbs have been identified for targeted medium to high density growth to varying degrees over the next 30 years.
52. These suburbs are: Tawa, Churton Park, Johnsonville, Newlands, Khandallah, Ngaio, Crofton Downs, Karori, Kelburn, Brooklyn, Island Bay, Hataitai, Kilbirnie, Lyall Bay, and Miramar.
53. A detailed assessment of these outer suburbs has been undertaken to understand the local context alongside the constraints and opportunities for growth and medium density within each suburb.
54. Consideration of natural hazard risks was a key part of this assessment. Areas where mitigation options are difficult or too costly have not been identified for further intensification. This is generally in Kilbirnie and Miramar and only impacts part of these suburbs, meaning that intensification is still achievable in other parts of the suburb.
55. A summary of the methodology for identifying and assessing these suburbs is provided in **Attachment 2**. The full assessment report will be made available on the Planning for Growth website when the draft Spatial Plan engagement commences.
56. Subsequent to the completion of the detailed assessment, further analysis has been undertaken to determine where additional density must be enabled to ensure the Council gives effect to the new NPS-UD. The NPS requires building heights of at least 6 storeys in the following locations within the outer suburbs:
 - Within a walkable catchment (5-10 minutes) of railway stations in Johnsonville, Khandallah, Ngaio, Crofton Downs, Linden, and Tawa
 - Within a walkable catchment of the edge of Johnsonville and Kilbirnie centres.
57. Five categories of housing typologies have been applied across all 15 suburbs which is dependent on the amenities and development opportunities in each suburb and the proximity of sites to railway stations and sub-regional centres. These categories are as follows:

Category	Description	General location
Type 1	Low density – 1-2 storey detached, semi-detached and infill housing.	Areas that are less accessible to the suburban centre by foot or cycle and further from public transport stops. These areas are the same as the existing Outer Residential zoning in the current District Plan.
Type 2	Medium Density – 2-3 storey terrace housing	Within walking and cycling distance of the centre and public transport opportunities.
Type 3	Medium Density – 3-4 storey apartments	<ul style="list-style-type: none"> Residential area adjacent to centres: located within walking distance of the centre, high frequency public transport routes, and cycling opportunities. In the Centre: mixed use with ground floor commercial and residential above.
Type 4	Medium density – up to 6 storey apartments, mixed use in the centre	<p>In centres where there are shops and commercial activities, community amenities, high frequency public transport options, walking and cycling opportunities.</p> <p>Within a walkable catchment of railway stations and the edge of sub-regional centres. This will cover both residential zoned and centres zoned areas.</p>
Type 5	High density – up to 8 storeys mixed use and apartment buildings	In the sub-regional centres of Johnsonville and Kilbirnie where there are high concentrations of shops and commercial activities, community amenities, high frequency public transport options, cycling, and walking opportunities.

58. The different levels of change across the 15 suburbs can be summarised as follows: (NB. The heights noted here are the maximum height that applies in each area. Transitional heights will apply beyond this)

Centre	Current District Plan height provision in the Centre	Proposed height
Johnsonville	6 storeys	8 storeys
Kilbirnie	5 storeys	8 storeys
Tawa	5 storeys	6 storeys
Karori		
Newlands		
Khandallah		
Brooklyn		
Island Bay		
Miramar		
Ngaio	4 storeys	6 storeys
Crofton Downs		
Linden		
All others	4 storeys	5 storeys

59. In all of these areas, transitional heights will apply meaning that medium density development will be enabled beyond the centre/area around railway stations.
60. The proposed changes outlined above will provide for an additional 14,000 dwellings across the outer suburbs. This represents a population increase from 97,000 to approximately 130,000 people over the next 30 years.
61. This level of change is significant for these suburbs, and will be managed by the following:
 - All new multi-unit development will require resource consent to ensure a strong emphasis on high quality building design and ensuring new development makes a positive contribution to neighbourhood amenity.
 - District Plan requirements and guidance that recognise the unique characteristics of some suburbs, for example requiring landscaping.
 - An investment strategy to ensure three waters and transport infrastructure upgrades are progressed in areas where the network is at or near capacity. The most significant investment will be needed in Johnsonville, Tawa, Karori, Island Bay, and Miramar.
 - New development will be required to incorporate water sensitive design methods, including hydraulic neutrality. This means that new developments will be required to show that there will be no increase to the amount of stormwater currently entering the network.
62. Further engagement will be undertaken with communities to develop place-based plans that highlight the key values and principles that should inform future development of their suburb. This will be complemented by a town centre investment

programme for public realm improvements that support the vibrancy and economic growth in each of these centres.

Rural Area

63. The draft Spatial Plan does not propose any significant changes in the City's rural areas, other than the proposed development area of Upper Stebbings Valley and Glenside West which has been signalled as a future urban growth area for some time.
64. This reflects the direction received from the community through city-wide engagement in 2019, and endorsed by the City Strategy Committee, that developing into our rural areas is not supported. For example, future development in Ohariu Valley was strongly opposed by both local residents and submitters from other parts of the City.
65. This approach also supports the natural environment aspects of the spatial plan, as the rural area is where a lot of the City's special landscapes and ecological areas are located.

Other key aspects of the draft Spatial Plan

Natural Environment

66. The draft Spatial Plan also considers the important role of the City's natural environment alongside providing for growth. A key part of this is protecting significant natural areas (SNAs) and outstanding landscapes. This builds on the landowner engagement undertaken as part of the [Backyard Taonga](#) project over the past year.

Opportunity Areas

67. The draft Spatial Plan also identifies a number of areas of opportunity where work is currently underway or further work is needed. This includes:
 - Upper Stebbings Valley and Glenside West
 - Lincolnshire Farm
 - Te Motu Kairangi/Miramar Peninsula
 - Strathmore Park
 - Future Mass Rapid Transit Station Precincts

Action Plan

68. The Action Plan sets out the key projects and policies that need to be reviewed or progressed in order to implement the direction of the Spatial Plan, including (but not limited to):
 - the key zoning and policy changes required as part of the District Plan Review,
 - the review of the Development Contributions Policy,
 - an investment plan for three waters infrastructure to support growth,
 - a town centre investment programme, and

- a range of transport-related actions that will be needed to support travel behaviour change.
69. This Action Plan is a critical aspect of the spatial plan's implementation, and will feed into the Long Term Plan process. The growth that is signalled in the draft Spatial Plan must be supported by the right infrastructure, facilities and public realm improvements, that the City's economy can thrive, and well-designed, liveable neighbourhoods are created over the next 30 years.
70. While funding for upgrades to the City's water infrastructure is the key priority, this must be complemented by 'above ground' transport and social infrastructure. A coordinated approach to implementing the Spatial Plan is essential to ensure the five Our City Tomorrow goals of compact, inclusive and connected, greener, vibrant and prosperous, and resilient are achieved.




Engagement Strategy

71. Subject to Council approval, City-wide engagement on the draft Spatial Plan will occur from 10th August 2020 until 21st September 2020.
72. The submission form will ask people about their experiences through the Covid-19 'lockdown' period in relation to their local neighbourhood and how this could be incorporated into the draft spatial plan.
73. The submission form will also include specific questions about the key areas of change as well as city wide questions about whether the draft Spatial Plan meets the five Our City Tomorrow goals (compact, inclusive and connected, greener, resilient, and vibrant and prosperous), as well as area specific questions about proposed building heights, housing types, and changes to pre-1930 character protection.
74. The engagement strategy is provided as **Attachment 3**. In summary, the engagement campaign includes:
- A comprehensive digital campaign including social media and three videos covering the key changes proposed.
 - Three webinars based around each of the key areas of the draft Spatial Plan – Central City, Inner Suburbs, and Outer Suburbs
 - A custom built 'tiny house' which will be taken around a number of suburbs and used as a central focus for engagement. The community will be able to ask questions and find out more information about what is proposed
 - 'Drop-in' sessions will occur at community centres and supermarkets in areas where the tiny house will not be visiting.
75. The draft Spatial Plan will be presented in an online format in a 'StoryMap'. This platform is intended to be informative and interactive with the ability for readers to view as much detail as they desire. A downloadable PDF summary document and fact sheets will also be available on the website, and hard copies will be placed at libraries.

Next Actions

76. Subject to approval from Council, engagement will commence on the draft Spatial Plan on 10th August 2020.
77. Once engagement is completed, the feedback will be analysed and reported back to Councillors. Changes will then be made to the Spatial Plan based on the feedback received from the public and Councillors and a final Spatial Plan will be presented to Councillors for adoption in November 2020.
78. Following finalisation and adoption of the Spatial Plan, a draft District Plan will be consulted on in March 2021. This will be a non-statutory draft with the opportunity for the community to see how the Spatial Plan could be implemented through policies, rules and design guidance.

Attachments

- Attachment 1. [Options considered for changes to Pre-1930s Character Areas](#)  Page 25
- Attachment 2. [Outer Suburbs Growth Areas - Methodology](#)  Page 26
- Attachment 3. [Engagement Strategy](#)  Page 30

Author	Kate Pascall, Principal Advisor, Planning
Authoriser	Moana Mackey, Acting Chief Planning Officer Vida Christeller, Manager City Design & Place Planning John McSweeney, Place Planning Manager

SUPPORTING INFORMATION

Engagement and Consultation

The draft Spatial Plan is the result of a number of key engagement activities, in particular:

- *Our City Tomorrow engagement* in late 2017 when the Council began a conversation with the community about their aspirations for Wellington City given some of the challenges the City faces in relation to sea level rise and climate change, seismic risks, and population growth. Through this engagement Wellingtonians said they wanted the City to be: compact, inclusive and connected, greener, resilient, vibrant and prosperous. These are now commonly referred to as 'the five goals'
- *City-wide engagement on Growth Scenarios* – in April 2019 City-wide engagement was undertaken on four growth scenarios as the first step in developing the draft Spatial Plan. In summary the community told us that they wanted future growth to be directed to the central city and in and around suburban centres, with strong opposition to identifying further greenfield growth areas.

Treaty of Waitangi considerations

The draft Spatial Plan will be of interest to mana whenua and Māori given the significance of growth and development over the next 30 years, and the need to protect areas and sites that are of significance to them. Mana whenua also have commercial aspirations, particularly in the provision of housing. Officers are actively working with mana whenua to develop a partnership approach to ensure the final spatial plan and District Plan Review reflect the aspirations of mana whenua. This work is ongoing.

Financial implications

There are no financial implications at this stage as the paper is only seeking approval to engage on the draft Spatial Plan.

The proposals in the draft Spatial Plan will require the Council to make decisions about investment in the City's infrastructure to service growth, a town centre investment programme and a range of projects and policy reviews that are needed to implement the Spatial Plan. These matters will be costed as part of the Long-term Plan due for consultation in early 2021.

Policy and legislative implications

The draft Spatial Plan is the first step in meeting the Council's obligations under the National Policy Statement on Urban Development. It will also direct the review of the District Plan and a range of other council strategies and policies such as the Development Contributions Policy.

Risks / legal

Legal advice has been sought on the engagement process. This level of engagement is considered appropriate for the significance of the proposal and is consistent with the consultation requirements of the Local Government Act 2002 and the Council's Significance and Engagement Policy.

Climate Change impact and considerations

The draft Spatial Plan seeks to reduce the impacts of climate change for the City by setting a framework within which urban development will occur taking into consideration the impacts of more extreme weather events and sea level rise.

Communications Plan

See Attachment 3.

Health and Safety Impact considered

N/A

Attachment 1: Options considered for changes to Pre-1930 Character Protection in the Inner Suburbs

Option	Does it provide adequate recognition of the special character of these areas?	Does it meet our other City goals (e.g. housing supply, zero carbon, resilience etc)?
<p>1. Status Quo. - Demolition of pre-1930 dwellings requires resource consent.</p>	<p>Yes. It provides for continued protection of pre-1930s character.</p>	<p>No</p>
<p>2. Retain demolition controls within identified sub-areas only. (Recommended Option) - Resource consent required for demolition within sub-areas. - Outside of sub-areas: → No resource consent for demolition → Resource consent for all new development – strong emphasis on design and contribution to streetscape.</p>	<p>Yes. Provides for protection of sub-areas that are particularly special while also providing for growth and change in the wider area of character.</p>	<p>Yes.</p>
<p>3. Remove demolition controls entirely and apply a character control tailored to the area. - All new development to require resource consent – strong emphasis on design and contribution to streetscape.</p>	<p>No. This would be insufficient for managing the loss of buildings that have high contribution to streetscape character.</p>	<p>Yes</p>
<p>4. Remove character overlays and associated rules in their entirety, apply underlying zone rules. - Resource consent only required where a proposal breaches a rule in the plan e.g. height limit. No consideration of character.</p>	<p>No. There would no longer be any reference to character for these areas, with no consideration given to how new development is appropriate to the context.</p>	<p>Yes</p>

Attachment 2: Outer Suburbs Growth Areas – Methodology

The identification of the outer suburb growth areas began with the growth scenarios in 2019. A range of criteria were looked at, but the starting point was the Centres Hierarchy which is outlined in the District Plan and the Council's Centres Policy. The Centres Hierarchy classifies all suburban centres by type of centre (Sub-Regional, Town, District, Neighbourhood). The Sub-Regional, Town and District Centres were considered to be the most appropriate in terms of their role and function for intensification.

Generally, neighbourhood centres were not considered as they do not provide sufficient scale of employment and commercial opportunities, or public transport provision to support intensification. The exception to this is the neighbourhood centres of Linden (proximity to railway, Tawa town centre), Hataitai (has significant commercial offering, performs much higher in the economy than other smaller centres, resilient, proximity to future mass transit route), Lyall Bay (proximity to Kilbirnie centre, the airport, and future mass transit route), and Kelburn (proximity to the CBD and Victoria University).

Centre Type	Role and function
Sub-Regional Johnsonville Kilbirnie	<ul style="list-style-type: none"> • Services a significant part of the City and/or region and • Provides a significant retail offer. • Based around a main street and contain one or more large supermarkets and department stores. • A range of civic and government services, employment, office, community, recreational, entertainment, residential activities can be found which are supported by a sub-regional transport hub. • High levels of pedestrian activity, together with significant on-street and off-street parking facilities. • These two Centres are recognised as Regionally Significant Centres in the Regional Policy Statement.
Town Centres Karori Miramar Tawa	<ul style="list-style-type: none"> • Service one or more suburbs and generally have very good access by public transport and the roading network. • Anchored by a main traditional main street with high levels of pedestrian activity • Contain at least one supermarket and a range of other convenience-based retail goods. • Some civic and government services and have medium scale employment office, community, recreational and entertainment activities. • Residential uses, generally above ground floor
District Centres Brooklyn Churton Park Crofton Downs Island Bay	<ul style="list-style-type: none"> • Contain a moderate retail offer and generally service the day-to-day convenience needs of their surrounding suburb. • Accessed by good public transport, some contain a

Khandallah Newlands	supermarket and other convenience based retail <ul style="list-style-type: none"> • Access to some community, recreational and entertainment activities. • Where offices are present, they are small scale in character. • Residential uses tend to be located above ground floor.
------------------------	---

The greatest opportunities for growth in and around centres are generally found in sub-regional, district and town centres. These centres are where there are a number of live/work opportunities already and are well served by public transport.

Further information about how the scenarios were developed can be found in the Beca [‘Wellington City – Planning for Future Growth Preliminary Baseline Scenario Development’](#) on the Planning for Growth website. This helped identify the 15 suburbs that were progressed for further assessment.

The more detailed assessment of the outer suburbs was undertaken over a 4 month period following the 2019 engagement on the growth scenarios. This work was undertaken by Beca and Studio Pacific Architecture and involved landscape architects, urban designers, architects, a heritage architect, and GIS expertise, with support from in-house Council technical experts (planning, resilience, transport, open space and parks, heritage). The methodology is summarised below.

Part 1: Assess Local Context

- Site visits to each suburb to identify key features and attributes of each suburb.
- Identification of the key component that make up each suburb e.g.:
 - Immediate urban and built context including pedestrian, cycle and vehicular networks: parks and public open space etc.
 - Site-specific elements that contribute to local sense of place e.g. native vegetation, significant trees, cultural sites, notable views
 - Natural character elements such as drainage patterns, hazards, topography.

Part 2: Evaluating Growth Potential

- Mapping the constraints and opportunities in each suburb based on the site visits
- Identifying the categories of typologies that would be appropriate i.e. where higher density could be applied.
- Verification of the above mapping through GIS heatmapping. This produced an amenity and hazard heatmap to understand areas of high amenity or natural hazard in each of the 15 suburbs:
 - Amenity heatmap: Key amenities were divided into primary, secondary and tertiary enablers:

Category	Enablers
<i>Primary</i>	<ul style="list-style-type: none"> • Centres –The larger the Centre the greater the range of activities

<p>The highest category that can support a higher residential or mixed use density development in its vicinity.</p>	<p>and functions</p> <ul style="list-style-type: none"> • Supermarket • Proximity to the City Centre – the eas of travelling to the CBD by active modes or public transport • Railway Station • Arterial roads with priority lanes for high frequency buses
<p><i>Secondary</i> Attract residential density but to a lesser degree than primary enablers. May not be exclusive from the enablers that server a larger city or regional level catchment</p>	<ul style="list-style-type: none"> • Community hub and facilities • Significant Open Space Assets • Employment Centres
<p><i>Tertiary</i> Attract the least residential density due to their size and scale, serve a small area for day to day needs of residents in the immediate vicinity</p>	<ul style="list-style-type: none"> • High schools – important enabler for public transport, so more medium density in a suburb with a high school supports infrastructure investment • Primary and/or Intermediate Schools – community and open space amenity role; informal community asset.

- Weighted values were given to each of the above enablers based on their likelihood of driving additional density
- Walkability catchments were then generated for each enabler using best practice walkability analysis (10 mins/800 m from primary enablers; 5 mins/400m from secondary enablers; 2-3 mins/200m from tertiary enablers)
- Weightings were then added together where enablers overlapped. The higher the total score, the higher the overall amenity value in that location.
- A hazard heatmap was also created using weighting for each hazard constraint based on the extent to which the hazard can be mitigated. Two types of hazards were identified as areas where further development would have major implications – sea level rise of 1.4m and flood ponding without a secondary overland flow-path in low-lying parts of Kilbirnie and Miramar. These zones were given a -100 value to indicate that no further development should be encouraged in those specific areas of the suburb. Weightings were then added together where the hazards overlapped.

Part 3: Medium Density Opportunities

- Developing options for density types and what housing types would apply to each density level

- Understanding typical land sections in each suburb and how that influences density options
- Understanding the likelihood of each medium density typology being built based on a variety of issues (e.g. landform, economic feasibility) i.e. applying uptake rates to each typology.
- Resulted in 5 medium density typologies that could be applied to a range of suburb contexts. In general, the highest medium density typologies were applied to the areas closest to the areas of highest amenity.
- A proposed density plan was then created for each of the 15 suburbs which was a culmination of all the above mentioned steps.
- Infrastructure and natural hazards were also considered through specific workshop exercises with Council experts. The workshop established that the majority of the constraints could be mitigated against, although some at a greater cost than others. There were two particular hazard areas which would be extremely difficult to mitigate against or the cost would be highly prohibitive. These were:
 - 1.4m Sea Level Rise
 - Flood ponding without a secondary overland flow-path in Kilbirnie and Miramar

These boundaries were defined and removed from any additional density for the study. The remaining hazards were noted and will need further consideration should densities be increased in these areas.

Wellington Water provided high level costs to upgrade or develop new infrastructure to support growth following the scenarios engagement in 2019. This works is currently being updated to reflect the more detailed density analysis that has been undertaken and will be available in time for the draft spatial plan engagement. It should be noted that the level of investigation used for any upgrade options within the Wellington Water Study were assessed based on existing information and the projected populations were not analysed with Wellington Water's hydraulic models. Therefore the options are considered 'pre-feasibility'.



Planning for Growth Engagement Strategy

10 August – 21st September 2020

Purpose of the engagement

To get feedback from a wide range of audiences on the draft Spatial Plan, and direction for what we might need to change.

Community awareness that this is a crucial step before the District Plan review process.

Approach: Feedback that builds on – Our City Tomorrow (2017) – City-wide engagement on the Four Growth Scenarios (2019).

Audience: Wellingtonians, Planning for Growth email update subscribers, young people, business community, urban planning and design professionals, community specific (inner city, inner suburb, outer suburb), renters, homeowners, local and central government, infrastructure providers.

Key Messages

- Thanks for your input so far – you have told us that you want to see growth happen in, and around the central city and suburban centres.
- Based on your feedback we've developed a 'Spatial Plan' which shows where growth will happen across the city over the next 30 years.
- We've considered the implications of Covid-19 and we think this conversation is even more relevant now than it was before – we've 'stayed local' and seen the opportunities to create even better communities.
- We've talked about the trade-offs:
 - The look and feel of higher density suburbs with more housing options for all ages, lifestyles, and household types.
 - Protection of pre-1930s character alongside opening up opportunities for new housing close to public transport and the central city.
 - Keeping our City compact by directing growth to existing suburban centres rather than sprawling into our rural areas.
 - Creating thriving suburban centres alongside people travelling in and out of the central city.
- Tell us what you think – what you like, what you don't like, what you would do differently.
- With your feedback on board, we will make changes and take this to Councillors for approval later this year.
- This will inform changes to the District Plan rules and settings as part of the District Plan review.
- This will also inform infrastructure, transport, reserves, and community facility funding priorities in the Long-term Plan, which is due for consultation in March 2021.

What can the public influence?

- Height, density and locations for future growth.
- Where the pre-1930s character rules should apply in the inner suburbs

- How we protect significant natural areas and landforms.
- The draft masterplan for Upper Stebbings Valley and Marshall Ridge
- Future planning for opportunity areas including Te Motu Kairangi/Miramar Peninsula, Strathmore Park, Lincolnshire Farm, and areas around the future mass transit stations.

Planning for Growth Community Engagement Calendar

This schedule is subject to approval by the Strategy and Policy Committee 6 August 2020

Location	Date	Time
Karori, in front of Library 247 Karori Road Tiny House	Tuesday 11 August	10am-2pm
	Wednesday 12 August	10am-2pm
Victoria University, The Hub, Kelburn Campus	Wednesday 12 August	10am-2pm
Tawa, Main Street Plaza Tiny House	Friday 14 August	10am-2pm
	Saturday 15 August	10am-2pm
City - Post Office Square Tiny House	Tuesday 18 August	10am-2pm
	Wednesday 19 August	10am-2pm
Berhampore Centennial Community Centre, 493 Adelaide Road Tiny House	Friday 21 August	10am-2pm
	Saturday 22 August	10am-2pm
Miramar, outside Roxy Cinema, 5 Park Road Tiny House	Tuesday 25 August	10am-2pm
	Wednesday 26 August	10am-2pm
Courtyard by Waitohi Carpark, 34 Moorefield Road, Johnsonville Tiny House	Friday 28 August	10am-2pm
	Saturday 29 August	10am-2pm

Community and Professional Groups meetings/presentations

Date	Event	Location	Time
TBC	Chamber of Commerce Infrastructure meeting	Wellington Chamber of Commerce, Level 7 Jackson Stone House, 3 Hunter Street	TBC
TBC	CBD Retailers/First Retail/Developers/Stakeholders/Professional Groups	Wellington City Council, 113 The Terrace, 16.11	TBC
13 August	Planning Institute	Wellington City Council, 113 The Terrace, 16.11	12pm
12 August	Architects – NZIA Wellington Branch	Tbc	tbc
19 August	Combined 4G workshop Accessibility Advisory Group Environmental Reference Group Youth Council Pacific Advisory Group	Wellington City Council, 113 The Terrace, level 8, Mayor's Reception Room	5.30pm
27 August	Tawa Community Board		7-8pm
9 September	Property Council	Level 1/262 Thorndon Quay	5.30pm

TE ATAKURA IMPLEMENTATION PLAN

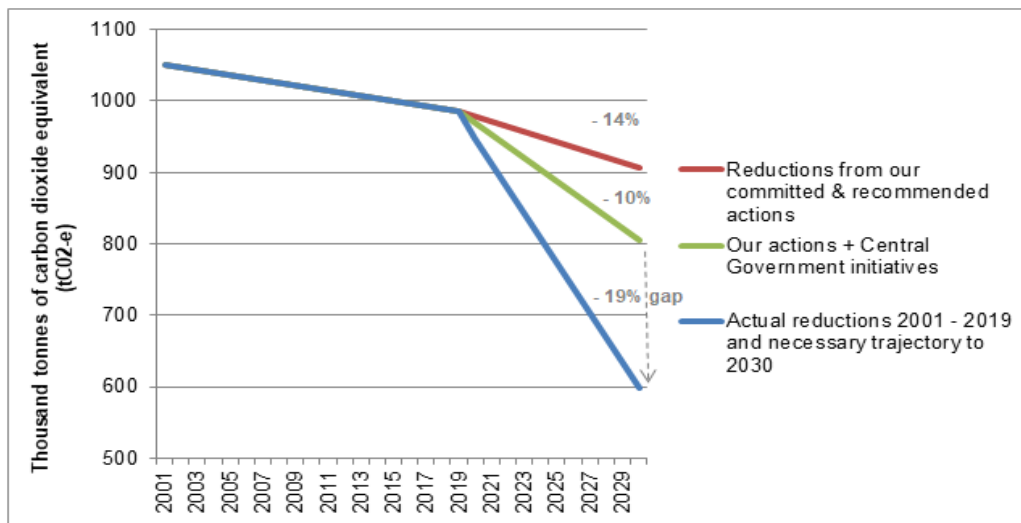
Purpose

1. The purpose of this report is to present the Te Atakura Implementation Plan for consideration. The Implementation plan provides a measurement based approach to guide our journey towards a 43% reduction in Wellington City's emissions by 2030.
2. This report asks the Strategy and Policy Committee to adopt the Te Atakura Implementation Plan in its entirety.

Summary

3. In 2019 Council declared a climate change and ecological emergency and adopted Te Atakura – First to Zero. Te Atakura's objective is to ensure that Wellington is a net zero emissions city by 2050, with a commitment to making the most significant emission cuts by 2030. The Climate Change Response Team, coordinating with teams across Council, has prepared an implementation plan for Te Atakura. The plan provides a measurement based approach to guide our journey towards a 43% reduction in the city's emissions by 2030.
4. The 2019 City wide Greenhouse gas inventory results show that since 2001 Wellington City's net emissions have reduced by 6%. Council has set a target to reduce City-wide emissions by 10% by 2020. One of the unintended consequences of Covid-19 has been the reduction in emissions – primarily due to travel restrictions. Based on our current emissions trajectory and the impact of Covid-19 it is likely that we will meet our 2020 reduction target.
5. As it stands the implementation plan identifies the potential for a 24% reduction in city-wide emissions by 2030 – leaving a 19% shortfall to meet the 2030 target. This 24% reduction is reliant on both council-led committed and recommended actions being successfully implemented (8% of potential reductions) alongside Central Government providing the necessary changes to policy and regulatory frameworks (10% of potential reductions).

Figure One: Actual GHG reductions 2001 – 2019 and different pathways to 2030*



*Note: Trend line shown – actual reductions were not linear

6. The Climate Change Response team seeks to do more with our modelling over time, not just improving it with better data and more robust assumptions – but also venturing into challenging areas such as calculating the cost per tonne of carbon saved across the whole suite of available projects.
7. Council recognises that becoming a net zero emissions city will only happen with the support of our entire community. A Steering Group has been established to contribute to the strategic directions of Te Atakura's delivery. Membership includes representatives from Wellington's educational institutions, iwi, business and community groups. Members bring a range of perspectives representative of the Wellington community including youth, health and wellbeing, communications, air travel and city connections and business.
8. Council has yet to adopt the 2017 Ministry for the Environment Sea Level Rise guidance that determines what level of sea level rise we should plan for – up to 100 years out for major infrastructure. In adopting this guidance for use in analysing our own assets, and for use in our adaptation plan for the city, we would take a critical first step in creating consistency across the council in terms of what we plan for - consistency that would bring in national guidance to our approach.

Recommendation/s

That the Strategy and Policy Committee:

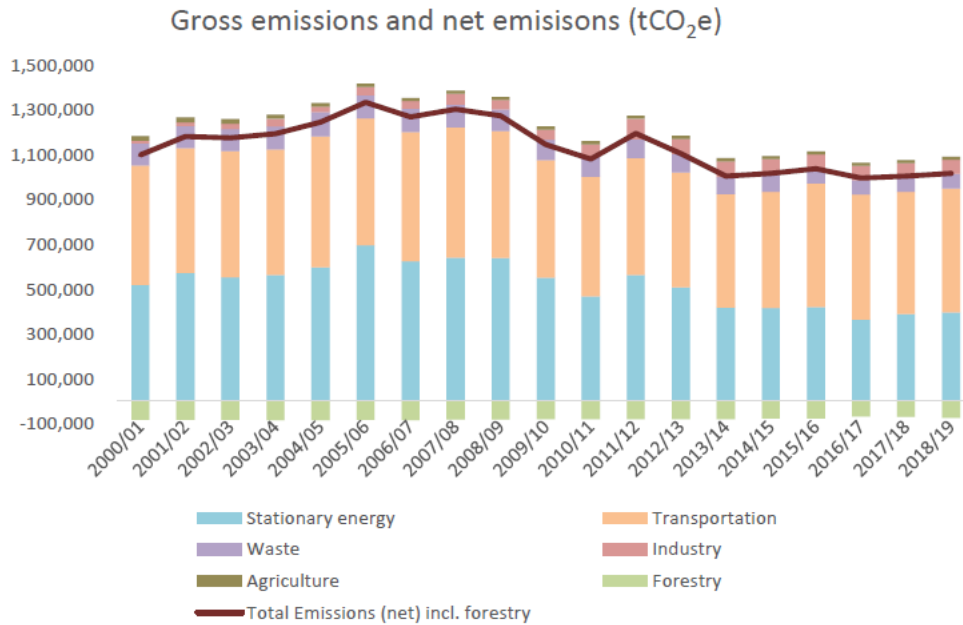
1. Adopt the Te Atakura Implementation Plan 2020 – 2030, which provides a measurement based approach to guide our journey towards a 43% reduction in City emissions by 2030.
2. Receive the information that the implementation plan identifies the potential for a 24% reduction in city-wide emissions by 2030. More will need to be done by Council and the community to meet the 43% reduction by 2030 target.
3. Adopt the 2017 Coastal Hazards and Climate Change: Guidance for Local Government document's sea level rise planning levels for use in analysing Council plans, policies and assets, and in our consultation processes with the community. This will set an appropriate foundation for the creation of a citywide adaptation plan in the near future.

Background

9. Council has been taking action on climate change for a number of years. Most recently and most significantly, in 2019 the Council passed Te Atakura – First to Zero, a plan to reach net zero carbon both as a City and a Council by 2050. Included in the passage were two amendments that really challenged the Council's current thinking on our climate response:
 - First, the declaration of a climate emergency which set out the severity of the challenge facing us in the Council's view.
 - Second, the specification that the most substantive carbon reductions must be made before 2030 to limit global temperature rise to 1.5 Celsius above pre-industrial times to avoid disastrous consequences.
10. In May 2020 Aecom New Zealand Limited prepared the Wellington City Greenhouse Gas inventory. Between 2001 and 2019 net emissions in Wellington City fell by 6%. During this period:
 - Emissions in the agriculture, waste and stationary energy sectors reduced by 37%, 32% and 23% respectively.
 - Transport and industry (refrigerant) emissions increased by 4% and 419% respectively. In the industrial sector the significant rise was caused by increased industrial refrigerant use.
 - Population grew 24% and GDP grew 59% in this time, so City emissions are dropping in spite of strong growth.

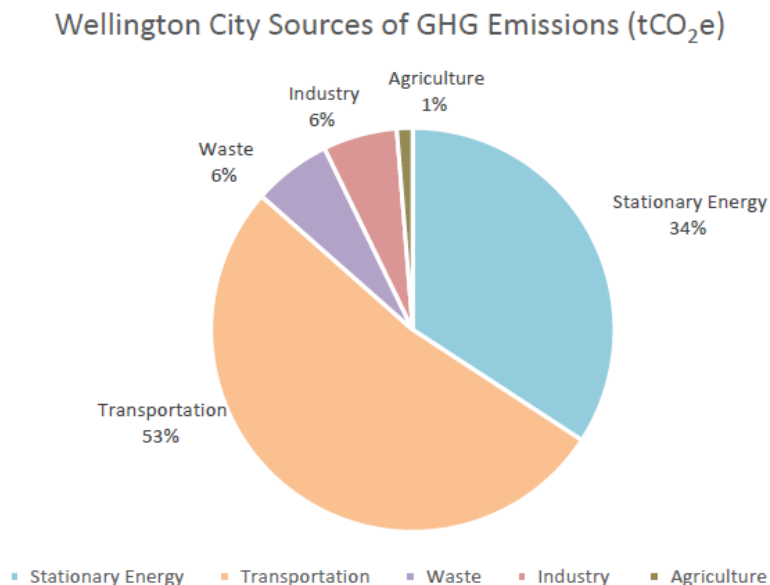
Although we can take some pride that Wellington's emissions trajectory is heading in the right direction, this reduction trajectory needs to be accelerated to achieve a 43% reduction from our 2001 base year by 2030.

Figure Two: Wellington City's gross and net emissions per annum 2001 - 2019



11. In 2019 Transportation was the highest emitting sector producing 53% of the City's emissions. Stationary energy produces 34% of the City's emissions. Waste, industry and agriculture are minor sources of emissions. Our climate change mitigation efforts must focus on reducing transportation and stationary energy emissions, alongside investing in carbon farming to offset emissions from activities that cannot readily be reduced.

Figure Three: Wellington City's gross emissions split by sector



12. For the first time, Council is taking an evidence based approach to its climate mitigation action via the development of a climate action measurement framework. To keep us focused on our zero carbon goal, help identify new opportunities and ultimately hold us accountable for our work the measurement framework will:
- a. Estimate the carbon reduction potential of our committed and potential actions.
 - b. Identify the co-benefits of all our actions to ensure that in addition to protecting our climate, our actions are positively impacting equity and wellbeing, resilience and natural capital, quality jobs and economic innovation, and ecosystem services and biodiversity.
 - c. Assess the cost, and ease of implementing committed and proposed actions.

Discussion

13. Council has committed to ensuring Wellington is a net zero emission city by 2050, with a commitment to making the most significant cuts (43%) in the next 10 years. This aligns with the objective of the Paris Agreement to limit global temperature rise to well below 2°C above pre-industrial levels and pursue efforts to limit the temperature increase to 1.5°C above pre-industrial levels. Because GHG emissions remain in the atmosphere for generations, frontloading GHG reductions is critical to keeping global temperatures from rising above 1.5°C. If we wait to dramatically reduce the City's emissions, we will have lost the opportunity to play our part in limiting global temperature rise.
14. Adopting the Te Atakura Implementation Plan, provides a measurement framework to ensure actions are delivered that result in emissions reductions alongside creating meaningful co-benefits for our city and community. This will offer the best way forward to satisfy both Council and community expectations when it comes to climate action. In addition, committing to invest in actions - that have been assessed on their merits to reduce emissions – alongside successfully implementing committed actions is critical to meeting the reduction targets. Council cannot achieve the reduction targets alone. Creating a carbon zero Wellington City will only happen with whole-hearted support of the entire community. Taking leadership through the implementation plan will significantly increase the chances of iwi, Wellington businesses, citizen groups and communities adopting the necessary changes to mitigate climate change.

Options


15. Another option could be to adopt the implementation plan but focus solely on successfully implementing committed actions. Our committed actions have the potential to reduce emissions by around 4% at 2030. Choosing not to invest in further action will mean we fail to meet our 2030 goal, our wider climate change commitments and community and council expectations.

16. Choosing the status quo – that is doing nothing, would fail to meet our commitments set out in Te Atakura - most notably our commitment to make the most significant cuts in city wide emissions by 2030. Doing nothing would not meet our community and Council expectations of significant climate change response and damage our reputation and trust with the community. Furthermore we would not be doing our bit to meaningfully contribute to global action on climate change as committed to under the Global Covenant of Mayors.

Next Actions

17. Funding for recommended actions will be presented as business cases as part of the Long Term Plan 2021 – 2031 process. A workshop is being planned with Councillors in September 2020. Funding for recommended actions will not be available until July 2021. In the interim the Climate Change Response team will continue to coordinate with teams across Council to ensure the successful implementation of committed climate change-related actions.

Attachments

Attachment 1. Te Atakura Implementation Plan 2020 - 2030 [↓](#) 

Page 41

Author	Melissa Keys, Principal Advisor Zero Carbon
Authoriser	Tom Pettit, Sustainability Manager Moana Mackey, Acting Chief Planning Officer

SUPPORTING INFORMATION

Engagement and Consultation

- The community provided feedback on the Te Atakura blueprint which provides the strategic direction for the implementation plan – over 1200 submissions were received. Community feedback has confirmed that there is strong support within the Wellington community for pursuing the goal of becoming a zero carbon city. When asked whether Council should prioritise becoming zero carbon by 2050, 92% of respondents answered “yes it must be done no matter what.” The community will have the opportunity to provide feedback on the recommended actions in the implementation plan as part of the Long Term Plan process.
- An external steering group – including representatives from Wellington’s education institutions, iwi, business and community groups has been appointed to contribute to the strategic directions of Te Atakura.
- Additionally, all Council Controlled Organisations have been asked as part of their most recent SOI to explore how they can follow the concepts in Te Atakura. All of the wholly-owned CCOs (the Zoo, Zealandia, Cable Car, Basin Reserve Trust, Experience Wellington) are also certified CarbonZero.

Treaty of Waitangi considerations

Climate Change presents a direct threat to Māori and in particular mana whenua interests. Ngāti Toa and Taranaki Whānui ki te Upoko o te Ika have been invited to be members of the Te Atakura steering group

Financial implications

Note that in addition to committed projects, recommended projects will require funding to proceed and beyond that further projects will need to be identified to close the 19% gap identified in our measurements. Note that additional investments will be required by Council to meet the 2030 reduction target – more research and development is needed to determine these programmes.

Policy and legislative implications

This decision influences the direction of Council relative to several of its key strategies. Not only is it relevant to Wellington: Towards 2040 (the Eco-City goal) but also of course the direction of Te Atakura – First to Zero.

There should be no legislative impact as of yet.

Risks / legal

There is significant risk around adaptation issues for council that will only grow with time. Those risks will be highlighted in the Planning for Growth process, but in addition the risks to our own assets are substantial. Adopting the MfE framework for climate adaptation analysis will decidedly change the way we view hundreds of millions of dollars of assets.

Climate Change impact and considerations

This implementation plan has been developed to specifically assist the Council in its commitments and approach to mitigate the impacts of climate change.

Communications Plan

None included – to be included in LTP considerations.

Health and Safety Impact considered

Wellington is exposed to a range of climate-related impacts which are expected to increase in frequency and severity. These climate risks pose a significant health and safety risk for Wellingtonians. Adopting both the implementation plan and MfE's Sea Level Rise guidance will provide a framework for Council to better mitigate and plan for these impacts.

Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke

Te Atakura – first to Zero

Wellington City's Zero Carbon Implementation Plan

2020 - 2030





Table of Contents

About this plan 5

Linkages with other strategic plans, policies and commitments 6

Wellington’s Climate future..... 7

 Projected climate changes and significant impacts for Wellington 7

 Coastal Hazards and Climate Change Guidance for Local Government..... 8

Wellington City wide emissions inventory..... 9

 Emissions pathway 2001 to 2019 9

 2019 Emissions Profile 11

 Consumption based emissions 12

The City targets 13

Action Areas to become a net zero Carbon City 14

Climate Action Measurement Framework 15

 Why measurement matters..... 15

 What we are measuring..... 15

Partnerships 16

 We can’t do it on our own 16

 Community engagement 16

 Te Atakura Steering Group 16

 Regional collaboration 17

 National leadership..... 17

 Global partnerships 17

GHG reduction potential of our Actions at a glance 18

 GHG reduction potential of measurable actions..... 18

 GHG reduction potential with Central Government support 18

 Enabling Actions..... 18

 More action is needed 19

 Sector contribution to GHG reductions 20

Action Area: Transportation..... 21

 Opportunities 21

 Committed and recommended actions 22

 Other priority actions requiring further investigation 23

 Transport Actions Key Indicators of Success..... 24



Table Three: City-wide Transport actions assessment against measurement framework criteria	25
Action Area: Building Energy and Urban Form.....	26
Opportunities	26
Committed and recommended actions	27
Other actions to investigate	28
Building Energy and Urban Form Key indicators of success.....	30
Table Four: City-wide Building Energy and Urban Form actions assessment against measurement framework criteria	31
Action Area: Advocacy	32
Table Five: Advocacy initiatives with high GHG reduction enabling or accelerating potential.....	32
Other key City-wide initiatives	33
Table Six: Other City-wide actions assessment against measurement framework criteria.....	35
Action Area: The Council itself	36
Wellington City Council's emissions profile	36
Wellington City Council Target	36
Committed and recommended actions	37
Climate measurement and management	37
Waste actions:	37
Building Energy actions:.....	38
Water Management Actions:	40
Transport Actions	40
Carbon Farming Actions	40
Actions for further investigation	41
Key indicators of success for the Council	41
Table Seven: Council operational actions assessment against measurement framework criteria	43
Te Atakura Steering Group	44
Appendix One: Relevant Excerpts from The Ministry for the Environment's Coastal Hazards and Climate Change – Guidance for Local Government.....	45
Appendix Two: Measurement framework criterion for assessing actions	50
Appendix Three: City-wide committed and recommended actions & GHG reduction potential at 2030.....	52
Appendix Four: Steering Group members.....	53
References	55

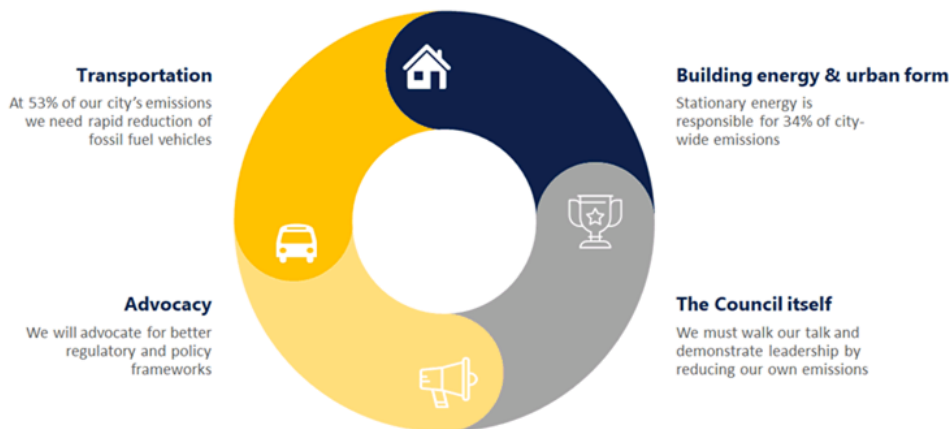


Executive Summary

Wellington City Council is committed to ensuring Wellington City becomes a net zero carbon city by 2050 - including making the most significant reductions this decade to help limit global temperature increases to 1.5 Celsius above pre industrial levels.

This Implementation Plan will guide the first stage of our journey to become a net zero carbon city and achieve a 43% reduction in the city's emissions by 2030. This Plan contains four key action areas which will be underpinned by a climate action measurement framework and strong partnerships.

Action Areas to become a zero carbon city:



This plan includes 28 committed and recommended actions with associated GHG reductions that can be measured. These actions will result in an estimated 14% reduction in GHG emissions at 2030. Several actions with GHG reductions that cannot be measured are also included in this plan, these will enable or accelerate GHG reductions across the City. If Central Government contributes the necessary policies, regulations and funding to enable a high uptake of electric and fuel efficient vehicles and an increasing amount of renewable electricity generation in the national grid there is potential to reduce City-wide GHG emissions by a further estimated 10% - bringing total GHG reductions to an estimated 24%.

Alongside committing to all our measurable actions, further actions and investments by Council are needed to achieve a 43% reduction in the City's emissions by 2030. Council cannot achieve this reduction alone. Collaborating with Central Government, partnering with iwi and working with other local authorities and our entire community is critical. We must act quickly to both engage with others and assess further potential actions against our climate action measurement framework to develop a recommended pathway forward.



About this plan

In June 2019, Wellington City Council (the Council) joined hundreds of other cities around the world in declaring a state of climate change and ecological emergency. By declaring a state of emergency, Council accepted scientific evidence that we must take urgent action within the next decade to limit the global average temperature increase to 1.5°C above pre-industrial levels in order to avoid disastrous consequences. Council also adopted *Te Atakura – First to Zero*, building on Council's Low Carbon Capital Plan. *Te Atakura* formalises our ambitious reduction targets and lays out a strategic blueprint for how Wellington City can approach climate issues over the next decade.

This Implementation Plan will guide the first stage of the journey to become a net zero carbon city and achieve a 43% reduction in the city's emissions by 2030. It provides the framework to ensure actions are delivered that reduce greenhouse gas (GHG) emissions and create meaningful co-benefits for our city and communities. These co-benefits include warmer and healthier homes, safe and diverse modes of sustainable transport, and a city resilient to severe weather effects.

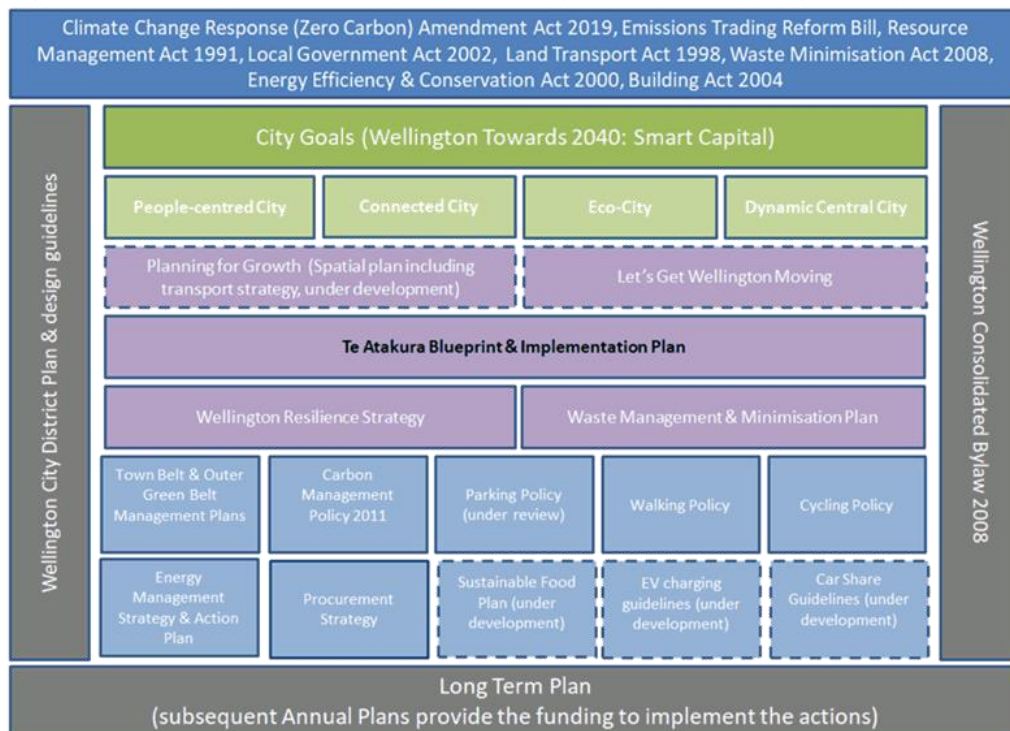
This plan is about action and change. Wellingtonians have proven resilient in the face of profound change before, notably in relation to earthquakes and most recently with the Covid-19 pandemic. One of the unintended consequences of Covid-19 is that global GHG emissions are expected to drop by around 8% in 2020¹. This 8% drop is roughly equivalent to the annual global emissions reductions needed this decade to limit warming to less than 1.5°C above pre-industrial temperatures. Our transition to a low carbon future cannot have the high cost to human wellbeing and livelihood that Covid-19 is having; however, Covid-19 has proven that strong government direction and individual behaviour change can rapidly decrease GHG emissions. The challenge before us is to continue on a rapid GHG emissions reduction trajectory while increasing human equity, wellbeing and resilience, and enhancing natural capital, economic innovation and ecosystem services.

Achieving our climate change goals is no easy task and we cannot do it alone. Creating a zero carbon future is only possible with the whole-hearted support of the entire community. Council is committed to collaborating with other local authorities, central government, mana whenua, NGOs, institutions, businesses and communities. By working together, we can create a zero carbon and resilient Wellington that is better for everyone.

Linkages with other strategic plans, policies and commitments

The following diagram provides a snapshot of the related strategic plans, policies, guidelines and legislation that guide Council decision making and play a key role in our transition to a net zero carbon city.

Figure One: Linkages to other key regulations, policies, strategies, plans & guidelines



Wellington's Climate future

Projected climate changes and significant impacts for Wellington

Wellington City is exposed to a range of climate-related impacts. Wellingtonians are already familiar with the impacts of heavy rain events and storm surges. For example:

- Huge waves hit Wellington's South Coast in April 2020 damaging private and public property.
- In February 2018, Makara Beach was pummelled by ex-Cyclone Gita when an aggressive storm surge swept through the village flooding homes and destroying property.

These climate change impacts are expected to increase in frequency and severity. The IPCC forecasts that sea levels in New Zealand will rise by about 30 centimetres by 2065, which means that Wellington can expect current '1 in 100-year events' for high water level to occur yearlyⁱⁱ.

NIWAⁱⁱⁱ reports on emerging climate change extremes estimate that Wellington City will experience:

- Sea level rise and storm inundation – threatening low-lying areas of Wellington's central city – affecting public and private infrastructure and buildings
- Increases in mean temperature up to 1°C by 2040, and 2.5°C by 2090 under business as usual scenarios
- Longer dry spells and shorter wet spells – placing increasing pressure on water resources
- Increased rainfall during extreme rainfall events – placing more pressure on urban water infrastructure and impacting homes and transport networks
- Increases in windy days
- Risks to biodiversity due to habitat changes and sea level rise
- Establishment of new exotic pests, weeds and diseases because of changes to temperature (air and water) and rainfall patterns.

{Placeholder – diagram illustrating the above to come}

Coastal Hazards and Climate Change Guidance for Local Government

The Ministry for the Environment's (MfE's) 2017 Coastal Hazards and Climate Change guidance for Local Authorities^{iv} determines what level of sea level rise local government should plan for – up to 100 years out for major infrastructure. In adopting this guidance for use in analysing Council's own assets, and for use in our adaptation plan for the city, we would take a critical first step in creating consistency across Council in terms of what we plan for. This consistency would bring national guidance to our approach. *Table One* below details the minimum transitional New Zealand-wide sea level rise (SLR) allowances and scenarios for use in planning instruments. For more information refer to *Appendix One* for a copy of relevant excerpts from MfE's guidance.

Table One: Minimum transitional NZ wide SLR allowances and scenarios for use in planning instruments where a single value is required at local/district scale while in transition towards adaptive pathways planning using the NZ-wide SLR scenarios

Category	Description	Transitional response
A	Coastal subdivision, greenfield developments and major new infrastructure	Avoid hazard risk by using sea-level rise over more than 100 years and the H+ scenario (i.e. 1.36m SLR)
B	Changes in land use and redevelopment (intensification)	Adapt to hazards by conducting a risk assessment using the range of scenarios and using the pathways approach.
C	Land-use planning controls for existing coastal development and assets planning. Use of single values at local/district scale transitional until dynamic adaptive pathways planning is undertaken.	1.0m SLR
D	Non-habitable short-lived assets with a functional need to be at the coast, and either low-consequence or readily adaptable (including services).	0.65m SLR



Wellington City’s GHG emissions inventory

Emissions pathway 2001 to 2019

Since 2001, GHG emissions for Wellington City have been measured using the Global Protocol for Community-scale Greenhouse Gas Emission Inventory (the GPC)^v— a robust framework for accounting and reporting city-wide GHG emissions. Wellington City’s emissions fell by 7%, from gross 1,135,995 tonnes of carbon dioxide equivalent (tCO₂e) to gross 1,061,383 tCO₂e (-74,612 tCO₂e) between 2001 and 2019. Net emissions fell by 6%. The slightly lower change in net emissions is due to a rise in emissions from the harvesting of exotic forests.

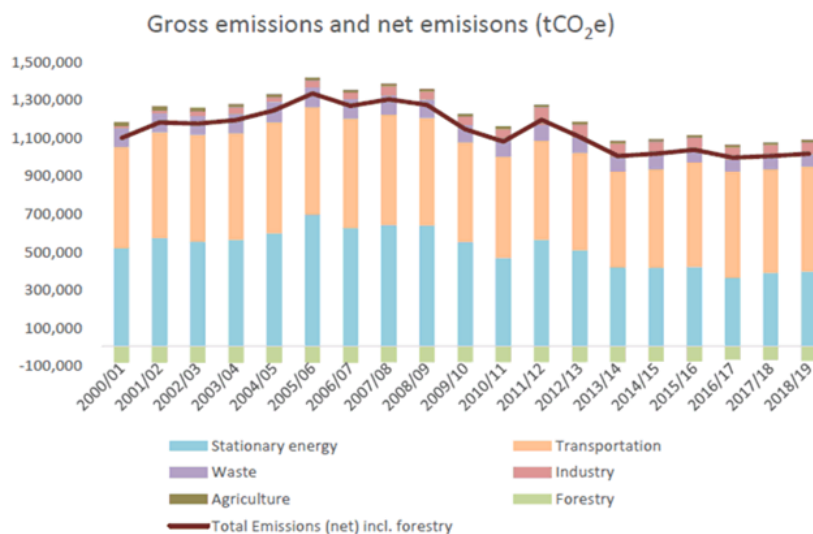
Agriculture, waste and stationary energy emissions reduced between 2001 and 2019 by 37%, 32% and 23% respectively:

- Agriculture emissions reduced more than any sector mainly due to a reduction in the number livestock animals farmed within the city area.
- The use of landfill gas capture has driven the fall in emissions from waste.
- Greater use of renewable energy in the national grid to provide electricity has reduced the influence of stationary energy on total emissions.

Transport emissions and industry emissions both increased between 2001 and 2019 by 4% and 419% respectively.

- Air travel emissions increased the most in the transport sector up 45% and on-road diesel emissions rose by 38%
- In the industrial sector most emissions are caused by industrial refrigerant use. The increase in the industrial refrigerant use follows developments at the national level where emissions have risen.

Figure Two: Emissions per year showing gross and net from 2001 to 2019



Total gross emissions have reduced by 7%, against the backdrop of a 24% growth in population within Wellington City. Per capita emissions have fallen roughly in line with the rise in population observed. These measures also indicate the beginning of a decoupling relationship between Gross Domestic Product (GDP) growth and emissions - that is emission reduction has occurred without harming economic wellbeing. The changes in emissions and GDP illustrated in *Figure Three* suggest at a high-level that decoupling has occurred in the last two decades. GDP was 59% higher in 2019 than in 2001, while emissions per unit of GDP declined by 41%.

Wellington's population is forecasted to grow by an additional 50,000 to 80,000 people over the next 30 years. The challenge before us is to direct growth to the right places and ensure our growing population does not adversely impact GHG emissions.

Figure Three: Change in GHG emissions compared to GDP & Population growth





2019 Emissions Profile

In the 2018/19 reporting year, Wellington City emitted gross 1,061,383 tCO₂e. This equates for approximately 25% of the Wellington region’s emissions, and just over 1%^{vi} of New Zealand’s total gross emissions. After consideration of carbon sequestration (carbon stored in plants or soil by forests), Wellington City emitted net 986,196 tCO₂e emissions.

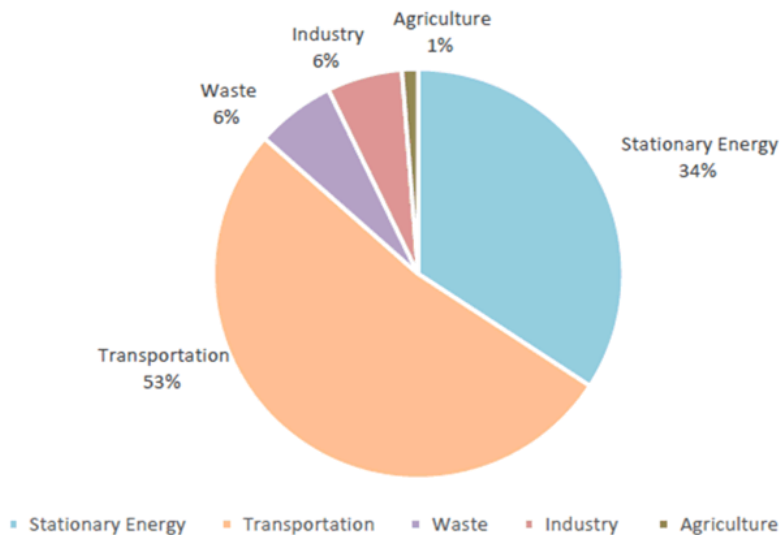
Transportation was the highest emitting sector, producing 53% of the City’s emissions. Most of these emissions (66% of the sector) can be attributed to on and off-road transportation (petrol and diesel) within the city. The rest are produced by Wellington City’s share of the emissions associated with air, rail, LPG and bus electricity and port activities.

Stationary energy was the City’s second highest emitting sector, producing 34% of the City’s emissions. Fifty percent of these emissions are from electricity – although with increasing use of renewables in the national grid these will continue to decrease. Almost 40% of these emissions are from natural gas (37%), and stationary petrol and diesel use making up the remainder.

Waste, industry and agriculture are minor sources of emissions comprising 6%, 6% and 1% of the City’s emissions respectively.

Figure Four: Wellington City’s gross emissions split by sector

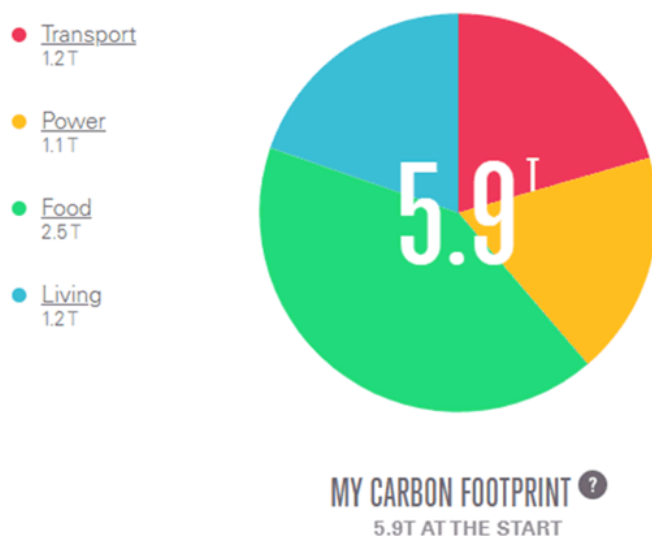
Wellington City Sources of GHG Emissions (tCO₂e)



Consumption based emissions

The GPC Emission Inventory primarily focuses on GHG emissions produced within the city boundary, including energy use, electricity consumption, heating and cooling, and the treatment of waste. Council acknowledges that Wellington - like other cities - also contributes to the production of significant quantities of GHG emissions from goods and services produced elsewhere but consumed by Wellingtonians. Consumption based emissions include food, clothing, electronic equipment and construction materials. *Figure Five* illustrates the consumption-based carbon footprint of the document author, who is a Wellington resident. While food emissions dominate the illustrated consumption-based footprint, agriculture emissions are only responsible for 1% of Wellington City's GPC community-based carbon footprint. Council will produce a consumption based GHG inventory for the city so our community can better understand Wellington's consumption-based emissions, and help contribute to GHG reduction activities beyond Wellington City.

Figure Five: Example of an individual's consumption based footprint





The City targets

Council has committed to ensuring Wellington is a net zero emission city by 2050, with a commitment to making the most significant cuts (43%) in the next 10 years. This aligns with the objective of the Paris Agreement to limit global temperature rise to well below 2°C above pre-industrial levels and pursue efforts to limit the temperature increase to 1.5°C above pre-industrial levels. Because GHG emissions remain in the atmosphere for generations, frontloading GHG reductions is critical to keeping global temperatures from rising above 1.5°C. If we wait to dramatically reduce the City's emissions, we will have lost the opportunity to help limit global temperature rise.

Net zero carbon for Wellington City means that the net greenhouse gas emissions associated with activities that occur within the Wellington City Council local government boundary are equal to zero. To achieve this goal the Council and the community will have to work together to reduce GHG emissions across the city, while looking for opportunities to offset and plant more trees to capture carbon wherever possible.

Table Two: Wellington City emissions reduction targets by year

Year	City target
2020	10% reduction from 2001
2030	43% reduction from 2001
2040	68% reduction from 2001
2050	100% reduction from 2001

Action Areas to become a net zero Carbon City

Four key action areas have been identified to guide the first stage of the journey to become a net zero carbon city. These action areas will be underpinned by our climate action measurement framework and strong partnerships. The measurement framework is critical for modelling the emissions savings and co-benefits of Council's actions to keep us on track and accountable for our zero carbon goal. To make Wellington a zero carbon city requires commitment and innovation from our entire community and working in partnership with many stakeholders is critical.

Our four action areas are:

- **Transportation:** At 53% of the city's emissions, we need a rapid reduction in fossil fuel vehicles in favour of public transport, electric vehicles, shared mobility, cycling, walking and remote working. Aviation and marine account for almost 20% of this sector, but have limited immediately available solutions; therefore a move away fossil fuel road vehicles will need to be the biggest challenge of this decade.
- **Building energy and urban form:** With stationary energy responsible for 34% of city-wide emissions, we need both substantial gains in energy efficiency and a shift from gas and coal to renewable electricity. We also need to improve urban form to maximise compactness and make the city more about people and less about cars.
- **Advocacy:** A number of actions are beyond Council's decision-making responsibilities but play a critical role in reducing GHG emissions. We must use our relationships and position to argue for better regulatory and policy frameworks
- **The Council itself:** We must walk our talk and demonstrate leadership by reducing our own emissions – notably those from the landfills we own and the stationary energy we consume.



Climate Action Measurement Framework

Why measurement matters

To achieve our ambitious targets we need to be able to act quickly with intent while having the ability to be agile and change course if our actions are not resulting in the desired outcomes. Measurement is critical to our success because it enables us to:

- Know whether our actions are effective and resulting in GHG reductions.
- Recognise and maximise our efforts to create meaningful co-benefits for our city and its communities.
- Ensure our actions are promoting a just transition for vulnerable and low paid Wellingtonians.
- Generate new ideas for action by looking deeply at our data and finding new ways to reach our targets.
- Create a 'learning loop' that empowers and motivates others to take action on climate change - by showing them that their actions are creating measurable change.

What we are measuring

To keep us focused on our zero carbon goal, help us identify new opportunities, and ultimately hold us accountable for our work we will:

- Measure the carbon reduction potential of our committed and potential actions
- Identify the co-benefits of all our actions to ensure that in addition to protecting our climate our actions are positively impacting equity and wellbeing, resilience and natural capital, quality jobs and economic innovation, and ecosystem services and biodiversity.
- Assess the cost, and ease of implementing committed and proposed actions.

Linked to the measurement framework we are developing a performance dashboard that visually tracks, analyses and displays key metrics and data points. We will share the dashboard on the Council's website to help communicate our collective progress towards our zero carbon goal.

For more information, see *Appendix Two* for details of the framework criterion and method for evaluating our actions.

Partnerships

We can't do it on our own

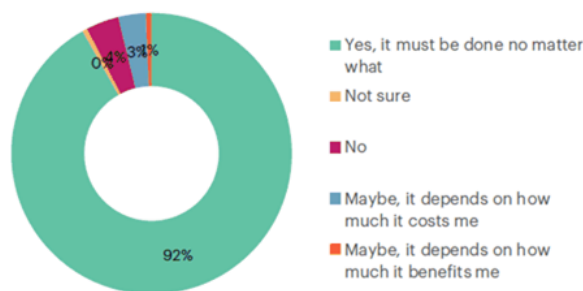
Council recognises that becoming a net zero carbon city will only happen with the support of our entire community. Both systematic transformation by the public and private sectors and individual behaviour changes are needed to achieve zero emissions – one without the other will not get us the necessary scale of change at the necessary pace.

Community engagement

Community feedback has confirmed that there is strong support within the Wellington community for pursuing the goal of becoming a zero carbon city. When we asked our community for feedback in 2019 on whether Council should prioritise becoming zero carbon by 2050, 92% of respondents answered, "yes, it must be done no matter what." We have a dynamic, committed community; with business, community groups and individuals already achieving sustainability results. All Wellingtonians must be empowered to take action on climate change, as it is the actions of individuals that will collectively create long term GHG reductions. Council acknowledges it has a key role to play in helping to facilitate these behaviour changes.

Figure Six: Community feedback on Zero Carbon goal

Do you want the council to prioritise becoming Zero Carbon by 2050?



The response is overwhelming – 92% of respondents answered "Yes, it must be done no matter what."

Te Atakura Steering Group

Council has established a Steering Group to contribute to the strategic directions of *Te Atakura's* delivery. Membership includes representatives from Wellington's educational institutions, iwi, business and community groups. Members bring a range of perspectives representative of the Wellington community including youth, health and wellbeing, communications, air travel and city connections and business. The role of the steering group includes providing key stakeholder representation, promoting *Te Atakura* to stakeholders and acting as champions for Wellington's climate change response. Council will work with the Steering Group to develop strategies and actions for engaging our entire



community in the challenge of becoming a zero carbon city. For more information on the Steering Group and its remit see page 44.

Regional collaboration

Council is actively collaborating with other councils within the Wellington Region and across New Zealand on climate change action. We are part of the Wellington Region Climate Change Working Group through which councils and mana whenua from across the Wellington Region can network, discuss issues, share information and achieve (where appropriate) a consistent approach to climate change mitigation and adaptation.

National leadership

The Climate Change Response (Zero Carbon) Amendment Act 2019 (ZCA) provides a framework by which New Zealand can develop and implement clear and stable climate policies that contribute to the global effort under the Paris Agreement. The Act sets a new reduction target for New Zealand to reduce net emissions of all GHG emissions (except biogenic methane) to zero by 2050. The 2020 amendments to the Resource Management Act 1991 (RMA) align the RMA to the ZCA by requiring RMA decision-makers to consider the emissions reduction plans and national adaptation plans that must be published under the ZCA. These amendments to key legislative frameworks signify the Government's commitment to taking leadership on climate change issues; however, further significant policy and regulatory reforms are needed to achieve national and city GHG reduction targets. Council is committed to advocating to Central Government for these changes – for more information on the priority advocacy initiatives refer to page 32.

Global partnerships

Council is a member of several international initiatives in which we are recognised globally as a city leading on climate action and transparency. In 2019 Council made the Carbon Disclosure Project A List^{vii} in recognition of our ambitious emissions reduction targets. We are also part of the 100 Resilient Cities Network and the Global Covenant of Mayors. We will continue to find ways to meaningfully contribute to global efforts to tackle climate change.

GHG reduction potential of our Actions at a glance

Between 2001 and 2019 Wellington City's net emissions fell by 6%, from 1,051,486 tCO₂e to 986,196 tCO₂e. A further reduction in the City's annual net GHG emissions of 452,139 tCO₂e is needed by 2030 to reach our 43% reduction target.

GHG reduction potential of measurable actions

This plan includes 28 committed and recommended actions with associated GHG reductions that can be measured. These actions are estimated to result in an 80,043 tCO₂e reduction per annum, or a 14% reduction, in City-wide emissions from 2001 levels at 2030 (refer to *Appendix Three* for more details). Examples of the actions are summarised in *Table Three* below.

Table Three: Summary of actions areas and their GHG reduction potential at 2030

Action area	Examples of actions	GHG reduction potential per annum at 2030
Transportation	<ul style="list-style-type: none"> Let's Get Wellington Moving Shared mobility enhancements Public places EV charger rollout 	42,283 tCO ₂ e 10% reduction in sector's emissions
Building energy & urban form	<ul style="list-style-type: none"> Planning for Growth Home Energy Saver Programme expansion Business Energy Saver Pilot 	15,116 tCO ₂ e 4% reduction in the sector's emissions
The Council itself	<ul style="list-style-type: none"> Reducing the City's landfilled waste by one third by 2026 Implementing the Energy Management Strategy & Action Plan Converting the vehicle fleet to electric 	22,644 tCO ₂ e 20% reduction in the Council's operational emissions

GHG reduction potential with Central Government support

A high uptake of electric and fuel-efficient vehicles and an increase in amount of renewable electricity generation in the national grid have the potential to reduce City-wide emissions by a further estimated 116,612 tCO₂e, or 10% by 2030. These reductions will only be possible if Central Government contributes the necessary policies, regulations and funding; thus we must advocate to Central Government for these changes.

Enabling Actions

Further non-measurable actions have also been identified that will enable or accelerate GHG reductions across the City. These include:

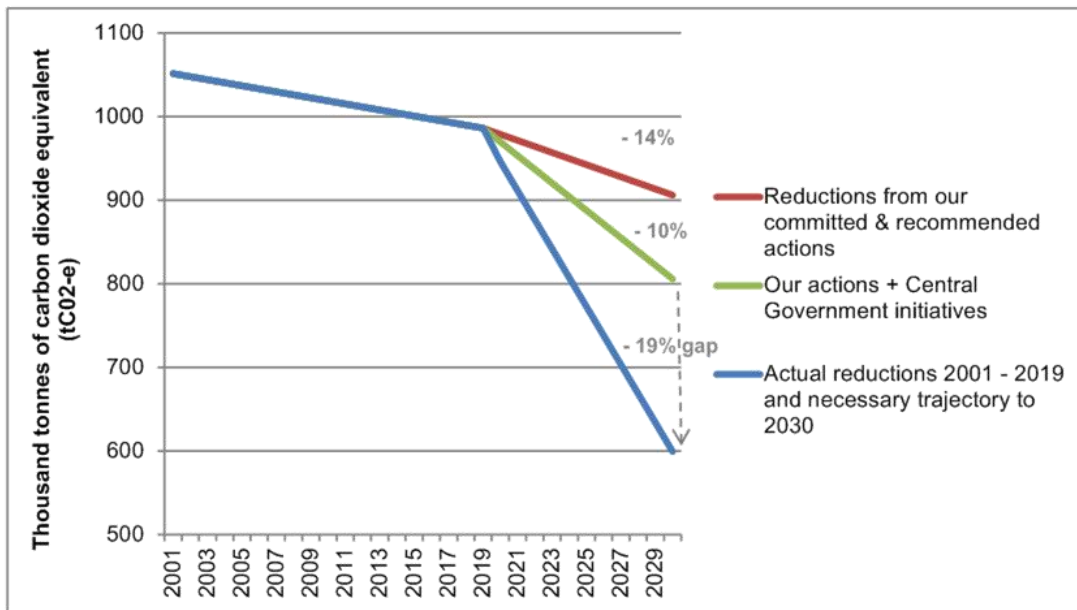


- Advocating for the enhancement of the NZ building code to standardise energy efficiency, low carbon design, and decentralised energy creation.
- Investing in opportunities to regenerate native forests and plant more trees to sequester additional carbon.
- Investing in a Wellington Climate Lab, Sustainability and Climate Fund, and Future Living Skills programme.

More action is needed

Committing to all of our measurable actions and advocating to Central Government for regulatory and policy changes for EVs and renewable electricity generation will not suffice. Further actions and investments are needed to reduce city-wide emissions by an additional 19% by 2030, as illustrated in *Figure Seven* below.

Figure Seven: Actual GHG reductions 2001 – 2019 and different pathways to 2030



Council cannot achieve this reduction alone, and collaborating with Central Government, partnering with iwi, and working with other local authorities and our entire community is critical.

We have begun identifying actions for further research and development that have major GHG reduction potential. These include:

- Incentivising city wide remote working – has the potential to reduce City-wide emissions by up to 4% per annum.
- Incentive programmes to promote energy efficiency upgrades in commercial and residential buildings.



- Incentivising the displacement of natural gas across the City – natural gas is currently responsible for 13% of the City’s emissions.
- Accelerating opportunities to support carbon farming on private and public land, preferably with permanent native forests.

We must act quickly to engage with others, and work methodically to fully assess these potential actions against the climate action measurement framework criteria and develop a recommended pathway forward.

Sector contribution to GHG reductions

Table Four summarises the actual and potential reductions in the most significant sectors by 2030. If all our measurable actions are successful and Central Government introduces the necessary policies, funding, and regulations, it is plausible that the stationary energy and waste sector GHG emissions will achieve or exceed a 43% reduction by 2030. Given the constraints faced in the transport sector, further reductions will be needed in the other sectors – along with investing in carbon farming – to compensate for the transport sector emissions that cannot be readily reduced.

Table Four: Summary of actual and potential reductions in significant sectors

	Transport Emissions	Stationary energy Emissions	Waste Emissions	Forestry Sequestration
Actual pathway 2001- 2019	4% increase in sector emissions	23% reduction	32% reduction	11% reduction
Measurable actions 2020-2030	10% reduction in sector emissions	4% reduction in sector emissions	33% reduction in sector emissions	TBC - More R&D is needed
Central Government initiatives 2020-2030	8% reduction in sector emissions <i>Relies on strong government EV policies</i>	16% reduction in sector emissions <i>Relies on renewables in the national grid to increase from 83% to 93%</i>	<i>Not assessed</i> <i>Increases in waste disposal levy and product stewardship requirements would enable further GHG reductions</i>	<i>Not assessed</i> <i>Under BAU it is likely that more exotic forestry will be harvested which would reduce GHG sequestration</i>
% of City emissions	53%	34%	6%	N/A
City 2030 Goal	43% reduction	43% reduction	43% reduction	N/A
Gap in 2030	29%	0%	-22%	N/A
Comments	For context the 29% gap is equivalent to an additional 77,139 petrol cars going electric or everyone in the City who can working remotely 100% of the time.	Further reductions will be needed to compensate for transport sector emissions that cannot readily reduce & emissions from minor sectors.	Potential reductions are heavily reliant on a viable sewage sludge solution being adopted and the 33% reduction in landfilled waste being achieved.	Investing now in efforts to increase carbon farming is essential to offset future harvesting and emissions from activities that cannot readily be reduced.

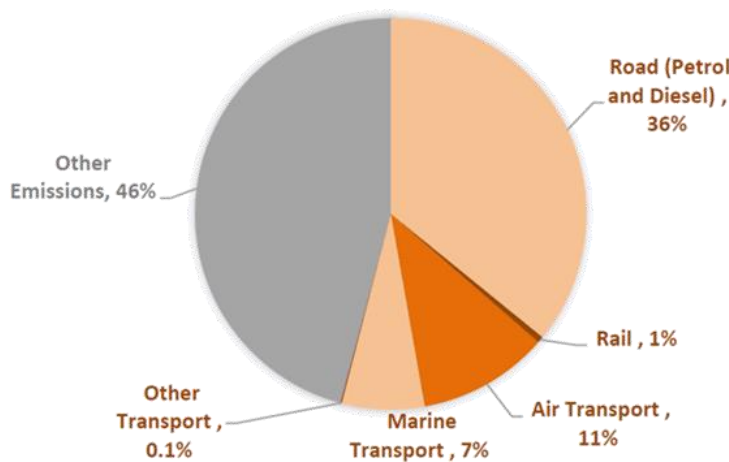
Action Area: Transportation

Progress so far:

- 6% decrease in road transport emissions between 2001 and 2019.
- 30 kilometres of cycle way built.
- 90 car share vehicles in the city and 5970 average users a month as at March 2020.
- 9 fast and 14 residential electric vehicle chargers installed in the City as at June 2020.
- 1437 electric vehicles in the City as at May 2020.

Opportunities

Figure Eight: Total City-wide emissions breakdown by source - highlighting transport emissions



Road transport is the highest emitting activity in the City - contributing 36% of the City's emissions. The actions identified in this plan are focused on reducing:

- Vehicle kilometres travelled (VKT) - by providing viable attractive alternatives to private vehicle travel; and/or
- Reducing emissions per VKT - through supporting the transition to a zero emissions transport fleet.

Air and marine transport contribute 11% and 7% of the City's emissions, and emissions have increased 45% and 4% respectively in these sectors since 2001. Although no actions have yet been identified and aviation emissions will remain low in the short-term due to the Covid-19 pandemic, strong investment in potential solutions is needed in the future.

Committed and recommended actions

Investing in rapid transit and improving public and active transport infrastructure



Major GHG reduction potential at 2030

The infrastructure that Let's Get Wellington Moving (LGWM) will put in place through its programmes represents a generational improvement in public and active transport. The LGWM indicative package was endorsed by Government in 2019 and includes: a walkable central city, safe connected cycleways, a smarter transport network, and public transport improvements such as mass transit between the central city and the airport.

LGWM is a joint initiative between the Government, Wellington City Council, Greater Wellington Regional Council and the New Zealand Transport agency.

Co-benefits of LGWM include better travel choices and improved travel times and public transport reliability, fewer fatal and serious injury crashes for pedestrians and cyclists, improved amenity in the CBD and more secure access between communities and key regional facilities (hospital, airport and port).

Travel behaviour change



Enabling GHG reduction potential at 2030

By helping people make the best travel choices for their commutes, we can support the switch to low emission and healthier transport modes such as walking and cycling. Council uses a variety of methods to encourage the safe and sustainable use of our transport network. We work with stakeholders, advocates and our wider community to ensure good outcomes through events, service provision, social marketing campaigns, and providing advice and information. Two initiatives Council actively supports are Bikes in Schools and Movin March.

Shared mobility options



Moderate GHG reduction potential at 2030

Wellington is well suited for car, electric scooter and bike sharing given the relatively high population density in the central city. Enhancing shared mobility options has the potential to reduce carbon emissions substantively through the removal of private cars from the network. Research shows that each car share vehicle can take 10 or more cars off the road and encourages a behavioural shift toward active and public transport options^{viii}. The removal of private cars reduces both VKT and also reduces emissions per VKT as car share vehicles in Wellington are either electric, hybrid or have high fuel efficiency in comparison to the vehicles they are replacing.

Existing car and micro mobility schemes in Wellington have highlighted the following co-benefits to date: more flexibility in transport options, easier and faster to get around, financial savings from selling private vehicles due to reduction in car ownership costs.

Investing in electric vehicle charging infrastructure



Moderate GHG reduction potential at 2030

Wellington City has one of the highest electric vehicle (EV) ownership rates in New Zealand, and the number of EVs in the City is forecast to grow from 1,300 to over 7,500 in 2024.^{ix} This growth will overwhelm the current chargers in the City. International research and local evidence shows that almost all EV owners use a public charger at least once a month, usually to enable longer distance travel. In Wellington, residents of over 20,000 households cannot park their car on the property, meaning they would be reliant on public charging facilities. Council therefore has a role in seeing the charging station network develop. A business case seeks formal approval to fund the installation of around 60 EV fast chargers in public locations around the City by 2025. This initiative is designed to complement the existing residential street chargers and chargers installed by the private sector.

Co-benefits of installing EV chargers include improving access to clean transportation options, improving resilience of transportation by geographically spreading the chargers, and reducing noise and air pollution from fossil fuel-based vehicles.

Other priority actions requiring further investigation

As highlighted earlier in this plan, committed and recommended transport actions are forecast to reduce the transport sector's emissions by 5% by 2030, and more action is needed to meet our 2030 reduction target. Other actions identified as worthy of thorough investigation over the next 18 months include:

Accelerating the electrification of the City fleet



Major GHG reduction potential at 2030

Transitioning to a zero emissions transport fleet presents a major opportunity to reduce the City's GHG emissions. Given New Zealand's renewable energy assets, a priority is electrifying the fleet. Using the Ministry of Transport's high EV uptake scenario modelling^x it is estimated that increasing EV ownership could reduce Wellington's on road transportation emissions by over 17% by 2030. The high EV uptake scenario will only occur if Central Government rapidly introduces fuel economy legislation and policies that reduce the price to incentivise the purchase of EVs, and signals a 2030 fossil fuel vehicle importation ban. Council has a key role to play in advocating for these legislative and policy changes. Internationally, the countries with much higher per-capita sales figures of EVs all share the characteristic of having strong and supportive central government policies in place. Given diesel fuel emissions are one of the fastest growing emissions sources in our city, we also need government policies that help our trucks and buses, and not just cars, to go electric.

Council must also investigate other ways to support the uptake of EVs in the City, for example road congestion and pollution charges (which could favour electric vehicles this decade), and looking at new developments to ensure they are taking EVs into account where vehicles are present. Auckland, together with several international cities, is looking to declare part of their CBD streets as 'fossil fuel free' by 2030; something that Wellington could emulate in our city centre streets.

Incentivising City-wide flexible working

 *Major GHG reduction potential at 2030*

The Covid-19 pandemic forced all New Zealanders, who had the capacity, to work remotely from home. Technology made remote working possible, efficient and effective for many people. Subsequently, for each month of the level 4 lockdown period New Zealand's annual carbon emissions are estimated to have fallen by 2%^{xi} - primarily due to the significant reduction in road transport and domestic aviation. Incentivising the city's applicable workforce to work from home one to two days a week has the potential to reduce road transport emissions by 4 - 12% per annum. It also provides the co-benefit of reducing peak daily road congestion, which is very helpful to offset the travel needs of a rapidly growing population. Working from home also has the potential to support local businesses in and around suburban centres. Council can educate the city and promote the idea of working from home, and act as a leader by having its own workforce more frequently do the same.

Identifying Aviation and marine emission opportunities

 *Major GHG reduction potential*

At almost 20% of the City's emissions, and with emissions from these sectors still increasing, actions to reduce emissions from aviation and marine sectors must be explored and identified in collaboration with key stakeholders. Although aviation emissions will remain low in the short-term due to the Covid-19 pandemic, strong investment in potential solutions is needed.

An electric harbour commuter ferry and corresponding high power electric-ship charging station is under construction in Wellington, so we will soon have a local showcase and relevant industry skills.

Transport Actions Key Indicators of Success

The following key indicators of success have been identified to help measure the effectiveness and overall success of our transport actions. These indicators can also help to estimate the GHG emissions reductions of our actions in the absence of actual emissions data.

1. Reduced emissions per vehicle kilometre travelled
2. Reduced private vehicle kilometres travelled per capita
3. Reduced car ownership rates per household
4. Increase in public transport usage for journey to work trips
5. Decrease in journey times for public transport
6. Increase in walking and cycling for journey to work trips
7. Increase in kilometres of connected cycle ways
8. Increase in number of registered and active car share service members
9. Increase in the number of publicly accessible electric vehicle charging stations
10. Increase in the % of EVs in the city fleet
11. Increase in the number of people working remotely

Table Five: City-wide Transport actions assessment against measurement framework criteria

Action	Project	Key success indicators	GHG reduction	Lead	WCC Investment	Investment by others	Co-benefits				Ease of implementing	Status
							Equity & wellbeing	Resilience	Economy	Environment		
Investing in rapid transit and improving public and active transport	LGWM Indicative package	1 – 7		WCC, GWRC, NZTA, Central government	\$\$\$\$	\$\$\$\$					C	Underway
	Travel behaviour change	1, 2, 4, 6		WCC	\$\$	\$\$					E	Underway
Shared mobility	Car Sharing	1, 2, 3, 8		Business sector	\$\$	Not assessed					E	Underway
	e- scooter sharing	1, 2, 3			\$	Not assessed					E	Underway
Supporting the Electrification of the fleet	Public Places EV charger rollout	1, 9, 10		WCC	\$\$	\$					M	Business case awaiting approval
	Clifton park charging hub	1, 9, 10		WCC	\$	\$					E	Business case awaiting approval
	Other actions eg Congestion charging or 'fossil fuel free' streets	TBC		WCC, GWRC, NZTA, Central government	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Not assessed	Further R&D required
Incentivising City-wide flexible working	TBD	1, 2, 11		WCC	Not assessed	Not assessed					Not assessed	Further R&D required

Key – refer to Appendix One for more details

GHG Reduction potential at 2030	Investment 2020 - 2030	Co-benefits	Ease of implementing
Major GHG reduction potential	\$\$\$\$ >\$10 million	Major potential benefit	C Complex
Moderate GHG reduction potential	\$\$\$ \$10 million - \$5 million	Moderate potential benefit	M Moderate
Minor GHG reduction potential	\$\$ \$5 million - \$1 million	Minor potential benefit	E Easy
Enabling GHG reduction	\$ <\$1 million		

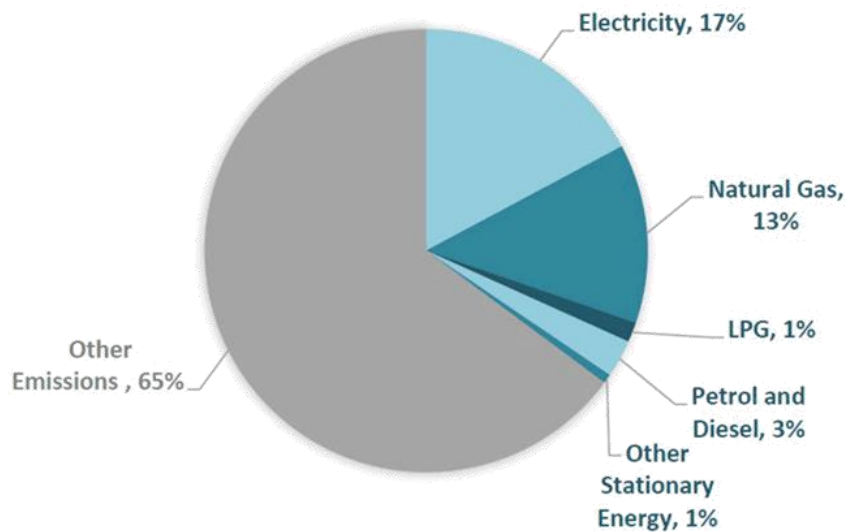
Action Area: Building Energy and Urban Form

Progress so far:

- A 23% reduction in city-wide stationary energy emissions since 2001.
- 5% of Wellington homes visited by Home Energy Saver Auditor and over \$6.2 million invested in energy saving initiatives since 2011.
- 1387 houses insulated via the Warmer Kiwi Homes grant since 2010.
- 19 Commercial buildings have achieved top rated Green Star design certifications (5 & 6 stars) for new builds, retrofits, or office fit outs since 2007.

Opportunities

Figure Nine: Total City-wide emissions breakdown by source - highlighting stationary energy emissions by energy type



Electricity consumption is the second highest emitting activity in the City - contributing 51% of the stationary energy sector's and 17% of the City's emissions. The use of fossil fuels to generate electricity in New Zealand has decreased since 2010 and has been replaced by renewable sources, which currently account for 85% of electricity generation. Renewable electricity generation is forecast to grow to 93% by 2030^{xii} which will further decrease electricity related emissions. With the move toward more renewables in the electricity grid the need to displace natural gas will become increasingly important.

The actions identified in this plan are focused on:

- Supporting and encouraging energy efficiency improvements, and the uptake of energy efficient technologies to reduce demand and improve resilience
- Improving urban form to maximise compactness, reduce reliance on the private car and support a low carbon, resilient city and its growing population.

Committed and recommended actions

Planning for Growth



Enabling GHG reduction potential at 2030

Wellington will become home to an additional 50,000 to 80,000 people over the next 30 years. An estimated 28,000 to 45,000 new dwellings will need to be built to house our growing population. The Planning for Growth (PFG) programme of work includes the development of a new Spatial Plan (to replace the Urban Growth Plan) and a full review of the district plan. PFG represents a once in a lifetime opportunity to direct growth to the right places and set our planning rules to create a more compact city which is more about people and less about cars.

The Spatial Plan will provide the blueprint for where and how the city should grow and develop by considering a range of topics including land use, transport, three waters infrastructure, natural hazards and natural environment values. The draft spatial plan contains proposals for intensifying housing in the central city and suburbs, and includes proposed changes to special character areas to enable more housing to be built in areas where public transport, walking and cycling are attractive options for commuting and everyday travel. The Spatial Plan will ultimately provide the direction for the District Plan review.

The District Plan review presents an opportunity to ensure the 'rulebook' for land development in the city supports lower carbon, higher amenity and more compact urban form, including height limits for buildings, site coverage, high performance buildings and parking requirements.

The Green Network Plan, the City Laneways and Golden Mile plans will also enable GHG emissions reductions in the City, alongside increasing greenspace, connectivity and resilience, supporting biodiversity and creating a more walkable city.

Supporting home energy efficiency



Minor GHG reduction potential at 2030

Energy consumed by Wellington households is responsible for 7% of the City's emissions. The majority of our existing housing stock is old and low density, making them relatively inefficient, poorly insulated and expensive to heat. Furthermore, around 40% of our homes are damp and mouldy. Inefficient homes and buildings have a large financial and health impact on Wellingtonians. Promoting warm, dry homes through expanding the Home Energy Saver Programme and promoting the Warmer Kiwi Homes scheme ensures that Wellingtonians, especially our most vulnerable populations, have comfortable, healthy homes to live in.

Increasing neighbourhood resilience



Minor GHG reduction potential at 2030

Resilience is a key aspect to living in Wellington. There has been an increasing focus on supporting communities to be able to respond and adapt to climate-related events and natural hazards. The Neighbourhood Grids trial has outfitted 24 homes in areas of vulnerable substations with a resilience package. The package includes solar and battery systems to face power outages, and an additional power base for neighbours to charge phones and connect with others in emergency situations. Decentralised energy production by buildings will become increasingly important as more energy consumption is driven toward low-carbon electricity use, and additional strain is put on the existing grid during peak times.

Business Energy Saver programme



Moderate GHG reduction potential at 2030

Energy consumed by Wellington's commercial and industrial businesses is responsible for 24% of the City's emissions. A business case seeks formal approval to provide Wellington landlords and businesses with free and trusted advice via an energy audit and personalised action plan, and connections with solutions providers. This proposal offers a cost effective solution to reduce operational energy costs, energy use, and carbon emissions.

50% reduction off development contributions



Minor GHG reduction potential at 2030

To encourage sustainable growth and good use of infrastructure, Council offers a 50% reduction off development contributions to commercial and some mixed use developments that meet certain Green Building Standards. There has been low uptake of this incentive since it was put in place, and a review of this incentive alongside other potential incentive programmes to promote energy efficiency upgrades is needed - see 'other actions to investigate' below for more details.

Other actions to investigate

As noted earlier, more action is needed to meet our 2030 reduction target. Other building energy actions identified as worthy of thorough investigation over the next 18 months include:

Incentive programmes to promote energy efficiency upgrades



Moderate reduction potential at 2030

Including review of a targeted rates scheme*, and/or grants to assist with home/building upgrades, including:

- Renewable energy generation
- Energy storage
- Solar hot water and Hot water heat pumps
- Double glazing

- Replacement of gas heating to electric
- Heat recovery and ventilation systems
- Building performance certificates

*Note: GWRC's targeted rates scheme currently focuses on insulation and heating.

Support building sustainability improvements



Enabling GHG reduction potential

Including:

- Reviewing opportunities through the District Plan and Council processes to support sustainable building such as:
 - Passive design
 - Low carbon/energy efficient design and construction
 - Water, wastewater and storm water management
 - Large scale renewable energy
 - North-facing roofs that make addition of solar panels effective and less expensive
 - EV chargers in homes, especially apartments, where such provision is complicated when done retrospectively.
- Investigate barriers to the uptake of sustainable design and construction, including council processes
- Provide education and upskilling to regulatory staff on sustainable design
- Supplying energy efficiently, in particular by encouraging decentralised energy generation and embedded networks

Building Performance Certificates for residential and commercial buildings



Enabling GHG reduction potential

Building Performance Certificate (BPC) use in Europe and North America has been shown to encourage the improvement of existing building performance, as well as incentivise high performing new builds. Wellington City Council is one of a number of Councils across New Zealand considering the inclusion of BPCs onto Land Information Memorandum (LIM) reports for residential homes. Review is also needed regarding BPC uptake for Commercial buildings, including NABERSNZ ratings for office buildings.

Natural gas displacement



Moderate reduction potential at 2030

Natural gas is responsible for 13% of the City's emissions. With increasing renewables in the grid continuing to reduce the carbon footprint of electricity generation, the need to displace gas-based heating will become increasingly important. Households use around 8% of City's natural gas, with commercial and industrial businesses consuming 92%. Examination of incentive options is needed to promote the shift from natural gas to electricity.

Building Energy and Urban Form Key indicators of success

The following key indicators of success have been identified to help measure the effectiveness and overall success of our building energy and urban form actions. These indicators can also help to estimate the GHG emissions reductions of our actions in the absence of actual emissions data.

Building Energy

1. Reduction in kWh of electricity consumption for the City
2. Percentage of Wellington homes audited by Home Energy Saver
3. Percent of eligible 'Warmer Kiwi Homes' households who receive insulation grant
4. Percentage of households who invest in low energy and carbon practices
5. Percentage of businesses who invest in low energy and carbon practices
6. Percentage of new and retrofitted commercial buildings that achieve a minimum Green Star 5 or equivalent
7. Percentage of energy derived from community renewable energy generation across the city

Urban Form

8. Percentage of new dwellings built in the CBD, special character areas, and in and around suburban centres
9. Increase in the percentage of the population living in the CBD, special character areas, and in and around suburban centres.
10. Reduced emissions per vehicle kilometre
11. Reduced private vehicle kilometres travelled per capita
12. Reduced car ownership rates per household
13. Increase in public transport usage for journey to work trips
14. Decrease in journey times for public transport
15. Increase in walking and cycling for journey to work trips

Table Six: City-wide Building Energy and Urban Form actions assessment against measurement framework criteria

Action	Project	Key indicators of success	GHG reduction	Lead	WCC Investment	Investment by others	Co-benefits				Ease of implementing	Status
							Equity & wellbeing	Resilience	Economy & jobs	Environment		
Planning for growth	Spatial Plan	8-15		WCC	\$\$\$\$	Not assessed					C	Underway
	Special character areas											
	District Plan review											
	Green Network Plan & Water Sensitive Urban Design											
	City Laneways & Golden Mile project plans											
Supporting home energy efficiency	Home Energy Saver Expansion	1, 2, 4		WCC - delivered by Sustainability Trust	\$\$\$	\$\$\$					E	Underway business case for expansion awaiting approval
	Warmer Kiwi Homes	1, 3		EECA	\$	\$\$					E	Underway
Increasing neighbourhood resilience	Neighbourhood grids	1, 4, 7		Contact Energy	\$	\$					E	Trial underway
Supporting business energy efficiency	Business Energy Saver pilot	1, 5		WCC with delivery partner	\$\$	Not assessed					M	Business case awaiting approval
Incentive programmes to promote energy efficiency upgrades	50% reduction off development contributions	1, 6		WCC	\$\$	Not assessed					E	Underway
	Other incentives	TBD	TBD	WCC	TBD	TBD	TBD	TBD	TBD	TBD	TBD	Further R&D required
Utilisation of regulatory levers to encourage energy efficiency uptake	Support building sustainability improvements	TBD		TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	Further R&D required
	Building Performance Certificates for residential and commercial buildings	1, 4, 5		TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	Further R&D required

Key – refer to Appendix One for more details

GHG Reduction potential at 2030	Investment 2020 - 2030	Co-benefits	Ease of implementing
	\$\$\$\$ >\$10 million		C Complex
	\$\$\$ \$10 million - \$5 million		M Moderate
	\$\$ \$5 million - \$1 million		E Easy
	\$ <\$1 million		

Action Area: Advocacy

Actions were identified through the Te Atakura Blueprint that Council does not have decision making responsibilities for but play a key role in transitioning to a zero carbon future. The priority initiatives Council will advocate for are listed in *Table Seven* below. We believe these actions have high potential to enable or accelerate GHG reductions and help us achieve our climate goals. For more information on identified advocacy initiatives refer to the [Te Atakura Blueprint](#)

Table Seven: Advocacy initiatives with high GHG reduction enabling or accelerating potential

Transportation
EV subsidies from Central Government
Fuel economy import standards
Proposed 2030 fossil vehicle importation ban
Supporting sustained public and active transport investment
Commercial scale production of biofuels
Building Energy and Urban Form
Enhancement of the NZ building code to standardise energy efficiency and low carbon design, including progressive updates to ensure all new buildings are net zero carbon by 2030
Sustained investment in renewable energy and decentralised energy creation
Reducing reliance on and use of natural gas
Building performance certificates at residential point of sale
NABERSNZ rating requirements for all commercial office buildings of 1,000sqm or more
Waste
Promotion of waste reduction and reuse across the building sector
Nation-wide increases in the waste disposal levy
Product stewardship requirements around packaging and low quality plastic use
Other
All of government shift to sustainable procurement policies

Other key City-wide initiatives

The following recommended actions will enable GHG reductions within Wellington City and help move us closer to our 43% reduction by 2030 target.

Accelerating opportunities to support carbon farming



Enabling GHG reduction potential

Native forest restoration and planting more trees will play a significant role in helping us meet our ambitious targets to be net carbon zero before 2050. Investing now in efforts to increase carbon sinks, preferably with permanent native forests, on private and public land is essential to offset future harvesting and emissions from activities that cannot readily be reduced. There is significant opportunity to partner to increase native forest restoration and planting of native forest, which would accelerate native forest establishment and associated carbon sequestration. This is tagged as an area where more cross-council policy work and R&D is required.

Wellington Climate Lab



Enabling GHG reduction potential

An evolving initiative focused on supporting the Wellington business community to drive innovation and accelerate climate-positive impact. This initiative will provide the support-structure for Wellington to become a global leader in climate change mitigation, and for the business community to embrace the emerging employment opportunities of a sustainable economy.

Zero Carbon Challenge and Climathon



Enabling GHG reduction potential

Council has supported both the Low Carbon Challenge and the Climathon for over six years. As founder and core funder of the Low Carbon Challenge, we have lifted idea stage businesses up to exciting opportunities year after year. As a co-host of the annual Climathon with Victoria University of Wellington, we have presented a fixed opportunity for the community to come together once a year and apply their minds to zero carbon problems.

Climate and sustainability fund pilot



Enabling GHG reduction potential

This new fund would provide support to community projects that reduce carbon emissions in Wellington. Feedback received on Te Atakura shows that Wellington residents are eager to take action and create change on the ground. This fund is a way to harness that energy and support climate mitigation efforts at the neighbourhood, community and business levels.

Future Living Skills programme



Enabling GHG reduction potential

The Future Living Skills programme is a mature set of collectively-developed behaviour change resources to help groups of residents make smart, affordable, and lower-carbon consumer choices. The programme would strongly compliment current carbon and waste reduction efforts in Wellington, help harness the growing demand by residents to take individual action on climate change, and provide a range of social co-benefits.

WCC Sustainable Food Plan



Enabling GHG reduction potential

Globally, the food system contributes an estimated 25-30% of all GHG emissions. The purpose of the Sustainable food plan is to coordinate sustainable food system efforts across Council and ensure that food system considerations are bought into Council's decision-making process. The plan's vision is to ensure Wellington has a thriving network of local food producers, cafes, farmers markets, community gardens and restaurants. This vibrant local food network supports a city where all residents have access to good food that is grown in a way that respects people and the planet.

Table Eight: Other City-wide actions assessment against measurement framework criteria

Project	GHG reduction	Lead	WCC Investment	Investment by others	Co-benefits				Ease of implementing	Status
					Equity & wellbeing	Resilience	Economy & jobs	Environment		
Accelerating opportunities to support carbon farming		WCC others +	Not assessed	Not assessed					M - C	More R& D required
Wellington Climate lab		TBD	\$	Not assessed					E	Business case awaiting approval
Zero Carbon Challenge & Climathon		TBD	\$	Not assessed					E	Business case awaiting approval
Climate and sustainability fund trial		WCC	\$\$	Not assessed					E	Business case awaiting approval
Future Living Skills programme		WCC	\$	Not assessed					E	Business case awaiting approval
Sustainable Food Plan		WCC	\$	Not assessed					M	Draft plan under development

Key – refer to Appendix One for more details

GHG Reduction potential at 2030	Investment 2020 - 2030	Co-benefits	Ease of implementing
Major GHG reduction potential	\$\$\$\$ >\$10 million	Major potential benefit	C Complex
Moderate GHG reduction potential	\$\$\$ \$10 million - \$5 million	Moderate potential benefit	M Moderate
Minor GHG reduction potential	\$\$ \$5 million - \$1 million	Minor potential benefit	E Easy
Enabling GHG reduction	\$ <\$1 million		

Action Area: The Council itself

Wellington City Council’s emissions profile

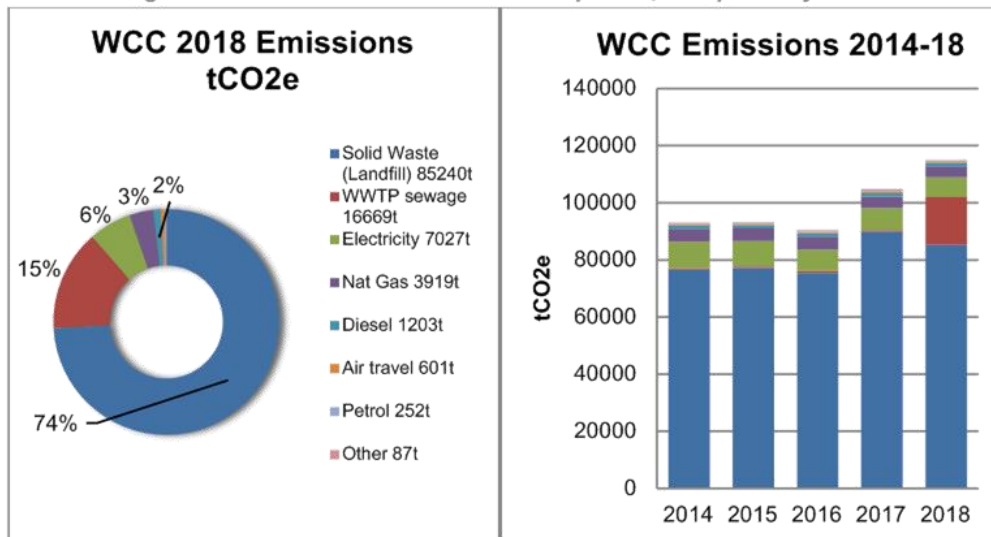
Since 2014, Council has used the *Carbonreduce* scheme (formerly CEMARS)) through Toitu Envirocare to report Council-related emissions. *Carbonreduce* is an internationally-accredited programme, and achieving certification gives us confidence that the data we collect is an exact measure of how we are performing as an organisation in reducing our greenhouse gas emissions

In 2018/19 the GHG emissions for Council were 115,000 tCO₂e.

- Solid waste and wastewater treatment were the highest emitting areas for Council, producing 101,908 tCO₂e or 88.6% of the Council’s gross emissions. Interestingly, while emissions from solid waste actually reduced by over 4,000 tCO₂e compared to the previous year, wastewater treatment emissions rose dramatically, much of which can be attributed to more accurate emissions measurement methodology.
- Stationary energy is the Council’s second highest emitting area, producing 9.5% of the Council’s emissions. Almost 65% of these emissions are from electricity consumption, with the remainder coming from natural gas.

Since utilisation of the Toitu software began in the 2014, there has been a noticeable increase of emissions due to improved methodologies for measuring several emissions sources, chiefly wastewater. We are currently in the process of analysing prior years with the updated methods to get a sense of how far we’ve come on our carbon reduction journey.

Figure Ten: Council’s GHG emissions profile, and pathway 2014-18



Wellington City Council Target

Council has set a target to reduce our own emissions to net zero by 2050. To achieve net zero emissions we must address our two largest contributors: waste and stationary energy.

Achievements so far:

- Worked with volunteers to plant over 1.7 million trees since the 1990s.
- 1300 hectares of forestry protected in carbon covenants on Council-owned land.
- Achieved *Carbonreduce* certification since 2015.
- 12 of our 174 vehicles in the Council fleet are now electric.
- Building Green Star 5 Convention Centre.
- Energy efficiency measures for Council buildings and facilities have resulted in yearly savings of over \$950,000 per year and the equivalent energy to power over 500 homes.
- Replacement of 15,000 streetlights to LED, saving 2,611,540 kWh per year, or enough power to charge 65,288 Nissan Leafs.
- Commitment to fund sewage sludge processing at the Southern Landfill.

Committed and recommended actions**Climate measurement and management***Enabling GHG Reduction*

Our climate change commitments require ongoing measurement of our City and Council-controlled GHG emissions. Without investment in measurement and management we cannot maintain certification and compliance with the Global Covenant of Mayors and *Carbonreduce*, or track our GHG reduction progress and identify future actions. Furthermore, we are legally obligated to undertake Field Measurement Approach (FMA) assessments of our forests or risk losing valuable assets in the form of carbon credits.

Waste actions:**Sewage Sludge Processing Solution***Reduction potential TBC*

Council's immediate priority is to fund a viable sewage sludge processing solution for the city. A decision on the most viable option is expected in September 2020. Until this solution is in place we are restricted to how much waste we can reduce from landfill because we would breach our sewage sludge disposal resource consent which requires every tonne of sludge to be mixed with four parts of rubbish.

Reduce landfilled waste by a third by 2026



Major reduction potential

Through the Regional Waste Management and Minimisation Plan, Council has set a goal to reduce waste at the Southern landfill by a third by 2026, and has an aspiration to be a waste free region in conjunction with other councils. Council has a lot of ongoing initiatives focused on:

- Educating and supporting schools, community groups, businesses and residents to minimise waste. This includes the Community Education and engagement programme that reaches approximately 2,500 individuals at 90 events per annum.
- Implementing optimised kerbside systems that maximise diversion and are cost effective for households.
- Working towards best practice in landfill management, including close landfills and landfill gas capture.
- [For more information refer to the Wellington Regional Waste Management and Minimisation Plan.](#)

Council's Waste Operations team has several key areas in waste where we are looking to make substantial improvements. These include:

- Investigating options for household food waste. Including an organic waste diversion trial in Miramar- which includes a kerbside collection and a number of enhance home composting options.
- Work on a business case for the transition of the landfill to a Resource Recovery Park is also underway, including identifying immediate opportunities to increase revenue at the top shop through further resource recovery and marketing opportunities.

Building Energy actions:

Council has a real opportunity to influence real industry and market change by becoming a leader in high performing buildings. In addition to reducing the Council's own emissions many of these actions play a key role in enabling city-wide emissions reductions.

Energy Management Strategy and Action Plan



Enabling GHG reduction/Reduction potential TBC

Council has adopted an Energy Management Strategy for its stationary energy use (electricity and natural gas), with the vision to be a leading example of energy management and sustainability in Wellington. The strategy's purpose is to create a structured plan to meet our sustainability requirements, build the Council's resilience from the changing energy market, and reduce the operational expenditure of stationary energy. The key actions identified in the plan are:

- Create a structured plan to reduce GHG emissions to meet the requirements of being net carbon zero before 2050

- Invest in energy efficiency programmes to reduce operational expenses
- Invest in smarter energy management systems for better visibility and control of energy consumption
- Staff behaviour change programme

NABERSNZ for WCC Buildings (Energy Ratings)



Minor reduction potential/enabling

Without the current ability to mandate building performance ratings at a city level, Council must lead by example. Using a tool like NABERSNZ to rate energy performance in Council office buildings will allow us to measure, improve, and monitor energy use. It is also likely that the increased visibility of this tool will provide an opportunity to educate owners and tenants of the value in examining the energy performance of office buildings. There is almost 1.4 million m² of office space in Wellington; Council has the ability to promote the examination and reduction of building energy use both internally and across the city.

Green Star & Home Star for WCC Buildings



Reduction potential TBC

To achieve our zero carbon goals we must begin building and retrofitting to a higher energy efficiency standard as soon as possible. Making a commitment to certify all new commercial building projects over \$5M to a 5-star Green Star rating (or third-party equivalent e.g. Living Building Challenge) and new Community Housing to 6 Homestar (or equivalent) from 2021, as part of a broader Sustainable Asset Policy would ensure all new builds will operate at net zero carbon from 2030 and existing buildings are net carbon zero by 2050.

Displacing natural gas as a fuel source



Minor reduction potential/enabling

Council owns and maintains a wide range of facilities, 35 of which currently utilise natural gas in order to provide services to the community. Together these facilities are emitting around 3,645 tCO₂e per annum and contributing around 3% of Council's operational footprint. With increasing renewables in the grid reducing the carbon footprint of electricity generation, the move away from natural gas will become increasingly critical in reducing GHG emissions. It is also fiscally responsible and ensures stable access to energy in the long term given the oil and gas exploration ban.

Solar community facilities



Minor reduction potential/enabling

Installing Solar PV assets would assist Council in reducing its GHG emissions. Solar PV generation also has the potential to deliver commercially attractive returns, reduce energy bills, and enhance the resilience of the existing council facilities. It aligns with other plans to install EV chargers at some of these facilities, and to operate our EV fleet from increasingly renewable power.

Water Management Actions:

Water meters



Enabling reduction potential

Council's water system is the largest source of electricity emissions. To improve our systems we first need to better understand them, and the best way to accomplish this is through water meters. Work has been commissioned by GWRC to assess options for water meters across the region.

Transport Actions

EV first fleet



Minor reduction potential

Alongside identifying opportunities to reduce the size of the Council's vehicle fleet, a December 2030 timeframe has been proposed to replace all Council owned fossil fuel driven cars, SUVs, vans and utes with zero emission electric replacements. Electrifying the fleet has the potential to reduce our corporate transport carbon emissions by approximately 220 tCO₂e per year when complete, and to reduce our fuel bill for these vehicles by about 80%. It also demonstrates leadership around decarbonisation.

Flexible working



Minor reduction potential/enabling

Council has learned a lot about the merits and disadvantages of working from home during the Covid-19 pandemic. As we return to our new normal Council is keen to retain the merits, and avoid or manage the disadvantages. This requires flexibility and a level of maturity, and a sound employment relationship with our staff. Council is thinking about this from a policy perspective. In the meantime, we have agreed that we will retain a flexible approach to working from home.

Carbon Farming Actions



Enabling via sequestration

Council currently has 1453 hectares of regenerating native forest registered as Permanent Forest Sink Initiative covenants, which are generating around 8,000 carbon credits annually due to pest control, planting and fencing - this allows these areas to return to native forest faster. A recent assessment of carbon sequestration on Council land has revealed that an estimated 100 additional hectares of naturally regenerating and planted native forest could be added. In addition, the Council's native plant nursery in Berhampore provides 100,000 trees a year for community, partner and council planting initiatives.

Actions for further investigation

Procurement



Enabling and accelerating GHG Reduction

Emissions from contractors are largely unknown. Opportunities exist to include carbon emissions output criteria and guidelines in the Council's procurement policy and influence local and national supply chains to improve their sustainability and climate reduction performance.

Improving Governance



Enabling and accelerating GHG Reduction

Council currently assesses every Council paper, investment, policy and proposal for its relationship and impacts on climate change - but the assessment currently does not involve in-depth analysis of climate change mitigation and adaptation impacts of/on the project. Re-evaluating how the Council takes account of climate change in each Council paper to ensure robustness and enhanced consideration for key issues will empower officers across the business to better support Councillors.

Staff education and engagement



Enabling and accelerating GHG

Increasing staff engagement will help increase our chances of reducing carbon emissions and meeting our zero carbon by 2050 target. With increased staff engagement, we can:

- Ensure Council is acting on its commitment to put the protection of our environment and climate change at the front and centre of decision-making – if people are actively engaged there is a higher chance they will carry out their daily jobs with a zero carbon lens and consider sustainability in everything they do.
- Reduce corporate carbon emissions and operational costs – through staff adopting more sustainable behaviours that reduce energy and waste. The behaviours of individual staff collectively have big impact.
- Help Council demonstrate leadership in sustainability and influence/motivate others to engage in low carbon behaviours.

Key indicators of success for the Council

The following key indicators of success have been identified to help measure the effectiveness and overall success of Council's operational actions. These indicators can also help to estimate the GHG emissions reductions of our actions in the absence of actual emissions data.

1. Viable sewage sludge processing solution in place
2. Reduction in landfill waste by a third by 2026
3. Reduction in operational energy consumption in Council owned buildings
4. Percentage of council owned buildings with natural gas converted to electricity

5. Percentage of new and retrofitted Council buildings that achieve a minimum Green Star five or equivalent
6. Percentage of new and retrofitted Council office buildings that achieve a NABERSNZ 4 star rating or higher
7. Percentage of Council vehicle fleet converted to EVs
8. Number of public-facing Council facilities offering EV charging.
9. Number of hectares of regenerating native forest registered as Permanent Forest Sink Initiative covenants
10. Percentage of procurement projects that are assessed on their carbon reduction potential
11. Percentage of Council papers, investments, policies and proposals recording a climate analysis
12. Percentage of staff actively engaged in sustainability/carbon reducing behaviours

Table Nine: Council operational actions assessment against measurement framework criteria

Action	Project	Key Indicators of Success	GHG reduction	Lead	Investment	Investment by others	Co-benefits				Ease of implementing	Status	
							Equity & wellbeing	Resilience	Economy & jobs	Environment			
Carbon measurement & management	CEMARS Global Covenant of Mayors FMA	-		Sustainability Team	\$\$						😊	Easy	Ongoing – business case for ongoing funding awaiting approval
Waste	Sewage sludge processing solution	1	TBC	Wellington Water	TBC	TBC	TBC	TBC	TBC	TBC		Complex	Solution expected in September 2020
	Reducing waste sent to landfill	2		Resilience – Waste Operations	\$\$\$\$	\$\$\$	😊😊😊	😊😊😊	😊😊😊	😊😊😊	😊😊😊	Complex	Underway – restricted by sewage sludge
Building energy	Energy Management Strategy and Action Plan	3		Energy manager	\$	\$ Potential for EECA funding	😊	😊	😊	😊		Moderate	Underway
	NABERSNZ for WCC Buildings (Energy Ratings)	6		Sustainability Team	\$		😊	😊	😊	😊		Easy	Business case for approval
	Green Star & Home Star for WCC Buildings	5		Sustainability Team	TBD		😊	😊	😊	😊		Moderate	Business case for approval
	Displacing natural gas as a fuel source	4		Energy manager	TBD			😊			😊	Complex	Project scope completed
	Solar community facilities			Energy manager	\$\$			😊	😊	😊		Moderate	Scoping work underway
Transport	EV first fleet	7, 8		Sustainability Team	\$\$\$\$	Not assessed		😊		😊		Easy	Business case for approval
Forestry	Carbon farming	9		Parks & recreation	\$\$\$\$		😊😊😊	😊😊😊	😊😊	😊😊😊		Moderate	Underway
	Flexible working	-		HR Organisation al development	Not assessed	Not assessed	😊	😊	😊	😊		Easy	Interim guidelines in place
	Water meters	-		GWRC & Wellington Water	TBC	TBC	😊	😊😊😊	😊😊😊	😊😊😊		Moderate	Regional business case underway
	Procurement	10		Contracts & Procurement	TBC	TBC	😊	😊	😊	😊		Moderate	Further R&D required
	Improve Governance	11		Sustainability Team	TBC	TBC		😊		😊		Moderate	Further R&D required
	Staff engagement	12		Sustainability Team	TBC	TBC	😊	😊	😊	😊		Moderate	Further R&D required

Key – Refer to Appendix One for more info

GHG Reduction potential at 2030	Investment 2020 - 2030	Co-benefits	Ease of implementing
Major GHG reduction potential	\$\$\$\$ >\$10 million	Major potential benefit	C Complex
Moderate GHG reduction potential	\$\$\$ \$10 million - \$5 million	Moderate potential benefit	M Moderate
Minor GHG reduction potential	\$\$ \$5 million - \$1 million	Minor potential benefit	E Easy
Enabling GHG reduction	\$ <\$1 million		

Te Atakura Steering Group

A Steering Group has been established to contribute to the strategic directions of *Te Atakura's* delivery, as well as provide a forum for monitoring outcomes. The group will ensure the Council is tracking towards meeting its ambitious climate outcomes. The Steering Group membership is listed in *Appendix Four*.

The Steering Group will convene quarterly.

Steering group responsibilities:

The role of the group is to direct and support Te Atakura by fulfilling the following objectives:

- Provide key stakeholder representation at a level that can directly inform decisions and ensure opportunities for alignment with stakeholder expectations are realised.
- Promote Te Atakura within the organisation and with stakeholders.
- Promote the development of appropriate responses to both emissions reduction and adaptation.
- Ensuring appropriate project management practices are in place.
- Committing the resources required to deliver a successful outcome.
- Ensuring Te Atakura is successfully delivered according to objectives, scope, time, and quality, with expected benefits on track for realisation.

Monitoring progress:

The Steering Group has oversight of projects, prioritises effort and keeps institutions accountable for their delivery. Members will be furnished with the requisite background material prior to meetings, and are expected to:

- Contribute to robust and constructive discussion to ensure the Strategy implementation is a success.
- Act as champions for Wellington's climate response.

The Steering Group will consider progress against each project, focussing on the following:

- Initiatives progressing on time, on budget and integrated into business as usual.
- Outcomes being achieved as planned.
- Identify conflicts requiring resolution and unanticipated barriers to implementation.
- Communicate positively framed key climate response messages.
- Make recommendations to streamline and prioritise effort for the best outcome.
- Celebrate with community engagement and press key achievement of milestones in implementation.

The Steering Group is expected to formally report to the Council Strategy Committee (CSC) annually in February.

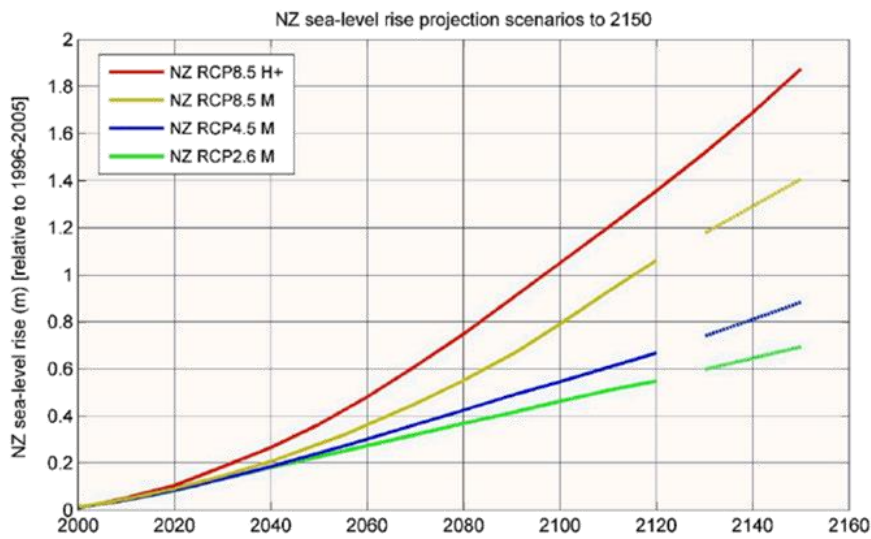
Three year review:

Early in 2023 the Steering Group will be requested to make recommendations on improvements to the Implementation plan (or Strategy if so needed) to CSC, including recommendations for adding or removing projects, objectives, and other recommendations as members see fit. This may be brought forward as needed.

Appendix One: Relevant Excerpts from The Ministry for the Environment’s Coastal Hazards and Climate Change – Guidance for Local Government

<https://www.mfe.govt.nz/sites/default/files/media/Climate%20Change/coastal-hazards-guide-final.pdf>

Figure 27: Four scenarios of New Zealand-wide regional sea-level rise projections for use with this guidance, with extensions to 2150 based on Kopp et al (2014)



New Zealand scenario trajectories are out to 2120 (covering a minimum planning timeframe of at least 100 years), and the NZ H⁺ scenario trajectory is out to 2150 from Kopp et al (2014) (K14). No further extrapolation of the Intergovernmental Panel on Climate Change-based scenarios beyond 2120 was possible, hence the rate of rise for K14 median projections for RCP2.6, RCP4.5 and RCP8.5 are shown as dashed lines from 2130, to provide extended projections to 2150. Note: all scenarios include a small sea-level rise (SLR) offset from the global mean SLR for the regional sea around New Zealand.

Table 10: Decadal increments for projections of sea-level rise (metres above 1986–2005 baseline) for the wider New Zealand region (for the four future scenarios from figure 27)

NZ SLR scenario Year	NZ RCP2.6 M (median) [m]	NZ RCP4.5 M (median) [m]	NZ RCP8.5 M (median) [m]	NZ RCP8.5 H* (83rd percentile) [m]
1986–2005	0	0	0	0
2020	0.08	0.08	0.09	0.11
2030	0.13	0.13	0.15	0.18
2040	0.18	0.19	0.21	0.27
2050	0.23	0.24	0.28	0.37
2060	0.27	0.30	0.36	0.48
2070	0.32	0.36	0.45	0.61
2080	0.37	0.42	0.55	0.75
2090	0.42	0.49	0.67	0.90
2100	0.46	0.55	0.79	1.05
2110	0.51	0.61	0.93	1.20
2120	0.55	0.67	1.06	1.36
2130	0.60*	0.74*	1.18*	1.52
2140	0.65*	0.81*	1.29*	1.69
2150	0.69*	0.88*	1.41*	1.88

* Extended set 2130–50 based on applying the same rate of rise of the relevant representative concentration pathway (RCP) median trajectories from Kopp et al, 2014 (K14) to the end values of the Intergovernmental Panel on Climate Change Fifth Assessment Report (IPCC AR5) projections. Columns 2, 3, 4: based on IPCC AR5 (Church et al, 2013a); and column 5: New Zealand RCP8.5 H* scenario (83rd percentile, from Kopp et al, 2014). Note: M = median; m = metres; NZ = New Zealand; SLR = sea-level rise. To determine the local SLR, a further component for persistent vertical land movement may need to be added (subsidence) or subtracted (uplift).

5.7.3 Minimum transitional allowances for sea-level rise

While working towards long-term adaptive planning (chapters 8–10), using the four recommended SLR scenarios for hazard, and risk and vulnerability assessments in engagement with communities, minimum transitional SLR allowances are provided for use in planning processes for four broad categories of development (table 12). An additional component may need to be applied to these SLR allowances for significant vertical land movement for some regions or local areas.

This guidance recommends categories of activities for which specific transitional SLR allowances should apply, to provide more clarity than the previous guidance (Ministry for the Environment, 2008a). SLR allowances are provided for four categories (A–D) of activities or types of development and are expressed as either scenarios or a minimum value to use (table 12).

The highest H⁺ scenario should be the only scenario used for new developments eg, greenfields or major new infrastructure (category A). The use of just the H⁺ scenario stems from the anticipated long life of such new developments, coupled with the requirement in the NZCPS 2010 to avoid future hazard risks (and also to consider tsunami hazards) over planning timeframes beyond 100 years (ie, 2120 onwards).

For informing where intensification of existing development is inadvisable (category B), no transitional SLR value is provided - rather the full dynamic adaptive pathways planning approach should be undertaken using all four SLR scenarios (at the scale appropriate to the proposed intensification), before further intensification occurs (to avoid compounding the future risk).

Category C generally covers existing development (and is the most challenging for adaptation), while category D applies to short-lived non-habitable assets and where consequences are low

or readily adaptable. The minimum transitional SLR values of 0.65 metres and 1 metre respectively for these latter two categories are generally applicable towards the end of the next 100 years (eg, up to 2120).

If transitional single values for SLR are used (eg, for categories C and D), hazard and risk assessments (chapters 6 and 8) should still be undertaken for a range of sea-level rise, using the scenarios (figure 27) or increments in SLR (including the transitional value) to better understand the hazard-risk profile and thresholds for a region or location.

Table 12: Minimum transitional New Zealand-wide SLR allowances and scenarios for use in planning instruments where a single value is required at local/district scale while in transition towards adaptive pathways planning using the New Zealand-wide SLR scenarios

Category	Description	Transitional response
A	Coastal subdivision, greenfield developments and major new infrastructure	Avoid hazard risk by using sea-level rise over more than 100 years and the H+ scenario
B	Changes in land use and redevelopment (intensification)	Adapt to hazards by conducting a risk assessment using the range of scenarios and using the pathways approach
C	Land-use planning controls for existing coastal development and assets planning. Use of single values at local/district scale transitional until dynamic adaptive pathways planning is undertaken	1.0 m SLR
D	Non-habitable short-lived assets with a functional need to be at the coast, and either low-consequences or readily adaptable (including services)	0.65 m SLR

Application to existing development or non-habitable assets (categories C and D)

Deriving a single value for SLR to apply nationally to existing development is difficult, given the wide range of sea-level trajectories into next century. It can lead to a rigid predetermination of the future if planning is based solely on this value. A range of risks exist for different scales of activity associated with coastal climate change impacts, and a lower SLR allowance may be appropriate for activities with a functional need to be near the coast, or short-lived non-habitable assets, where low consequences and a high degree of flexibility to adapt exists.

Transitional SLR values for categories C and D correspond to the equivalent values recommended for SLR to the 2090s from the previous Ministry for the Environment (2008a) guidance, with 1 metre SLR currently being used in a number of regional and district plans in New Zealand out to 2115. The 1 metre SLR value for coastal-hazard planning (in relation to existing development) was also supported by the Independent Peer Review Panel reviewing the Tonkin+Taylor coastal hazard assessment for Christchurch (Kenderdine et al, 2016).

The minimum SLR value (0.65 metres) for category D (non-habitable assets) aligns with the NZ RCP4.5 M scenario out to 2120. If the higher NZ RCP8.5 M scenario eventuated, the lower 0.65 metre transitional SLR (for Category D) would be reached earlier, around 2085–90 (figure 27 and table 10), but still compatible with short-lived assets.

Keeping similar transitional SLR values for this guidance also reflects the outcomes of syntheses of recent information published post-IPCC AR5 (Clark et al, 2015; Slangen et al, 2016a), which are still equivocal about the timing of additional polar ice sheet contributions to

108 Coastal hazards and climate change: Guidance for local government

SLR by 2100. Keeping similar values for SLR transitional values also accounts, in the interim, for the possibility of more effective global progress in reducing greenhouse gas emissions, although this would have to occur quickly in the next few decades to constrain SLR (section 5.4.2).

In the previous Ministry for the Environment (2008a) guidance, a risk-based appraisal for the particular application was recommended in selecting an appropriate single SLR value (above a minimum), rather than carrying forward a range of scenarios into hazard and risk assessments, and evaluating adaptation options which is advised in this revision. Policy 24(1) in NZCPS 2010 directs the identification of areas 'potentially affected' by coastal hazards and climate change (also in Policy 25), giving priority to areas at 'high risk of being affected'. Policy 27 focuses on existing development 'likely to be affected'. The wording implies a risk-based approach, focusing on the effects or impacts (Department of Conservation, 2017), rather than selecting the 'most likely' sea-level rise *scenario*, then applying that to hazard and risk assessments.

Use of a risk-based approach to selecting a sea-level rise magnitude is shown schematically in figure 28. This shows where, for a specified planning timeframe, a *generalised* probability distribution⁷⁵ of possible SLR magnitudes in a planning timeframe, peaking with a 'most likely' SLR *value*, will invariably form a skewed-tail distribution influenced by a wider range of polar ice sheet responses (Kopp et al, 2014; Jevrejeva et al, 2014; Slangen et al, 2016a).

In many areas, hazard consequences (impacts) will escalate rapidly as sea level rises above a local or regional SLR threshold for damaging or disruptive coastal hazards events (figure 28).

A generalised risk profile with SLR can be obtained by multiplying the likelihood SLR distribution curve by the consequences curve, as shown in the lower panel of figure 28. This simplified example demonstrates that, in most cases, the peak of the risk curve will coincide with an SLR higher than the 'most likely' SLR.

⁷⁵ Noting that quantifying such a distribution is not possible – only the general skewed-tail shape of the distribution (blue curve).

Appendix Two: Measurement framework criterion for assessing actions

How – our approach

1. We are committed to the following evidence based approach to identify and assess the actions included in this plan. Given our action plan is evolving our evidence-based approach will be an iterative process.
2. **Identify actions:** A range of committed and potential actions to help reduce city-wide emissions were included in Te Atakura – first to Zero
3. **Narrow actions and develop implementation details:** Further analysis was undertaken of potential actions and business cases for recommended actions were developed
4. **Develop criteria to prioritise actions:** Criteria and methodology were developed in consultation with key WCC staff and with the assistance of the [C40 cities measurement and planning resources](#) (see criteria below)
5. **Evaluate actions using criteria:** Actions were evaluated against the criteria and received a major, moderate or minor score (see below)
6. **Review evaluation:** The action criteria evaluations were reviewed by key WCC staff
7. **Identify further actions for investigation:** Additional actions are being identified that could have major reduction potential to help achieve our 2030 target
8. **R&D to evaluation further actions:** A business case seeking funding for R&D is awaiting approval
9. **Identify and commit to further actions**




Our criteria

Greenhouse gas reduction potential

Key	Potential TCO ₂ e reduced per year at 2030	Potential TCO ₂ e reduced over the project lifetime
Major reduction potential	Over 20,000 TCO ₂ e	Over 500,000 TCO ₂ e
Moderate reduction potential	Between 1,000 – 20,000 TCO ₂ e	Between 100,000 – 500,000 TCO ₂ e
Low reduction potential	Less than 1,000 TCO ₂ e	Less than 100,000 TCO ₂ e
Enabling or accelerating	Not possible to quantify	Not possible to quantify

Co-benefits

Measure	Description
Equity & Wellbeing	Health and wellbeing, safety, affordability, access and community
Resilience	Resilience, reliability and natural capital
Economy & jobs	Quality jobs, economic innovation, workforce development and long-term societal savings
Environment	Air quality, water quality, waste reduction, biodiversity, ecological services

Value	Key
Major potential benefit	
Moderate potential benefit	
Minor potential benefit	

Cost

Key	Investment by WCC 2020 - 2030	Investment by Others 2020 - 2030	\$/TCO2e
\$	Less than \$1 million	Less than \$1 million	
\$ \$	\$1 million to \$ 5 million	\$1 million to \$ 5 million	
\$ \$ \$	\$5 million to \$10 million	\$5 million to \$10 million	
\$ \$ \$ \$	Over \$10 million	Over \$10 million	

Ease of implementing

Key	Ease of implementing
Easy	<ul style="list-style-type: none"> Limited number & complexity of stakeholders to engage Implementation can primarily be managed in-house by staff and minimal additional resources required No changes to regulatory framework/resource consents required
Moderate	<ul style="list-style-type: none"> Moderate number of stakeholders & complexity Moderate resourcing required Resource consents may be required Some changes may be required to City planning and policy
Complex	<ul style="list-style-type: none"> High number of stakeholders & complexity Implementation will take years High resourcing required Publically notified resource consents Legislative changes required

Appendix Three: City-wide committed and recommended actions & GHG reduction potential at 2030

Action	Sector	Potential tCO2e reduced 2030	Key Assumptions
LGWM - Indicative package	Transport	24934	Modelled based on LGWM RPI & Indicative Package Modelling Report. Estimated 10% reduction in city-wide on-road transport emissions by 2036 from 2013 baseline, assumes that 75% of these reductions will be realised by 2030. This reduction is from reduced VKT due to increased public transport, cycling etc - does not include reductions from MOT forecast increases in fuel efficiencies & EVs.
Car Sharing enhancement	Transport	15600	Modelled based on assumption that there could be approx. 840 car share vehicles in the City by 2030 and for every car share vehicle six private vehicles will be sold/taken off the road.
E-scooter sharing	Transport	118	Currently BAU doesn't forecast expansion
Clifton Park Charging Hub	Transport	100	Based on modelling in Clifton Park Charging Hub Business Case
Public Places EV charger rollout	Transport	1531	Based on modelling in Public Places EV Charger Rollout Business Case
PFG - Special character areas	Urban form	1040	Modelling based on reduction in VKTs in Special Character Scenarios – transport impacts report
Home Energy Saver Expansion	Energy	728	Based on modelling in Business Case that 4X as many households will be visited under the expansion programme and that there will be similar adoption rate of actions from participants as per previous years.
Business Energy Saver Pilot	Energy	12554	Based on modelling in Business Case that 180 businesses will receive an audit per annum and approx. 90% will invest in at least one energy efficiency improvement. NB Pilot is for 5 years - If successful and programme continues reductions could be over 25000 tCO2e .
High performance building incentives	Energy	378	Currently BAU. Low uptake of incentive so far. More R&D needed to determine what future incentives could look like to help estimate future reduction potential from enhanced building incentives.
Warmer kiwi homes	Energy	152	Assumed similar numbers to past 10 years. However; need to confirm what % of eligible houses have already received grants - TBC.
Forestry opportunities	Forestry		More R&D required to determine potential city-wide sequestration potential 2020 - 2030
Council operational actions	Council	22907	Based on assumption that viable sewage sludge solution will be implemented and Council will meet 33% waste reduction target by 2026.
Other Actions – reliant on Central Government support			
Increasing EVs and fuel efficient vehicles in City fleet	Transport	42,960	Based on MOT high EV uptake modelling and assumes Wellington City remains responsible for approx 2.25% of National on road transport emissions in 2030
Increasing renewables in national grid	Energy	57356	Assumes 93% Renewables in National Grid based on Transpower's forecasts.
TOTAL estimated TC02-e reduced from projects at 2030		80,043	
Total TC02-e reduced from projects + other actions reliant on Central Govt support at 2030		180,359	
Target TC02-e to reduce at 2030		452139	City net emissions at 2001 were 1,051,486 – the 2030 target is to reduce emissions by 43% from 2001 baseline
Remaining TC02-e reductions needed		271,780	
% Reduction from base year WCC projects (net)		13.8%	Includes actual reductions made between 2001 & 2019. May decrease due to increased forestry harvesting
% Reduction from base year WCC projects + actions reliant on Central Govt support (net)		23.4%	Includes actual reductions made between 2001 & 2019. May decrease due to increased forestry harvesting
Remaining reductions needed (%)		19.6%	

Appendix Four: Steering Group members

Name	Role	Specific responsibility
Moana Mackey	Sponsor	<ul style="list-style-type: none"> • Ultimately responsible for the project, supported by the group. • Champions and leads project with ELT and Councillors.
Manager Climate Change Response	Owner	<ul style="list-style-type: none"> • Monitors and controls the project at a high level to ensure Te Atakura meets its objectives. • Ensure WCC resources required are made available. • Acts as the WCC officer for all engagement with Councillors unless delegated otherwise.
Sustainability Manager	Project Manager	<ul style="list-style-type: none"> • Leads day-to-day case management of team and project. • Monitors & manages risks/ issues, escalating when necessary. • Reports to Group, as well as ensuring the timely development and distribution of meeting packs and minutes.
Cr Tamatha Paul	Member Chair	<ul style="list-style-type: none"> • Leads Te Atakura communication externally and politically
Cr Laurie Foon	Member	<ul style="list-style-type: none"> • Supports Te Atakura communication externally and politically
Victoria University of Wellington	Member	<ul style="list-style-type: none"> • Academic overview and input
Greater Wellington Regional Council	Member	<ul style="list-style-type: none"> • Regional and Public Transport perspective
Generation Zero	Member	<ul style="list-style-type: none"> • Youth, ERG and National viewpoints
Otago University	Member	<ul style="list-style-type: none"> • Health and Wellbeing viewpoint
Workshop	Member	<ul style="list-style-type: none"> • Communications and creative views.
Wellington International Airport Limited	Member	<ul style="list-style-type: none"> • Air travel and city connections perspective
Chamber of Commerce	Member	<ul style="list-style-type: none"> • All of business perspective on climate issues and projects.
Insurance Council	Member	<ul style="list-style-type: none"> • Adaptation view and view on multi hazard

		threats impacting climate action
Ngati Toa	Member	<ul style="list-style-type: none"> • Iwi viewpoints
Port Nicholson Block Settlement Trust	Member	<ul style="list-style-type: none"> • Iwi viewpoints
CentrePort	Member	<ul style="list-style-type: none"> • Marine and freight perspectives
Sustainable Business Network	Member	<ul style="list-style-type: none"> • Sustainable small business perspectives
Capital and Coast District Health Board	Member	<ul style="list-style-type: none"> • Large employer and health perspectives
Meridian Energy	Member	<ul style="list-style-type: none"> • Energy industry expertise
Arts Representative	Member	<ul style="list-style-type: none"> • Creative and communications perspectives

References

- ⁱ <https://www.carbonbrief.org/iea-coronavirus-impact-on-co2-emissions-six-times-larger-than-financial-crisis>
- ⁱⁱ <https://www.pce.parliament.nz/media/1390/preparing-nz-for-rising-seas-web-small.pdf>
- ⁱⁱⁱ <https://www.gw.govt.nz/assets/Climate-change/GWRC-NIWA-climate-extremes-FINAL3.pdf>
<https://www.gw.govt.nz/assets/Climate-change/Climate-Change-and-Variability-report-Wlqtn-Regn-High-Res-with-Appendix.pdf>
- ^{iv} <https://www.mfe.govt.nz/sites/default/files/media/Climate%20Change/coastal-hazards-guide-final.pdf>
- ^v <https://ghgprotocol.org/greenhouse-gas-protocol-accounting-reporting-standard-cities>
- ^{vi} <https://www.mfe.govt.nz/climate-change/state-of-our-atmosphere-and-climate/new-zealands-greenhouse-gas-inventory>
- ^{vii} <https://www.cdp.net/en/cities/cities-scores>
- ^{viii} <https://www.transportenvironment.org/sites/te/files/publications/Does-sharing-cars-really-reduce-car-use-June%202017.pdf>
- ^{ix} <https://www.gw.govt.nz/assets/EV-Support-Strategy-draft-v1.5.7.pdf>
- ^x https://www.transport.govt.nz/assets/Import/Uploads/Research/Documents/2615f2b050/VFEM3-run190703_Adj_ghgfuel_CY_web2.xlsx
- ^{xi} <https://sustainable.org.nz/sustainable-business-news/covid-19-lockdown-offers-glimpse-of-a-low-carbon-future/>
- ^{xii} <https://www.transpower.co.nz/resources/whakamana-i-te-mauri-hiko-empowering-our-energy-future>

GAMBLING VENUES POLICY

Purpose

1. This report asks the Strategy and Policy Committee to agree to consult the public on the Gambling Venues Policy 2020 (the Policy).

Summary

2. The Gambling Act (the Act) requires the Council to review its existing Policy and in accordance with the Special Consultative Procedure of the Local Government Act 2002 consult on either retaining or amending the policy.

Recommendations

That the Strategy and Policy Committee:

1. Receive the information.
2. Note The Social Impacts of Gambling in Wellington issues paper (Attachment 1).
3. Agree to consult on the following changes to the Policy:
 - Administrative changes to the zones in order to more accurately reflect existing ward boundaries as per the 2019 Representation Review.
 - Reinstating the Primary Activities clause which was removed from the 2015 policy.
 - Lowering the caps in both the Pukehīnau/Lambton and Wharangi/Onslow-Western zones by 87.
4. Agree to adopt, for public consultation, Attachment 2: Statement of Proposal gambling Venues Policy 2020 pursuant to sections 83 and 86 of the Local Government Act 2002.
5. Agree to delegate to the Chief Executive and the Associate Community Well-being Portfolio Leader the authority to amend the proposed Statement of Proposal to include any amendments agreed by the committee and any associated minor consequential edits.

Background

3. The Council has had a Policy in place since 2004 in accordance with the Act. The Policy allows the Council to determine limits on the number and location of Class 4 gambling venues and machines.
4. Class 4 Gambling means non casino gaming Machines (NCGM).

What influence does the Council have?

5. The Council only has the power to limit the number and placement of venues with Class 4 gaming machines. It does not have the ability to restrict gambling in Wellington.
6. It is important to also understand what powers and control the Council possesses under its Policy as directed by the Act.
7. Officers note that the Council is limited in its powers under the Act to influence class 4 Gambling and that Class 4 gambling is a legal activity in Wellington. The Council has no control over the amount spent at venues.

Location

8. The Council can decide to restrict or limit the location of **new** venues to certain areas (the Council is not able to restrict the location of existing venues)
9. Section 101 (3) of the Act notes that the policy –
 - (a) Must specify whether or class 4 venues may be established in the territorial authority district, if so where they may be located
10. The Council is able to restrict **new** venues from being located next to “sensitive” sites (Education, Religious, Community buildings and facilities)
11. Section 101 (4) of the Act notes that the Council may have regard to any relevant matters including
 - (a) the characteristics of the district and parts of the district
 - (b) the location of kindergartens, early childhood centres, schools, places of worship, and other community facilities:
 - (c) the number of gaming machines that should be permitted to operate at any venue or class of venue:
 - (d) the cumulative effects of additional opportunities for gambling in the district:
 - (e) how close any venue should be permitted to be to any other venue:
 - (f) what the primary activity at any venue should be.

Number

12. The Council may limit the number of machines in a venue – it currently does this through managed caps in each electoral zone within the city. These have been based of the 2003 electoral zones.
13. Section 101 (3) of the Act notes that the policy –
 - (b) May specify any restrictions on the maximum number of gaming machines that may be operated at a class 4 venue;
14. The Act restricts new venues to a maximum of nine machines. Venues established prior to 2003 are limited to a maximum of 18 machines

Relocation

15. Section 101 (3) (c) allows the Council to include a relocation policy and a relocation policy was introduced in 2015.

Social Impact

16. Under Section 101 (2) of the Act the Council must have regard to the social impact of gambling within the territorial authority district. Officers have produced a report outlining both the background of Wellington’s gaming venues policies as well as the impact that class 4 gambling has on Wellington which can be found in [Attachment 1](#).

Existing Policy

17. Currently the Council limits the number of machines in a range of zones. This is done through managed caps. The Council in the past has reviewed the caps in each zone and adjusted them as it has seen fit.
18. From 2004 to 2010 the caps were based on machine numbers per head of population. The 2015 Policy changed the caps on machine numbers from a population ratio to a straight machine limit.
19. The Central Area zone was also distinct within the Lambton Ward based on it being mainly non-residential at the time.
20. The 2015 policy also introduced caps on the Central zone for the first time. This is summarised in Table 1.

Zone	Maximum Machines				Current number of machines
	2004	2007	2010	2015	
Year	2004	2007	2010	2015	2020
Southern	116	116	100	100	100
Northern	146	146	136	136	131
Eastern	125	125	114	114	108
Onslow	62	62	53	9	-
Western	73	73	67	44	33
Lambton (excluding CBD)	55	55	95	9	-
Subtotal	577	577	565	412	
Central Area	No Limits	No Limits	No Limits	335	261
Total				747	633
	Population Based	Population Based	Population Based	Machine Based limits	

Discussion

21. Officers note that Class 4 gambling is a legal activity and that the Council has a limited role in influencing gambling activities.

22. Officers have examined the Social impact of Gambling (Attachment 1) and acknowledge that there is both a social cost and a social benefit relating to Class 4 gambling in Wellington. These are outlined in further detail in chapters 7 and 8 of Attachment 1.

Social Costs of Class 4 Gambling

23. Problem gambling is an important and critical issue. However research indicates that the number of reported instances of problem gambling in New Zealand is low. As noted in chapter seven of Attachment 1, problem gambling accounts for 0.6% of gambling harm in New Zealand. This however does not mean that it is not a serious issue. There is growing evidence to suggest that problem gambling affects more than just the gambler, and that family/whanau, friends, and work colleagues are adversely affected by a person's problem gambling.
24. There has also been a lack of demand for new machines and venues and as a result the number of venues has decreased from 75 to 40 in the 16 years since 2004.
25. Officers note that the Council could consider a sinking lid policy which has been implemented by some other Territorial Authorities. A sinking lid is often proposed by a number of interested parties as a strategy to help prevent problem gambling.
26. However a sinking lid is likely to have no impact on the levels of problem gambling as a sinking lid has no effect on existing venues. There are currently 40 venues in Wellington, of which 33 have operated prior to 2003 with between 15 and 18 machines at each venue. The Council has no power to close these venues. A sinking lid will not cause these venues to close and will have no impact on the level of money spent at these venues. As a consequence the issues of problem gambling will continue even with a sinking lid.
27. Both machine and venue numbers have declined steadily across New Zealand, the greater Wellington region, and in Wellington City, as outlined in Chapter 5 of Attachment 1.
28. Conversely the level of spend on Class 4 gambling across the Country has not declined and in some instances has increased. This is also outlined in Chapter 5 of Attachment 1.

Social Benefits of Class 4 Gambling

29. As shown in chapter 8 of Attachment 1, Proceeds from Class 4 Gambling are required to be redistributed to Authorised Purposes.
30. In New Zealand there are currently 34 trusts and societies which hold licences for 15,470 Class 4 machines.
31. There are currently 12 societies that collect proceeds from class 4 gambling across Wellington.
32. In the Wellington region proceeds from Class 4 gambling provided funding through 7,242 grants across the sport, health/welfare, environmental/animal,

education/research, community, and arts/culture sectors. This amount in 2017 and 2018 totalled \$61,412,670.

33. This financial support plays an important role in supporting local clubs and community, sports, cultural, and other organisations.
34. In addition, class 4 venues have a positive impact on the hospitality industry, with venues able to retain up to 16% of proceeds for venue costs which can equate to approximately \$10,000 per machine which supports employment and business viability in this sector.
35. Some stakeholders and social organisations have been vocal in their lobbying of central government in trying to change the funding model; however, at present this remains the model in use and is not likely to be adjusted at present.

Location

36. There are currently an additional 63 venues and 938 machines within the Wellington region as noted in Table 2.

Table 2: number of venues and machines within the Wellington region.		
City	Venues	Machines
Lower Hutt	27	415
Porirua	12	166
Upper Hutt	12	166
Kapiti Coast	12	191

37. These additional venues mean that limiting the number of venues and machines in Wellington will not have the desired effect of limiting access to gambling due to the location of venues and machines in neighbouring cities.

Changes to the Policy

Reduction in Machine Caps

38. There is limited demand for new venues or machines across Wellington.
39. It is noted that it is important for the Council to take into account both sides of Class 4 gambling in making its amendments to its Policy. It is agreed that there needs to be a balance struck between both the social costs and the social benefits of Class 4 gambling in Wellington.
40. Given the long-term availability of Class 4 gambling and the numbers of venues and machines in the region, and the increase in spending, there is no strong correlation between the decline in machine and venue numbers and problem gambling.

41. Taking into account both the social costs and social benefits of Class 4 gambling, officers propose to renew the Council's existing policy of actively managed caps across the City.
42. It is proposed that the Council's overall approach consist of a managed cap reduction to reflect demand which is declining.
43. This means effectively setting new caps that reflect the current demand levels with a small amount of flexibility in order to support the local hospitality sector.
44. It is noted that the Southern zone is currently at its capacity with 100 machines, as the Council is unable to close venues or remove machines it is unable to influence the venue or machine number in any way, and therefore it is proposed to maintain the cap at 100.
45. The Northern and Eastern zones are currently five and six machines short of their caps respectively. It is noted that it is possible for these machines to be added in these zones and given the potential support this may offer the local hospitality industry officers have chosen to recommend leaving the existing caps at 136 and 114 machines respectively. It is also noted that there has been no demand for new machines or venues in these zones in the past decade.
46. It is proposed to lower the caps in both the Lambton and Western zones due to the falling numbers of venues and machines. This combined with the administrative changes proposed of combining the Lambton and Central zones and the combining of the Western and Onslow zones as described below will allow for a net reduction of 87 machines in these wards.
47. As with the Northern and Eastern zones officers propose allowing for a small number of additional machine numbers above the existing numbers which provides some flexibility for the hospitality industry. However, this will still mean that when all changes are made there will be 87 fewer machine places in Wellington.

Adding back the Primary Activity Clause

48. It is proposed to reinstate the primary activities clause which was removed in 2015. Section 101 (4) (f) of the Act allows the Council to determine what the primary activity of a class 4 venue should be.
49. Prior to 2015 the Council's policy stated that a Class 4 venue required an on licence with a designation, a club licence or permanent club charter.
50. This clause was removed from the policy in the 2015, as the Act requires venues to be R 18. However, with the removal of the clause it may be possible for an on licence without a designation to apply for a Class 4 Licence. In effect this would make it possible for a restaurant or café with an on licence to apply for a Class 4 licence.
51. It is proposed to reinstate the clause in order to prevent non-designated premises becoming Class 4 venues.

Administrative Changes to the policy

52. The existing zones are based on the electoral ward boundaries as set out in the original 2004 policy. These boundaries and caps are based on the electoral wards as at September 2003.
53. These boundaries have changed significantly since 2003 and as part of the review; boundaries that more accurately reflect the current electoral wards are required.
54. The boundaries can be updated to include the new boundaries agreed in the 2019 Representation Review and which existed at the time of the 2019 Council elections. Officers also recommend merging the boundaries of the Lambton and Central zones as well as the Onslow and Western zones, again to conform to the most recent boundary changes. It is also recommended that the names of the wards are changed in line with these boundary changes.

Combine the Lambton and Central zones

55. The 2003 Policy separated the Central Area from the Lambton Ward. The Central Area is defined by the District Plan as at September 2003 excluding land zoned residential. This was to prevent the proliferation of venues in residential parts of the CBD. It is noted that in the time since 2003 the residential make-up of the central city has changed to the point that there are now more residents living in the "Central Area." Due to this change in the make-up of this ward, a machine cap was introduced in 2015 where it previously was uncapped, and in order to simplify the boundaries it is recommended to combine to the Lambton and Central boundaries.

Combine the Onslow and Western zones

56. Although the 2003 electoral ward boundaries were used in the 2004 Policy, the boundaries were shifted in the 2004 Representation Review. As a result both the Onslow and Western wards were merged to create Onslow-Western Ward. It is recommend that these zones be merged as the wards have been for every Council Election since 2004, and that they be aligned on the 2019 boundaries.

Update the ward names

57. The original 2003 policy set the zones to reflect the electoral ward boundaries. Officers note that these boundaries have subsequently changed over the last 17 years.
58. It is proposed that in order to align with the other proposed changes, the ward names decided by the 2019 Representation Review be applied.

Summary of proposed zone changes and caps Administrative changes

59. The existing zones and the proposed zones with the Lambton and Central zones combined as well as the Western and Onslow zones combined are listed below with the proposed names.

Table 3: Proposed Zones and Caps

Proposed Zone	Caps	Difference
Paekawakawa/Southern	100	-
Takapū/Northern	136	-
Motukairangi/Eastern	114	-
Wharangi/Onslow-Western	40	-13
Pukehīnau/Lambton	270	-74
Total	660	-87

Options



60. The Committee could decide:

- To proceed with consultation on the proposal as attached.
- Amend the proposal
- Retain the existing policy and the current caps settings along with the existing zones as the existing policy does not lapse if the policy is not renewed.

Next Actions

61. If agreed, the affected persons will be consulted on the proposal under Section 83 of the Local Government Act 2002. There will be an opportunity for oral submissions to be heard following the consultation period.

Attachments

- Attachment 1. Attachment 1: The Social Impacts of Gambling in Wellington Issues Paper [↓](#)  Page 116
- Attachment 2. Attachment 2: Statement of Proposal [↓](#)  Page 122

Authors	Jim Lewis, Policy Advisor Geoff Lawson, Policy Team Leader
Authoriser	Baz Kaufman, Manager Strategy and Research Stephen McArthur, Chief Strategy and Governance Officer

SUPPORTING INFORMATION

Engagement and Consultation

The Council will consult with the relevant stakeholders and licence holders as well as the general public on the proposed changes to the policy.

Treaty of Waitangi considerations

Iwi will be engaged through the consultation phase

Financial implications

Class 4 Gambling provided approximately \$61,000,000 to the sport, health/welfare, environmental/animal, education/research, community, and arts/culture sectors in the Wellington region for 2017 and 18. Without this funding, the Council is likely to be asked to provide financial support and funding of this nature to make up the shortfall and to support local clubs and organisations.

Policy and legislative implications

The Gambling Act 2003 requires the Council to review its Gambling Venues Policy, however if the Council chooses to not renew the policy or adopt a new policy, the Policy does not cease to exist.

Risks / legal

N/A

Climate Change impact and considerations

N/A

Communications Plan

Submissions will be sought in September of 2020 and will remain open for 30 days. Oral submissions will be heard in October of 2020.

Health and Safety Impact considered

The Social cost of gambling is outlined in detail in attachment 1.

1 The Proposal

The Council is seeking to renew its Gambling Venues Policy under the Gambling Act 2003.

The Council has had a Gambling Venues Policy in place since 2004. It has actively managed the number of machines available for Class 4 gambling in Wellington and is now seeking to review the maximum number of machines allowed. There are also administrative changes required to the existing zones to complete the Council's review.

Under Section 83 of the Local Government Act the Council must consult with the public on any changes to the Gambling Venues Policy.

The proposed changes are to:

- Lower the caps on the maximum number of machines by 87.
- Reinstate the Primary Activity clause, so that machines can only be located in venues with a valid on licence (and restricted designation as R18? Ie not just an on licence).
- Change the zone descriptions to align with the 2019 Representation Review.

2 Have your say

Please let us know what you think about the proposed changes to the Gambling Venues Policy.

To have your say about the proposed Gambling Venues Policy you can:

- make a submission online at www.wellington.govt.nz/haveyoursay
- download a submission form from the website and email it to policy.submission@wcc.govt.nz
- fill in the submission form and send it to Freepost 2199, Gambling Venues Policy, PO Box 2199, Wellington 6140
- drop off a completed submission form to our Service Centre at 12 Manners Street

Printed copies of this Statement of Proposal are available from:

- the Service Centre
- libraries
- by emailing policy.submission@wcc.govt.nz

- phoning 04 499 4444

Tell us what you think about the proposal to amend the Gambling Venues Policy.

3 Key dates

1 September 2020	Submissions open
30 September 2020	Submissions close
XX October 2020	Oral Submissions
XX November 2020	The Council makes a decision on the proposal
1 December 2020	If adopted, the Policy will become effective

4 Background

The Council has had a Gambling Venues Policy since 2004 in accordance with the Gambling Act 2003 (The Act). The aim of the policy is to:

- manage the risk of gambling harm created by non-casino gaming machines (NCGMs) and TAB gambling to the extent that this can be reasonably done through a gambling venues policy
- ensure that, within the limits prescribed by the Gambling Act 2003 and Racing Act 2003, people who wish to participate in NCGM and Board venue (TAB) gambling can do so within the Wellington District
- provide for the relocation of Class 4 venue licences in certain circumstances

The Council is limited in its powers and abilities under the Act to regulate gambling within its jurisdiction. The Council only has influence over Class 4 venue placement and the number of Pokie machines. The Council has no powers to influence the amount spent at each venue or to retrospectively apply caps on existing venues.

5 Review

The existing Gambling Venue Policy requires reviewing in accordance with the Act. The current policy sets a cap on the maximum number of machines per zone. The Act limits the number of machines to nine for a new venue. Venues that existed prior to 2003 are currently entitled to a maximum of 18 machines per venue. At present the Council has capped the number of machines to 745 across seven zones with distinct caps on each zone.

The Council has produced an issues paper *The Social Impacts of Gambling in Wellington* which has examined the social impact of both gambling in general and the social impact of Class 4 gambling in Wellington. This document is attached to the Statement of Proposal.

5.1 What is the Council proposing?

Lowering the caps

The Council is proposing to amend its Gambling Venues Policy and lower the number the maximum number of machines in Wellington. The Council acknowledges that Class 4 gambling is a legal activity which is regulated by the Department of Internal Affairs and that the role of the Council is limited to deciding the location and number of new venues. The Council cannot influence the amount that is spent at Class 4 venues within Wellington, close existing venues or retrospectively apply new caps to existing venues.

The existing caps are based on zones which relate to the electoral ward boundaries from 2003. The Council has reviewed the existing numbers and it proposing to make the following changes which will result in a reduction of 87 machines in Wellington.

Zone	Existing cap	Existing real numbers	Proposed cap
Southern	100	100	100
Northern	136	131	136
Eastern	114	108	114
Onslow	9	-	40
Western	44	33	
Lambton	9	-	270
Central	335	261	
	747	633	660

Reinstate the primary activity clause

Section 101(4) (f) of the Act allows the Council to determine what the primary activity of a Class 4 Venue should be. In the Council's last review it removed a clause from the policy which stated what the primary activity of a venue must be. Previously the Council's policy had stated that a Class 4 venue required an on licence with a designation, a club licence or permanent club charter. This clause was removed in 2015, as the Act requires venues to be R 18. However, with the removal of this clause it may be possible for an on licence without a designation to apply for a Class 4 Licence.

We propose that this clause is reinstated in order to prevent non-designated premises becoming Class 4 venues.

Administrative changes

The Council is also proposing a number of administrative changes relating to the zones. The existing zones relate to the electoral wards from the 2003 local government elections. These boundaries have changed a number of times since and the Council now believes that the zones should reflect the findings of the 2019 Representation Review.

Combining the Lambton and Central zones

The existing zones split the Lambton ward into the "Central Area" as defined by the District Plan excluding land zoned residential. This was to prevent the proliferation of venues in residential parts of the CBD. The Council notes that in the time since 2003 the residential make-up of the central city has changed and residents now live in the "Central Area." In addition a cap on machines was introduced in the 2015 review on the Central Area where it was previously unrestricted. Due to this change and to simplify the boundaries, officers recommend combining to the Lambton and Central boundaries.

Combining the Onslow and Western zones

The 2003 policy separated the Onslow and Western wards however, the 2004 Representation Review combined the wards and they have remained combined since. The council is proposing to merge the Onslow and Western zones to reflect the current 2019 electoral ward boundaries.

Changing the names of the zones to reflect the 2019 Representation Review

Noting that the original policy of 2003 set the zones to reflect the electoral ward boundaries and the proposed changes that the Council is making in order to reflect the current electoral ward boundaries, the Council proposes to use the names as suggested in the 2019 Representation Review. These names were used at the 2019 Council election.

Existing Zones	Proposed Zone
Southern	Paekawakawa/Southern
Northern	Takapū/Northern
Eastern	Motukairangi/Eastern
Onslow	Wharangi/Onslow-Western
Western	
Lambton	Pukehīnau/Lambton
Central	

5.2 Why is the Council lowering the caps?

The Council has undertaken a review of the existing caps and examined the impact of Class 4 gambling in Wellington. This can be found in the attached paper *Social impacts of Gambling in Wellington*. The Council acknowledges the risk that problem gambling presents both for society as a whole and the New Zealand community. However, it is also important to

understand that Class 4 gambling remains a legal activity of which funding is provided to community, cultural, education, and sports groups and clubs across New Zealand.

The Council notes that although machine and venue numbers have declined across New Zealand, the Wellington region, and Wellington city, this has not lead to a reduction in the amount spent on Class 4 gambling. The Council has no control over how much is spent on gambling, and notes that the restriction of venues and number of machines has had no impact on the spend at Wellington venues.

In Wellington the number of venues and machines has been steadily falling since the introduction of the Gambling Act and the Council's Policies, which has not had an impact on the levels of gambling in the city. The Council seeks to actively manage its caps and continues to restrict new venues from being established in Neighbourhood Centres, but has no power to close or retrospectively enforce caps on existing venues.

Although the risk surrounding Class 4 venues is low it still remains, and as such the Council acknowledges this and continues to actively monitor the level of caps. The Council has chosen to acknowledge this by lowering the number available spaces for machines across the city.

The Council believes that this allows it to maintain an active and effective balance between protecting the social costs such as problem gambling and the social benefits of business growth and entertainment in Wellington, which also provides funding for community, cultural, sports and education activities.

With the reduction of machines in the CBD and the continued low demand for venues in western suburbs the Council has taken the opportunity to lower the caps in these areas by 74 and 13 machines respectively this has resulted in a net reduction of 87. These areas currently have the capacity for new machines but this not been taken up by industry.

Proposed Zone	Caps	Difference
Paekawakawa/Southern	100	-
Takapū/Northern	136	-
Motukairangi/Eastern	114	-
Wharangi/Onslow-Western	40	-13
Pukehīnau/Lambton	270	-74
Total	660	-87

The Social Impacts of Gambling in Wellington

Table of Contents

1. List of Figures	4
2. List of Tables	4
3. Executive Summary.....	5
4. Introduction.....	5
4.1 What is Class 4 Gambling?.....	6
4.2 Administering Gambling.....	8
4.3 Racing industry Board	9
4.4 Summary.....	9
5. Background.....	10
5.1 Previous policy documents.....	10
5.2 Gambling Venues Policy 2004.....	11
5.3 Gambling Venues Policy 2007.....	11
5.4 Gambling Venues Policy 2010.....	11
5.5 Gambling Venues Policy 2015.....	11
5.6 Summary of the Number of Machines Allowed under Wellington’s Gambling Venues Policy	12
5.7 Centres and Neighbourhood centres.....	13
6. How does Wellington compare?	14
6.1 Regionally.....	14
6.2 Major Centres Nationally in New Zealand	15
6.3 Machines and Venues Have Declined – What has Happened to Spend?.....	16
6.4 The Impact of Covid-19 on Class 4 Gambling in Wellington	18
6.5 Summary of Background.....	18
7. The Social Cost of Gambling	20
7.1 Incidence of Harm.....	20
7.2 What is Problem Gambling?	21
7.3 Harm to Self	23
7.3 The impact of Gambling on Others.....	24
7.4 Problem Gambling and Ethnicity.....	25
8. Social benefits of Class 4 Gambling.....	26

8.1 Community Grants and Sports Funding	26
9. Issues associated with Location, Accessibility and Density of Venues in Wellington	29
10. Summary.....	30
11. Appendix.....	31
Problem Gambling Severity Index (PGSI) – Source Victorian responsible Gambling Foundation	31
12. Bibliography	33

1. List of Figures

Figures	Page number
Figure 1: Percentage of New Zealanders who participated in gambling activities 2016	7
Figure 2: New Zealand Gambling operators' key financial statistics inflation adjusted - rounded to nearest million (\$'000000)	8
Figure 3: Limits on the number of Class 4 machines by Ward 2004 – 2015	12
Figure 4: Venue numbers by TA (Regional)	14
Figure 5: Machine numbers by TA (Regional)	15
Figure 6: Venue numbers by TA (Major Centres)	16
Figure 7: Machine numbers by TA (Major Centres)	16
Figure 8: Class 4 spending per year nationwide	17
Figure 9: Class 4 spending per year in Wellington	17
Figure 10: Wellington Class 4 spend January to June 2018- 2020	18
Figure 11: Experience of Individual Gambling Harm	19
Figure 12: Primary gambling mode of clients of gambling service providers 2017/18	21
Figure 13 : Number of people receiving gambling intervention services by year in Wellington (PGF)	22
Figure 14: Number of people receiving gambling intervention services by year in New Zealand(PGF)	23
Figure 15: Wellington City Gross Machine Proceeds (GMP)	25
Figure 16: Wellington region grant data	26

2. List of Tables

Tables	Page number
Table 1: Limits on the Distribution of Class 4 Machines	10
Table 2: Wellington Centres as defined by the District Plan	13
Table 3: Decline in venues and machine numbers by percentage in main centres New Zealand	15
Table 4: 2018 Class 4 grant funding for top ten sports in Wellington region – Source Sport Wellington	27

3. Executive Summary

The Gambling Act 2003 (the Act) requires that the Council in its review of its Gambling Venues Policy has "regard to the social impact of gambling within the territorial authority district" (Gambling Act 2003 S 101 (2)).

Under the Act the Council must produce a Gambling Venues Policy in order to clarify whether or not Class 4 venues (Non-Casino Gaming Machine Venues, NCGMs) may be established and may also specify and describe any restrictions on the location and number of these machines that may be operated within Wellington.

Council officers have chosen to produce this report to examine wider gambling issues facing Wellington and inform the discussion on Class 4 gambling. This paper is a document of reference regarding both the harmful effects and benefits of gambling on the community.

This paper is broken into the following sections:

- **Introduction** - It is important to note early in this paper that although there are a number of different sources of problem gambling and gambling harm created by different types of gambling, the Council only has the power under the Act to regulate and administer Class 4 gambling. This chapter will also define class 4 gambling.
- **Background** - This chapter will review the background of Class 4 gambling in Wellington, the areas where class 4 gambling venues have been prominent, a review of the areas and the impact that problem gambling has on different communities.
- **The Social Costs of Gambling** – This chapter will examine the social cost of gambling on Wellington communities. Although the majority of gamblers have no issues relating to problem gambling, there is a growing and increasing level of problem gamblers in society which need to be acknowledged and investigated by Council officers when considering the implications of the renewed Gambling Venues Policy.
- **The Social Benefits of Gambling** - It is also important to investigate and identify the positive aspects of gambling in Wellington, including community and sports grants as well as the social, entertainment and employment opportunities.
- **Issues associated with Location, Accessibility and Density of Venues in Wellington** - Location and accessibility issues as well as the density of venues plays an important role in the review. The Council must look at the balance of venues in relation to education, community, and religious institutions. This adds to the collective knowledge of the Wellington gambling environment.

- **Conclusion** – This summarises the Social Impact of Gambling on Wellington. This will assist in the discussion around how the Council can fulfil its limited role in regulating Class 4 venues in Wellington.

4. Introduction

Gambling as defined in the Act 2003 is a legal activity enjoyed by many New Zealanders. The Act considers the following legal forms of gambling:

- Housie
- Keno
- Lotteries Commission products – Lotto, Instant Kiwi
- Scratch tickets
- Electronic Gaming Machines in pubs, clubs, and casinos
- Track betting with the TAB
- Sports betting with the TAB
- Casino table games
- Card games – e.g. poker
- Raffles
- Casino/gaming evenings

Gambling is enjoyed by many New Zealanders and it is important to understand that the majority of those who choose to gamble, gamble occasionally and that the majority of this is responsible gambling. The Health and Lifestyles Survey (HLS) 2016 notes that 70% of New Zealanders participate in some form of legal gambling activity on an occasional basis (HPA, 2017). The HLS is the most recent source of data on problem gambling in New Zealand. The survey states that 0.1% of New Zealand's population are classified as problem gamblers. The results were published by the Health Promotion Agency and Ministry of Health in 2018 and form an important perspective on gambling in Aotearoa, New Zealand.

The HLS points out the different levels of gambling participation in New Zealand (outlined in Figure 1). The most common gambling in New Zealand is playing LOTTO, Instant Kiwi or participating in a raffle and Class 4 gambling makes up 10% of participants.

4.1 What is Class 4 Gambling?

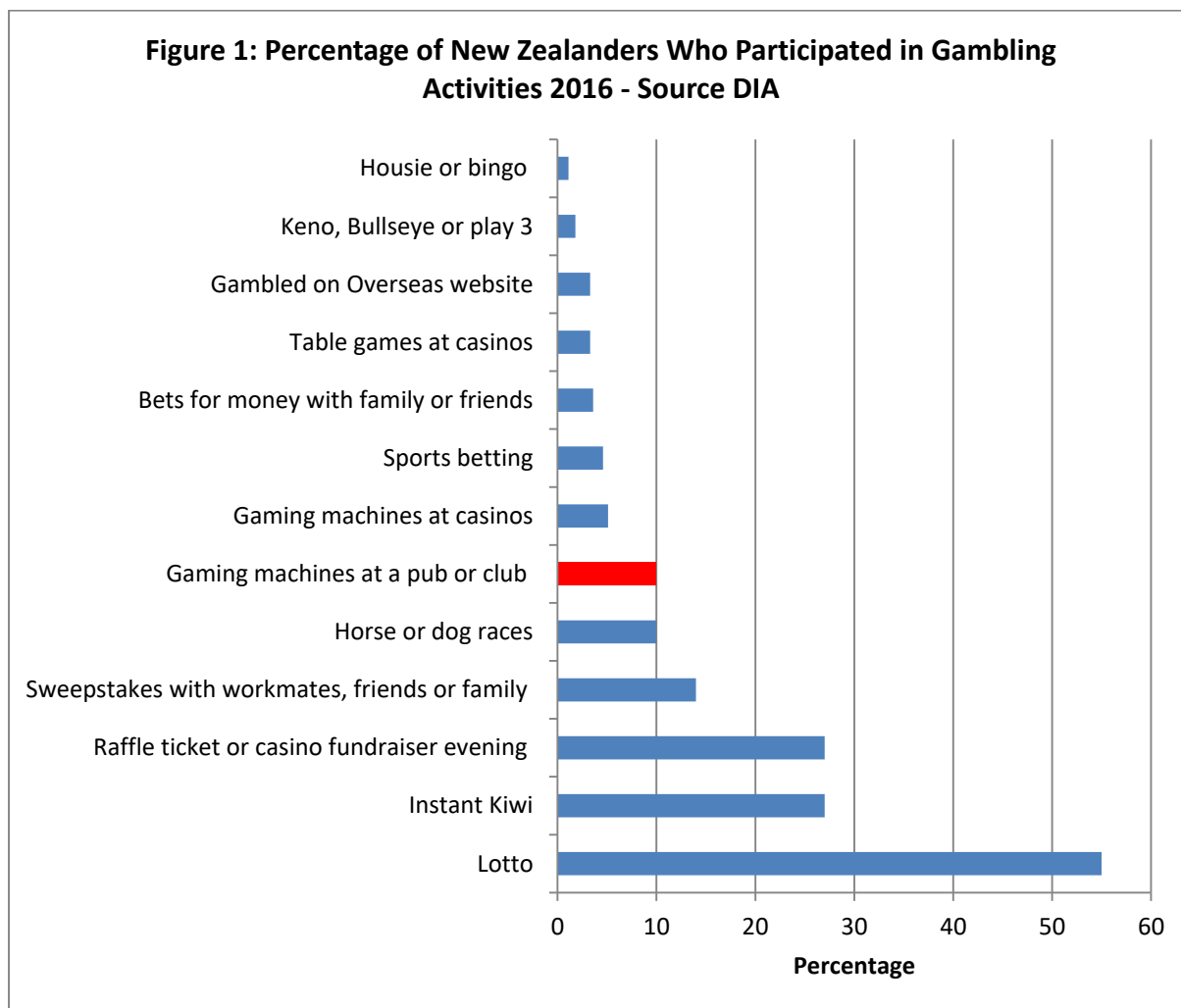
The Council is reviewing its Gambling Venues Policy with regard to the number and location of Class 4 venues and machines in Wellington. It is important and necessary to understand what the Act means by Class 4 gambling.

Section 30 of the Act states that;

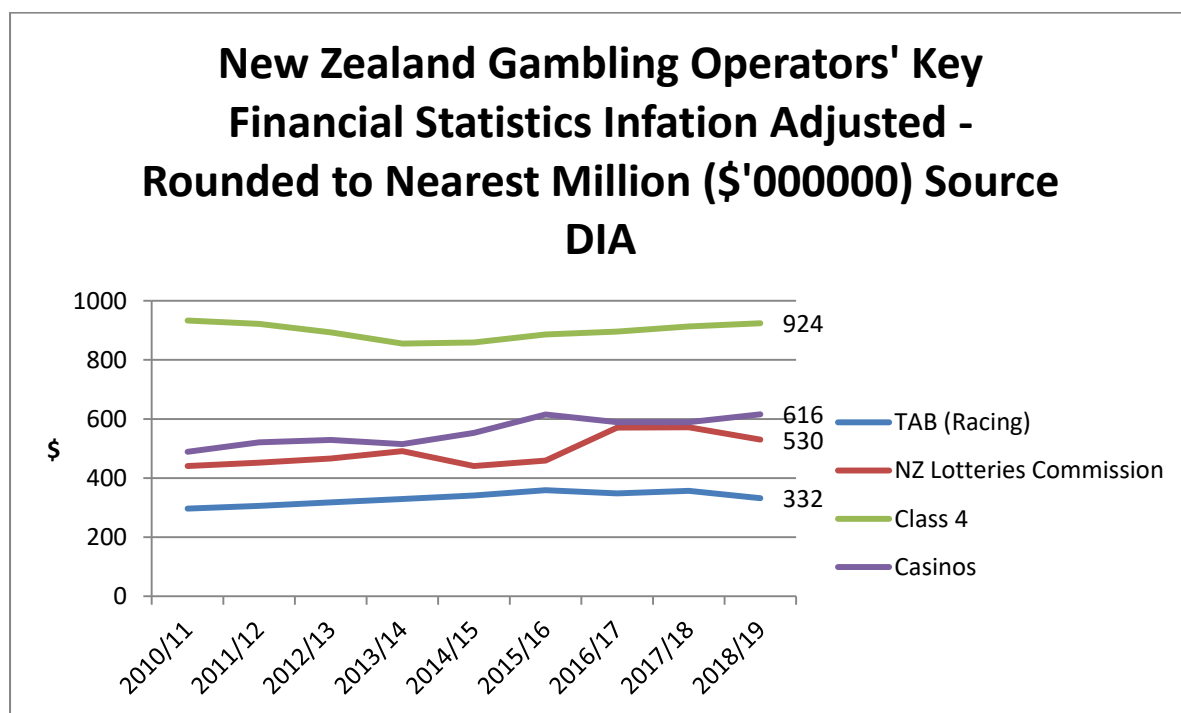
Class 4 gambling satisfies the following criteria:

- (a) The net proceeds from the gambling are applied to, or distributed for, authorised purposes; and
- (b) Either –
 - (i) No commission is paid to or received by a person for conducting the gambling; or
 - (ii) The only commission that is paid to or received by a person for conducting the gambling is a commission payment to a venue operator that complies with regulations made under section 371 (1) (dd); and
- (c) There are game rules for the gambling; and
- (d) The gambling, and the conduct of the gambling, satisfies relevant game rules, and
- (e) Either-
 - (i) The secretary has categorised the gambling as Class 4 gambling and not as another class of gambling; or
 - (ii) The gambling utilises or involved a gaming machine

Figure 1: Percentage of New Zealanders Who Participated in Gambling Activities 2016 - Source DIA



Despite the majority of gamblers taking part in Lotto, as shown in Figure 1, data provided by the Department of Internal Affairs (DIA) indicates that it is Class 4 gambling receives the highest proportion of money spent on gambling across New Zealand. Figure 2 identifies the four forms of gambling where New Zealanders spend the most amount of money.



4.2 Administering Gambling

The DIA is responsible for administering and regulating gambling in New Zealand. The Ministry of Health also plays an important role through monitoring and funding of the Problem Gambling Foundation. The role played by the Council is limited to the powers provided under Section 101 of the Act which states:

101 Territorial Authority must adopt Class 4 venue policy

- (1) A territorial authority must, within 6 months after the commencement of this section, adopt a policy on Class 4 venues.
- (2) In adopting a policy, the territorial authority must have regard to the social impact of gambling within the territorial authority district.
- (3) The Policy –
 - (a) Must specify whether or not Class 4 venues may be established in the territorial authority district and, if so, where they may be located; and
 - (b) May specify any restrictions on the maximum number of gaming machines that may be operated at a Class 4 venue; and
 - (c) May include a relocation policy
- (4) In determining its policy on whether Class 4 venues may be established in the territorial authority district, where any venue may be located, and any restrictions on

the maximum number of gaming machines that may be operated at venues, the territorial authority may have regard to any relevant matters, including:

- (a) The characteristics of the district and parts of the district
 - (b) The location of kindergartens, early childhood centres, schools, places of worship, and other community facilities
 - (c) The number of gaming machines that should be permitted to operate at any venue or class of venue
 - (d) The cumulative effects of additional opportunities for gambling in the district
 - (e) How close any venue should be permitted to be to any other venue
 - (f) What the primary activity at any venue should be.
- (5) A relocation policy is a policy setting out if and when the territorial authority will grant consent in respect of a venue within its district where the venue is intended to replace an existing venue (within the district) to which a Class 4 venue licence applies (in which case section 97A applies).

4.3 Racing industry Board

The Act provides for the Council to give consent for the New Zealand Racing Board to establish a board venue. A board venue is a TAB racing/sports betting venue. The Council views these venues as different to the Class 4 venues as there is not the established risk involved as with the Class 4 venues. The Council does not put restrictions on the number or location of these Racing Board venues; however, it does require that the Racing Board seeks consent from the Council to establish a new venue. TAB venues may be established anywhere in the Wellington District, subject to the provisions of the Wellington City District Plan and meeting application and fee requirements. If a board venue includes Class 4 machines it must meet the Class 4 Policy.

4.4 Summary

This document reviews the social impact of Class 4 gambling in Wellington. The Council has limited powers and abilities under the Gambling Act to regulate gambling within its jurisdiction.

It is important to note that as shown in Table 1, Class 4 gambling makes up 10% of gambling activity in New Zealand. However, in terms of problem and harmful gambling it is important to note that a number of sources point to Class 4 gambling as a major contributor to problem gambling in New Zealand.

The impact of Class 4 gambling will be further examined in the remainder of this paper.

5. Background

5.1 Previous policy documents

The Council has had a Gambling Venues Policy since 2004. The Policy currently caps the number of machines by areas which are based on the electoral ward boundaries and the central area as defined in the District Plan.

Each area relates to the 2003 electoral ward boundaries and has a capped number of machines per area. The Act also establishes a maximum of nine machines for each venue. There is an exception for venues that were established prior to 2001, which are entitled to a maximum of 18 machines. Of the 40 venues in Wellington, 33 were established prior to 2001 and 30 of these have the maximum allowance of 18 machines.

Each policy set out to control the growth and proliferation of Class 4 venues across Wellington. The initial policy in 2004 set the platform and outlined the objectives of the Council in conjunction with the objectives in the Act. The Council's policy set out to "amongst other things, to control the growth of gambling and prevent and minimise the harm caused by gambling, including problem gambling." Beyond the objectives stated in the Act, the objectives of the Wellington City Council's Gambling Venues Policy are to:

- Manage the growth of gaming machines in areas of concern
- Ensure that, within the limits prescribed by the Gambling Act, people who wish to participate in gaming machine and TAB venue gambling can do so within the Wellington District

[The Policy initially aimed to ensure] that gaming machines [were] located within venues where there is a degree of supervision and control of those using machines, to assist in reducing the risk of problem gambling, and gambling by those under 18 years of age" (WCC; 2004).

The subsequent reviews of the policy have led to changes in the number of machines allowed across the city as set out in Table 1.

Electoral Ward	Maximum Machines				Current number of machines
	2004	2007	2010	2015	
Southern	116	116	100	100	100
Northern	146	146	136	136	131
Eastern	125	125	114	114	108
Onslow	62	62	53	9	-
Western	73	73	67	44	33

Lambton (excluding CBD)	55	55	95	9	-
Subtotal	577	577	565	412	
Central Area	No Limits	No Limits	No Limits	335	261
Total				747	633
	Population Based	Population Based	Population Based	Machine Based limits	

5.2 Gambling Venues Policy 2004

The Council's 2004 Gambling Venues Policy was the Councils' first policy in response to the Gambling Act 2003. The Council was required to produce a policy within six months of the Acts passing.

The 2004 policy set out caps on the number of machines on a ward by ward basis. This was based on population.

- The policy noted that "the total number of gaming machines in any electoral ward, excluding the central business district of the Lambton Ward, may not exceed the ratio of 1 machine to 250 people at any time" (WCC; 2004).
- The policy set the boundaries as the electoral ward boundaries based on the boundaries at the time.
- The central business district was excluded from the Lambton ward, as the policy wished to distinguish between the business area of the ward and the residential area. The business area used the Central area as defined in the Council's District Plan.
- The policy ensured that all venues needed to hold a designation, a club licence, or a permanent club charter under the Sale of Liquor Act 1989.

5.3 Gambling Venues Policy 2007

The Council's Gambling Venues Policy was renewed in 2007; this reinforced the provisions in the 2004 policy, with some minor amendments:

- The 2007 policy placed the caps on the number of machines in electoral wards, however, these wards were based on the 2004 boundaries.
- The policy removed the population limits while continuing to retain the caps on the number of machines per electoral ward.

5.4 Gambling Venues Policy 2010

In 2010 the Council reviewed and renewed the Gambling Venues Policy retaining the majority of the contents from both 2004 and 2007 and made the following the changes:

- The 2010 policy reduced the number of machines for each ward with the exception of the Lambton Ward where the cap increase by 40 machines.
- The policy reintroduced the population limits and increased the machine to population ratio to 1 machine to 300 people.

5.5 Gambling Venues Policy 2015

The 2015 review of the policy saw the Council introduce a number of changes to the policy which are outlined below:

- For the first time a cap on the number of venues inside the Central Area Zone.
- The caps were reduced significantly across the suburbs, particularly in the western and Onslow zones.
- New venues were restricted to areas defined as centres in the district plan excluding neighbourhood centres.
- The policy removed the population ratios but retained the caps on the zones meaning that no new machines could be introduced into a zone above the number in the caps.
- The policy removed the designation for venues to be licenced premises.
- A 2013 amendment to the Act meant that the Council was required to implement a relocation clause in its policy. The Council chose to input the following into its paper:

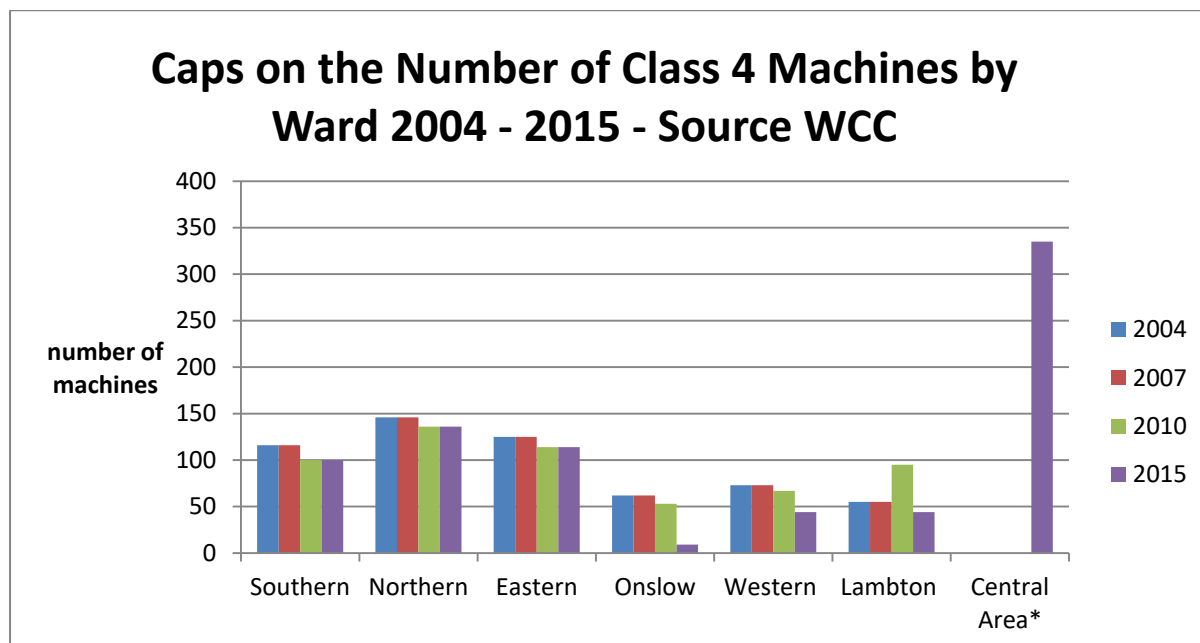
"This relocation policy sets out when the Council will grant consent in respect of a venue that replaces an existing venture. The effect of this relocation policy is prescribed in Section 97A of the Gambling Act 2003.

Any Class 4 (NCGM) venues may be relocated provided:

- It relocates to the Central Area Zone; or
- It relocates to an area identified as a "centre", but excluding Neighbourhood Centres, in the Wellington District Plan; and
- The NCGMs in the new venue would not result in more NCGMs in a zone than is allowed under section 4 of this policy" (WCC; 2015).

This in effect meant that an existing venue could only relocate to a "centre" and only if there was available capacity. Relocations are not expected to happen under these conditions.

5.6 Summary of the Number of Machines Allowed under Wellington’s Gambling Venues Policy



In effect there are firm controls on the number of Class 4 machines allowed in Wellington under the existing policy. The number of machines allowed has declined gradually across the city as shown in Figure 3.

*Prior to 2015 there were no caps on the number of machines in the Central Area.

5.7 Centres and Neighbourhood centres

The Council’s existing policy allows new venues to be established, providing that there is room under the zone caps, in centres – excluding Neighbourhood centres. This means Class 4 venues cannot be established in residential areas and in our lowest level of town centres in the District plan, as shown in Table 2.

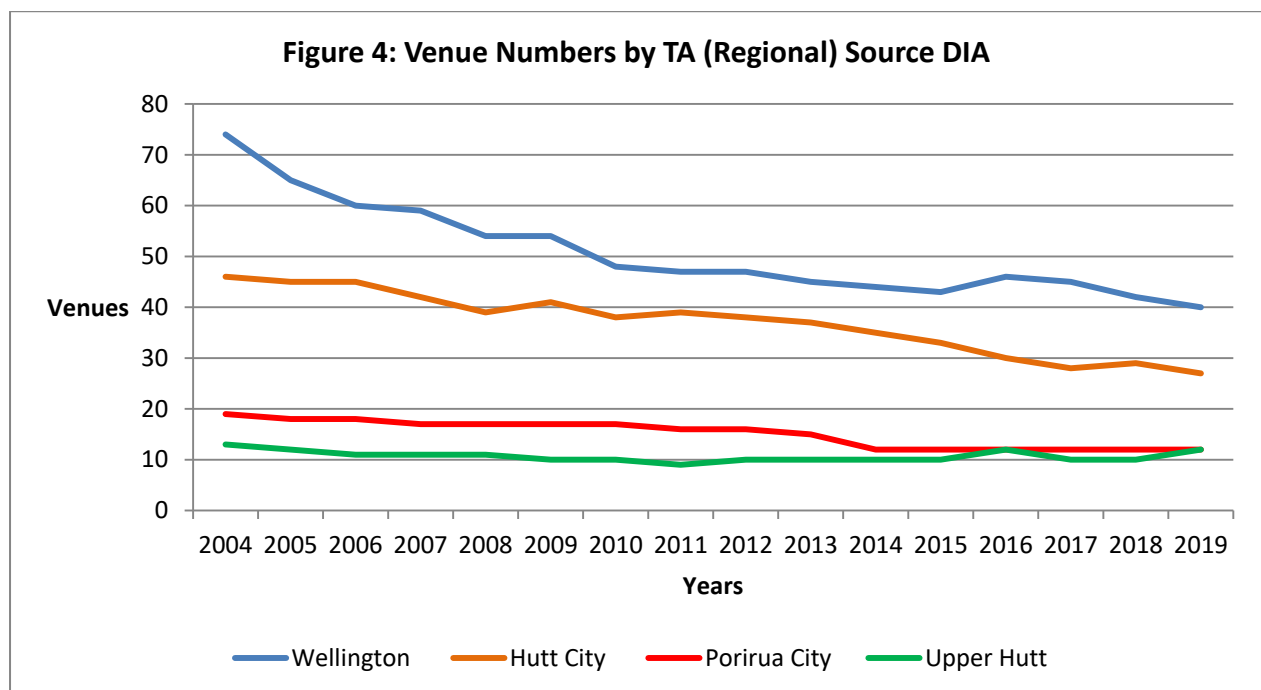
Table 2: Wellington Centres as defined by the District Plan		
Centres		Venue Numbers (machines)
<i>Central Area</i>		16 (261)
<i>Sub-Regional centres</i>	Johnsonville	4 (63)
	Kilbirnie	3 (54)
<i>Town Centres:</i>	Karori	2 (36)
	Mt Cook	
	Tawa	4 (50)
	Miramar	1 (18)
	Newtown	5 (61)
<i>District Centres:</i>	Brooklyn	1 (18)
	Island Bay	2 (21)
	Newlands	1 (18)
	Churton Park	
	Khandallah	
<i>Neighbourhood Centres:</i> New venues cannot be established in these centres	Aro Valley	
	Berhampore	
	Berhampore, Rintoul Street	
	Broadway, Strathmore	
	Constable Street, Newtown	
	John Street Intersection, Newtown	
	Darlington Road, Miramar	
	Hataitai	1 (18)
	Kelburn	
	Kingston	
	Marsden Village	
	Linden	
	Mersey Street, Island Bay	
	Ngaio	
	Crofton Road, Ngaio	
	Newlands Road	
	Northland	
	Onepu Road, Lyall Bay	
	Oxford Street, Tawa	
	Roseneath	
	Seatoun	
	Shortland Park shops, Island Bay	
	Standen Street shops, Karori	1 (18)
	Strathmore	
	Tringham Street	
	Thorndon	

6. How does Wellington compare?

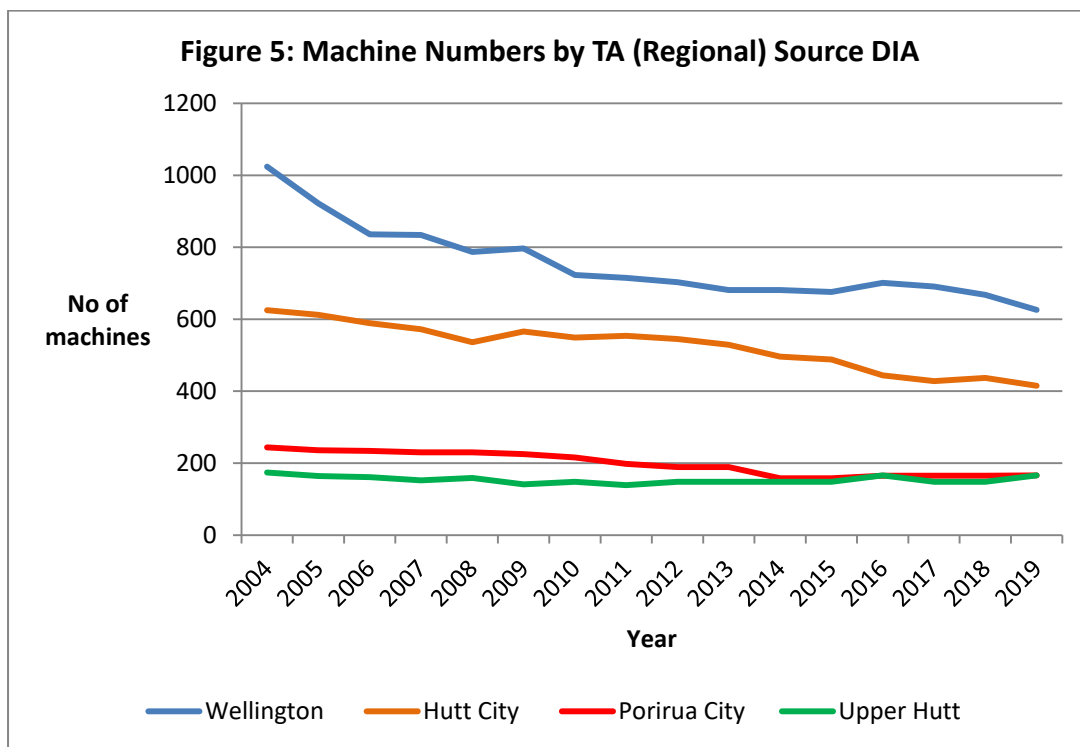
It is important to understand how Wellington compares both regionally and nationally as part of the analysis of the impact of Class 4 gambling. . Machine and venue numbers are declining across the Wellington region as well as across New Zealand since the introduction of the Act in 2004.

6.1 Regionally

Wellington has had a Gambling Venues Policy since 2004. The policy has been adapted on multiple occasions since 2004. Since then the number of venues has declined steadily from 74 in 2004 to 40 in 2019. Figure 4 shows this decline in comparison with other cities in the Wellington region. Wellington has had the greatest decline in the region at 46%.



At the same time the number of machines has also declined across the region (Table 10). Wellington has seen a 39 % decrease in the number of machines from a high of 1024 in 2004 to 626 in 2019.



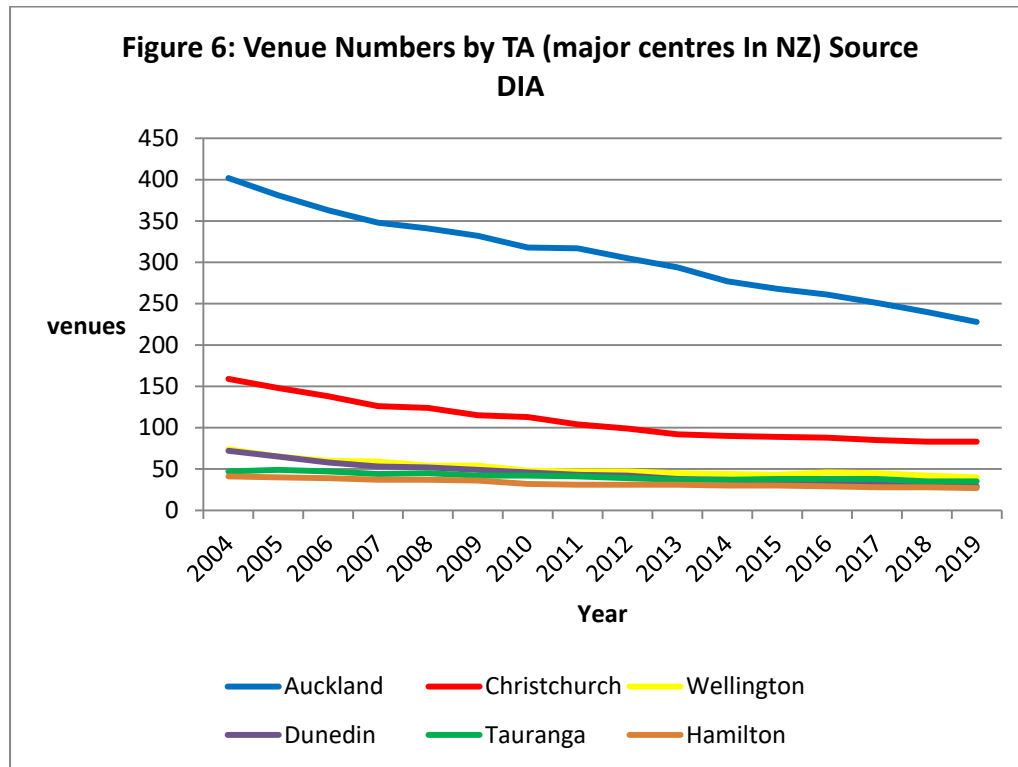
6.2 Major Centres Nationally in New Zealand

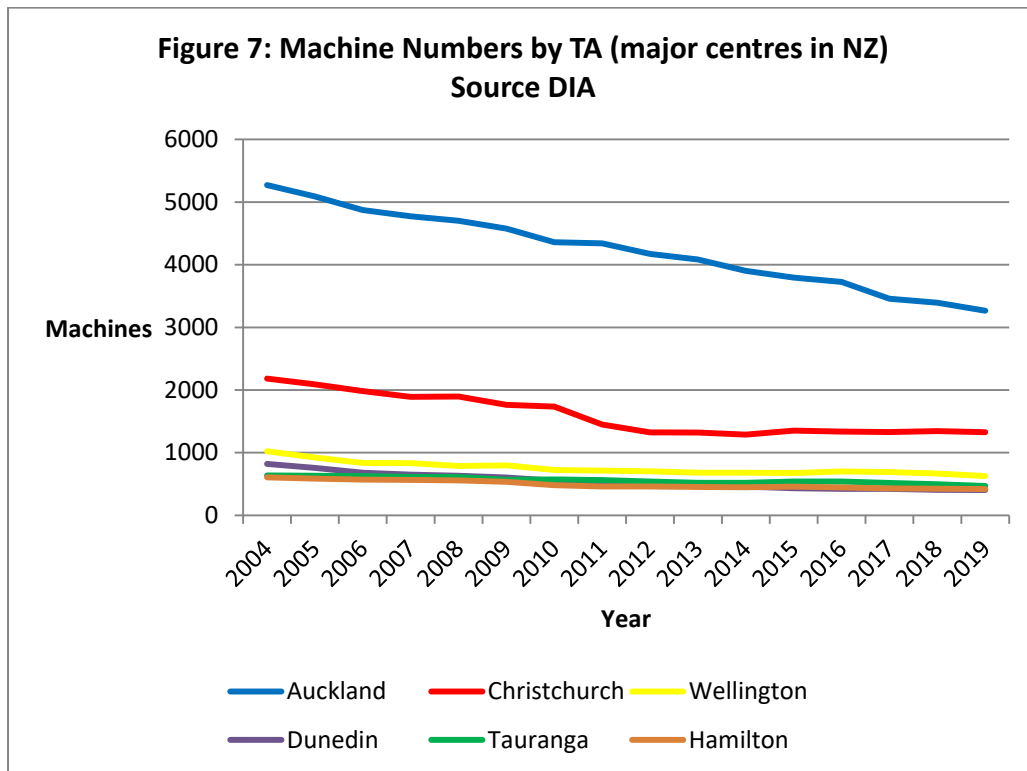
Table 3 indicates Wellington’s venue and machine number comparatively with cities around New Zealand. Wellington’s decline at 39% for machines and 46% for venues is comparable with other cities such as Auckland and Christchurch. Dunedin is ahead of the main centres with steeper declines in both venue and machine numbers, Tauranga and Hamilton have not had as steep of a decline.

It is worth noting that both the venue and machine numbers in Christchurch had their largest decline in 2010 and 2011 which aligns with the timing of the Christchurch earthquakes. Venues reduced from 115 in 2009 to 99 in 2012, while machine numbers reduced from 1763 in 2009 to 1325 in 2012. Because of this it is difficult to compare Christchurch’s decline with the decline in other cities.

	Venues (decline %)	Machine Numbers (decline %)
Auckland	43	38
Christchurch	48	39
Dunedin	60	51
Tauranga	26	26
Hamilton	34	31
Wellington	46	39

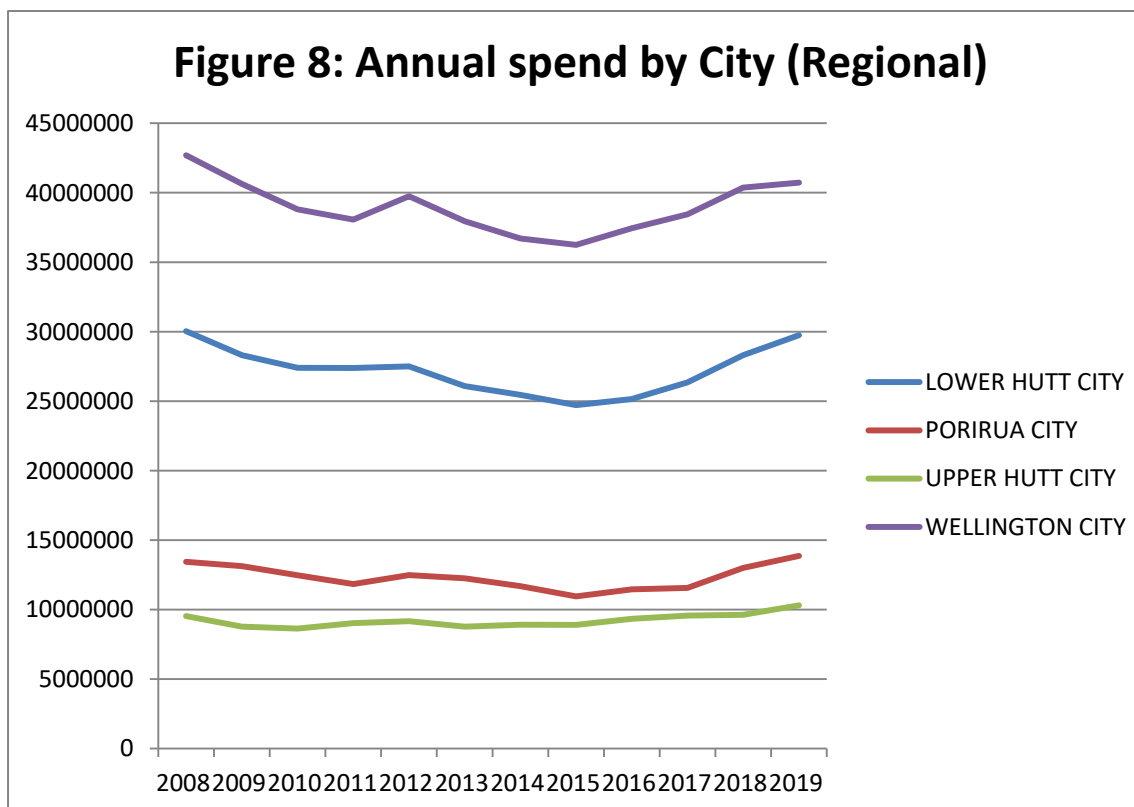
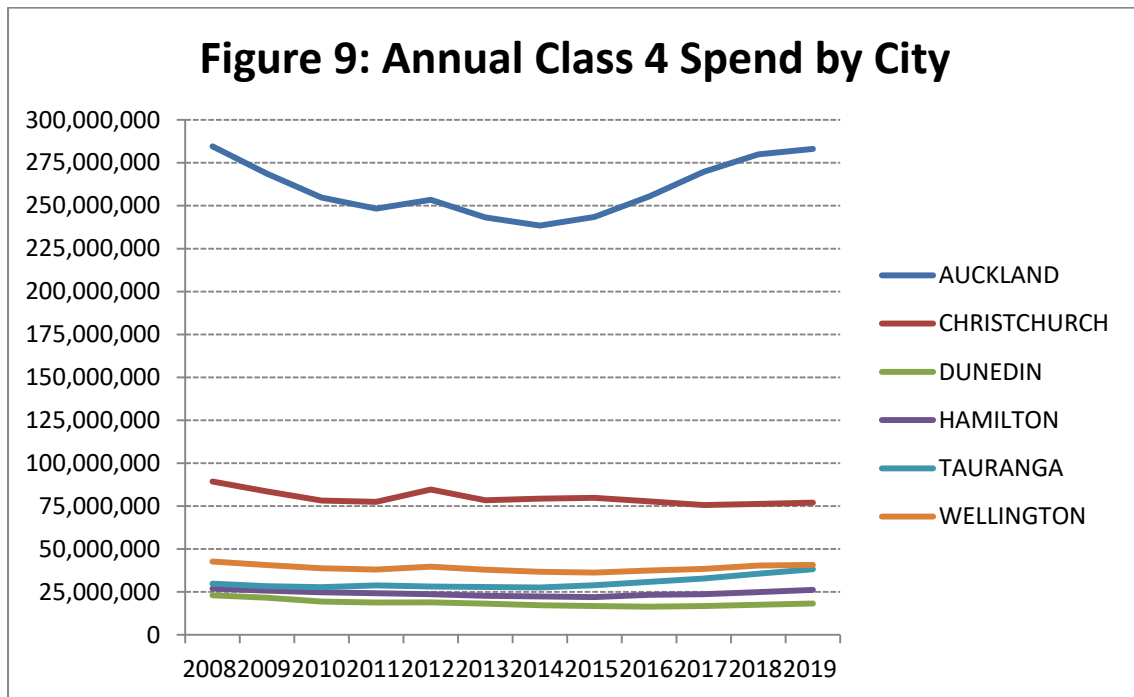
A more detailed comparison is noticeable in Figures 6 and 7 which show the full impact of the decline in both venues and machine numbers across New Zealand between 2004 and 2019.





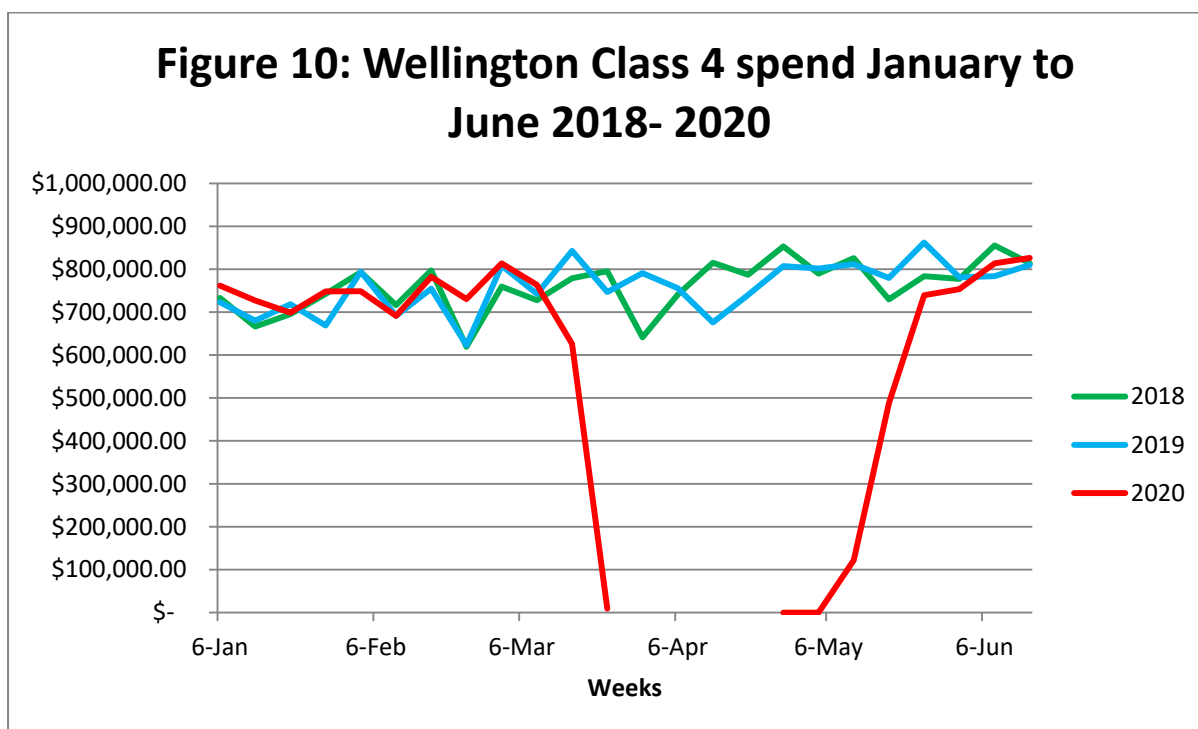
6.3 Machines and Venues Have Declined – What has Happened to Spend?

The numbers of both venues and machines have declined steadily since the introduction of the Act and the Council’s policies which have set to manage the number and location. However money spent on class 4 gambling is increasing both across New Zealand (Figure 8) and the Wellington region (Figure 9). Note that in both graphs the 2020 figures only represent the first quarter of 2020. It is important to remember that the Council has no control on the amount of money spent at Class 4 venues.



6.4 The Impact of Covid-19 on Class 4 Gambling in Wellington

As noted the number of venues and machines have declined across the country and in Wellington, but the spend has increased over time. The impact of Covid-19 and the Government’s Level 4 lockdown did bring a halt to the spend and had an impact on Class 4 gambling however, as figure 10 indicates once the lockdown was lifted the spend on Class 4 gambling in Wellington has returned to a level similar to the previous two years.



6.5 Summary of Background

Wellington’s various Gambling Venues Policies have shifted substantially since their introduction in 2004. The Council actively manages the number and placement of venues in different suburbs. The Council has actively shifted to caps on areas particularly outside of the CBD, which means that there is a limit on the number of machines in community areas. The machine limits in these areas has reduced from 577 to 412 (28% reduction). In 2015 a cap was also placed on the Central Area for the first time, further limiting machine numbers to 335. Since 2015 the policy has prevented new venues being established in Neighbourhood Centres as defined by the District Plan, further preventing Class 4 gambling in community areas.

It is important to note that although Wellington has seen a bigger decline in machines and venues than other cities in the region, its proximity to other regional cities and its status as

the economic hub of the region means that it is likely commuters from surrounding cities gamble in Wellington. The proximity of Porirua to Tawa and Petone to Wellington may also have an impact on the gambling statistics of each city.

It is also important to note that the Council has no authority under the Act to close venues; it simply has the ability to manage and control the number and location of venues. Numbers of both machines and venues have been steadily falling since the introduction of both the Act and the Council's policies, but the level of spend in Wellington has not been affected by these declines. The level of spend is not an area the Council can directly influence. The only impact on spend was due to the Covid-19 lockdown, but as figure 10 shows the usual level of spend returned following the end of the lockdown.

7. The Social Cost of Gambling

Although the majority of gambling is undertaken responsibly and safely it is also important to acknowledge the fact that the small number of people who gamble irresponsibly or suffer from problem gambling addictions make up a significant number in total.

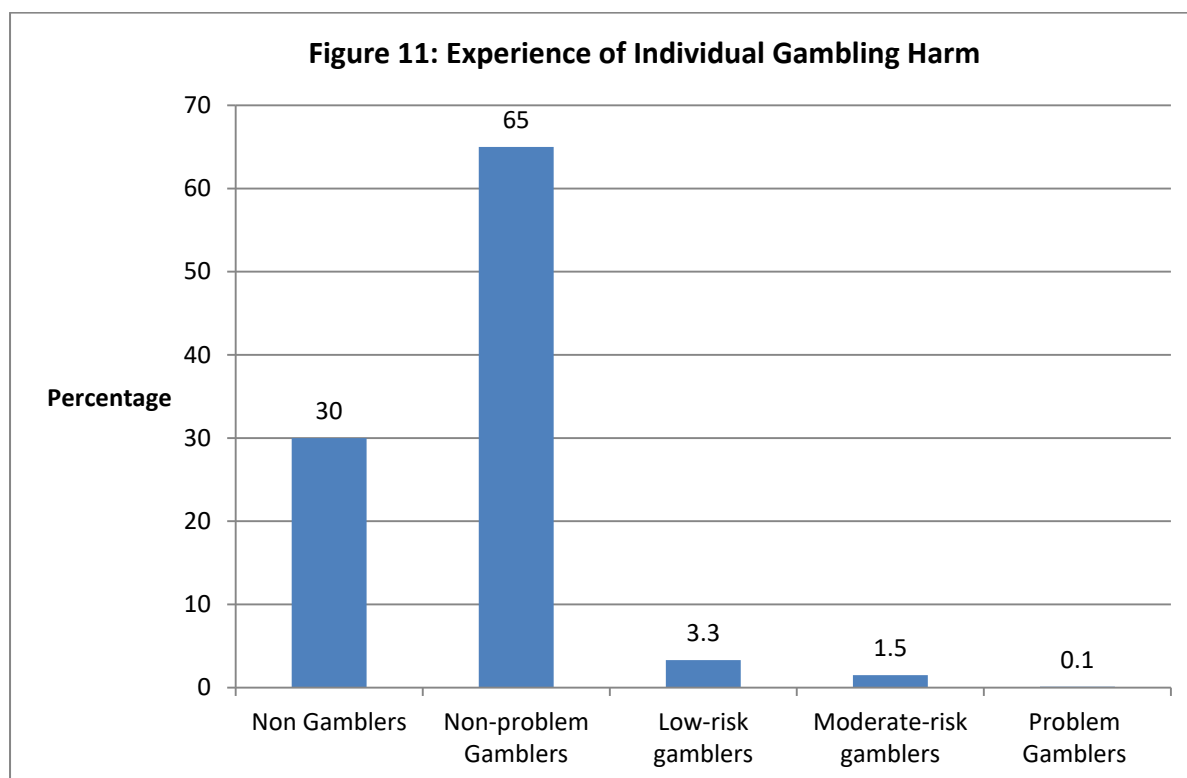
7.1 Incidence of Harm

The Problem Gambling Severity Index (PGSI; Ferris & Wynne, 2001), measures the severity of gambling and the impact on users. The PGSI is made up of nine questions aimed at interpreting the level and risk of harm of gamblers. The PGSI is a standardised measure that is used widely around the world as an indication of gambling harm. An example of the PGSI is included in the appendix of this paper.

The 2016 HLS showed that among New Zealand gamblers:

- Over 9 in 10 people (95%) did not report any signs of harmful gambling (i.e. were non gamblers or non-problem gamblers).
- 3.3% met the PGSI criteria for low-risk gambling, 1.5% for moderate-risk gambling, and 0.1% for problem gambling. These figures represent around 125,000 low risk gamblers, 55,000 moderate-risk gamblers and 6,000 problem gamblers.

This is shown in figure 11 below and indicates that there are approximately 186,000 adults (15 years or older) who have experienced some form of individual gambling harm in the 12 months leading up to the survey.



7.2 What is Problem Gambling?

It is important to identify what problem gambling looks like. The Act defines a problem gambler as “a person whose gambling causes harm or may cause harm.” It also outlines the definition of harm:

- a) Means harm or distress of any kind arising from, or causes or exacerbated by, a person’s gambling; and
- b) Includes personal, social, or economic harm suffered-
 - (i) By the person; or
 - (ii) By the person’s spouse, civil union partner, de facto partner, family, whanau, or wider community; or
 - (iii) In the workplace; or
 - (iv) By society at large.

Although it primarily focuses on the harmful properties of addiction relating to alcohol and drug use, it is worth noting that the 2018 He Ara Oranga Report of the Government Inquiry into Mental Health and Addiction also describes the harm as a major societal issue. The report notes that “many people expressed concern about the ease of access to alcohol and

gambling in our communities, noting their potential for social harm if not tightly controlled” (He Ara Oranga Chapter 2 2.5.5).

This can manifest as “harmful due to its addictive nature and the financial stress and anxiety it causes families, contributing to neglect of children and family violence” (Ibid Chapter 2 2.6).

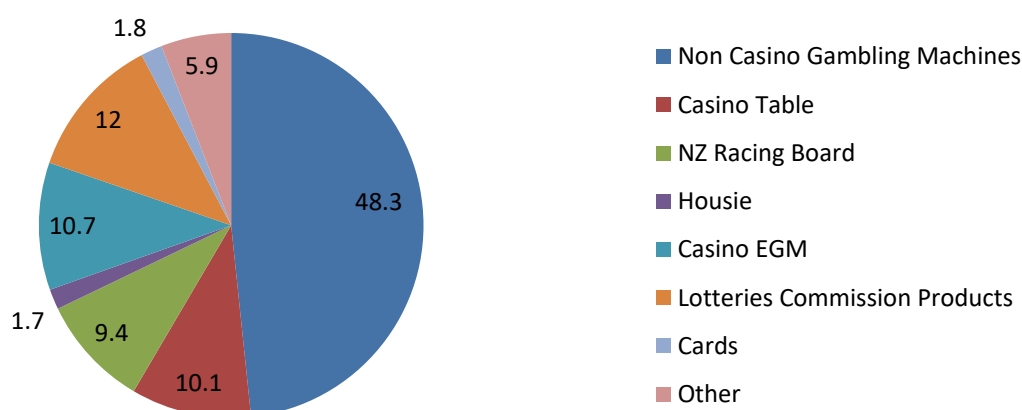
Addiction is a serious issue, and is identified in the mental health report as a serious health issue: “People criticised the subtle normalisation of alcohol, other drugs and gambling within our society over past decades with much easier access to all three, they pointed to the increasing number of liquor and gambling outlets, [and] their placement near schools and poorer communities” (Ibid).

Repeated studies have shown that problem gambling disproportionately affects Māori, Pacific peoples and some Asian communities more than others (Ministry of Health, 2019).

While the incidence of problem gambling is low, it is widely spread across New Zealand society, it takes on different forms and is provided by different sources.

The Problem Gambling Foundation of New Zealand (PGF) working with the Ministry of Health notes in 2019 those who seek professional assistance with their gambling issues, 48% are due to Class 4 gambling (MOH; 2019, PGF; 2019). This is displayed in Figure 12 below.

Figure 12: Primary Gambling Mode of Clients of Gambling Service Providers 2017/18 - PGF



A report published in 2017 by the Central Queensland University and the Auckland University of Technology entitled *Measuring the Burden of Gambling in New Zealand* outlines the six main harms that are associated with gambling in New Zealand.

“Our review of the literature identified a diverse set of gambling – related harms, which could be broadly grouped into six domains:

- Decrements to the person’s health, both morbidity and mortality
- Emotional or physiological distress
- Financial difficulties, diverted financial resources, bankruptcy or reduction of financial situation
- Reduced performance/loss of role at employment or study
- Relationship conflict or breakdown
- Criminal activity and neglect of responsibilities, including the consequences of such action.

Whilst harm may be assumed to increase reliability in association with gambling problems, it is not synonymous with clinical addiction and some harms may occur well before diagnostic criteria are met, standard instruments for measuring prevalence of gambling problems, such as the Problem Gambling Severity Index (PGSI) are designed to screen for the likelihood of experiencing problems, rather than describe the extent of harm being experienced” (Browne et al; 2017 p. 11).

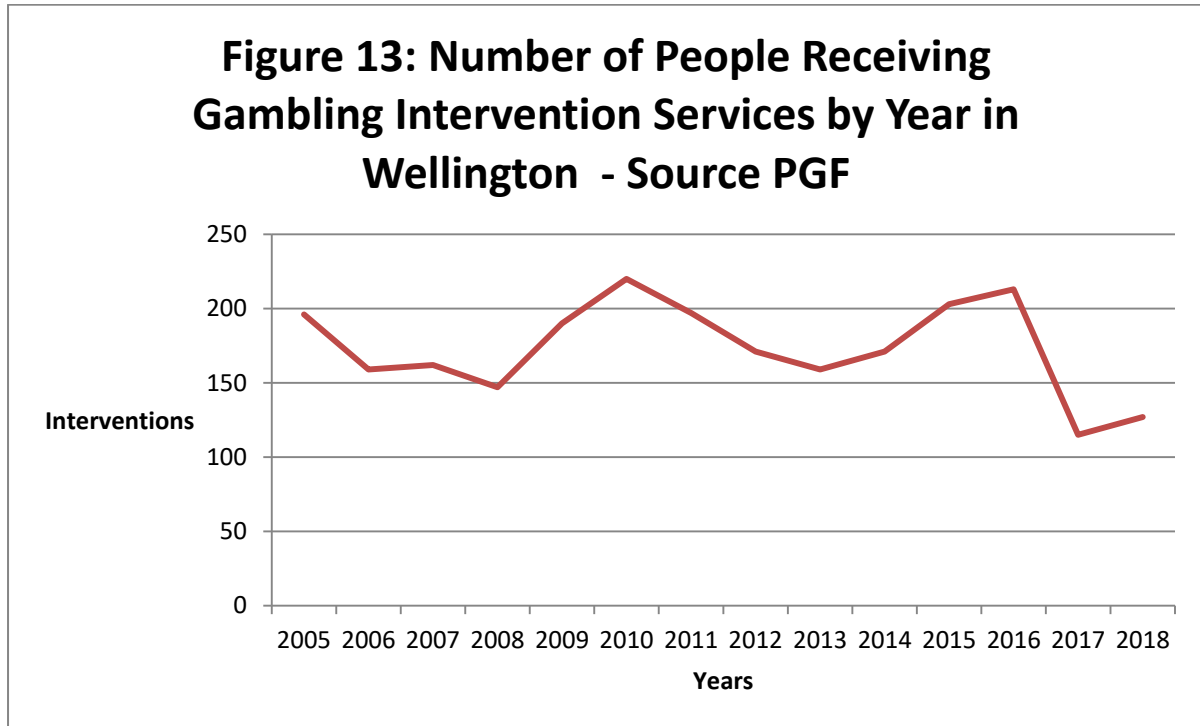
It is important to understand that there are multiple forms of harm relating to problem gambling and that this manifests in different ways, affecting people and groups differently. As noted the Act definition of harm takes a holistic approach and focuses not just on individual harm, but also on harm to whanau and the wider community.

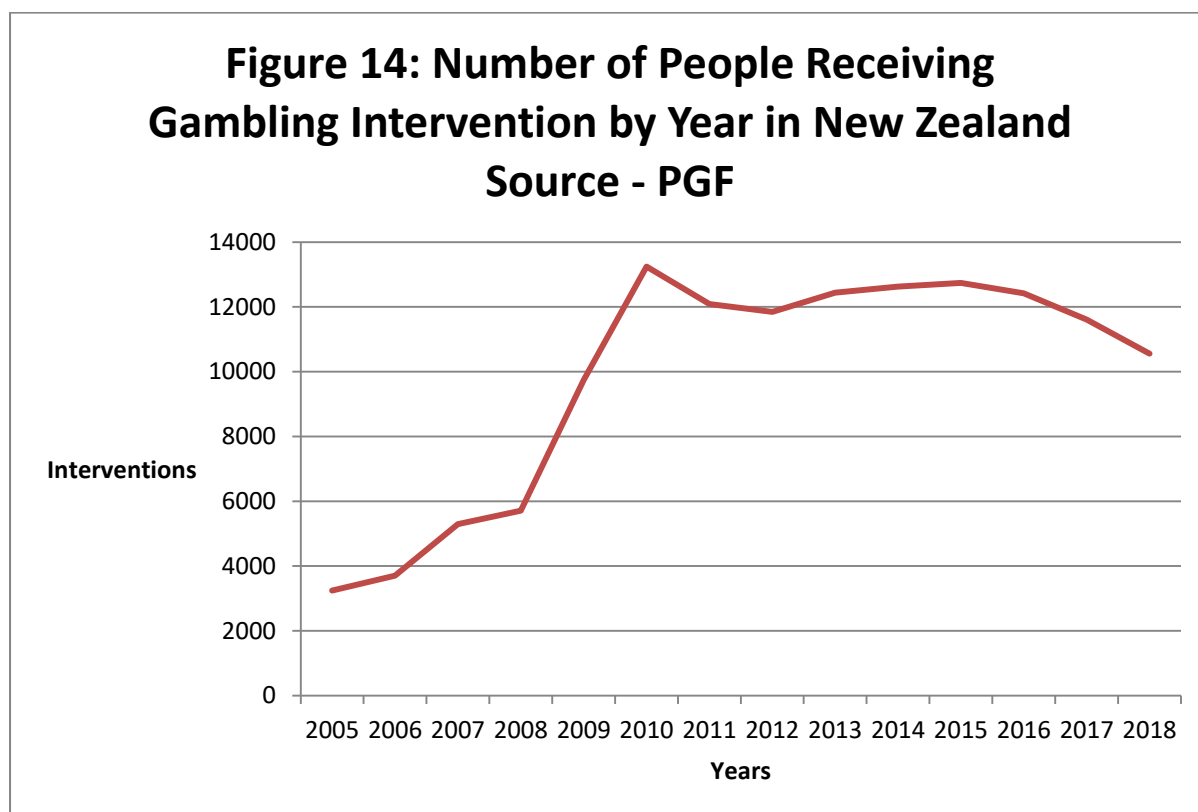
7.3 Harm to Self

The most obvious harm indicator relates to personal harm that is caused by problem gambling. Personal harm is the individual harm experienced by the problem gambler themselves. Often it is measured through the use of self-reporting in population surveys, including the New Zealand Health Surveys (Browne et al 2017). It also presents when clients seek treatment at services provided by PGF and other groups such as the Salvation Army. Figures 13 and 14 show the number of gambling interventions per year in both Wellington and New Zealand respectively.

Individual health issues relating to problem gambling primarily manifest as significant levels of stress and anxiety. “Physical changes in an individual’s biochemistry have been noted in people experiencing problems with gambling that are consistent with exposures to high levels of stress and arousal” (Browne et al 2017; p. 25).

He Ara Oranga, notes that gambling can have a detrimental effect on mental health. "People criticised the subtle normalisation of alcohol, other drugs and gambling within our society over past decades with much easier access to all three, they pointed to the increasing number of liquor and gambling outlets, [and] their placement near schools and poorer communities" (He Ara Oranga Chapter 2 2.5.5).





Previous studies, including the New Zealand 2012 National Gambling Study have indicated that 4% of those who had gambled in the previous 12 months experienced guilt or regret about their choice to gamble.

Financial harm from gambling can take many forms including bankruptcy, loss of assets or savings, failure to meet financial deadlines such as bills, borrowing money to finance gambling behaviour and a decline in the gambler's standard of living as a result of problem gambling (Brownie et al; 2017).

Problem gambling may also impact an employee's work performance, resulting in a decline in productivity and presentation. This can also impact on a problem gambler's ability to study or carry out other such tasks.

7.3 The impact of Gambling on Others

The impact of gambling on a third party is often easily overlooked or dismissed. Many note that gambling is a personal issue and that personal responsibility should play an integral part in thinking around a Gambling Venues Policy. There is an argument to be made that the majority of gambling is safe and responsible gambling and that the majority of gamblers do so without causing harm to others. The policy itself has limited, if any, impact on this harm as councils cannot close existing venues or limit their operations.

The HLS 2016 notes that gambling related policy needs to take into account the impact on others rather than simply at an individual level.

“It is clear that harm can also accrue from gambling behaviour that does not reach clinical criteria for ‘problem gambling’, that is gambling considered ‘low risk’ or ‘moderate risk’ may involve experience of harm. A public health approach requires that harms from gambling are looked at as more than individual problems, but as issues that also affect families and communities” (HPA; 2018 P.11).

The wider impact of gambling on whanau and tamariki is an increasingly high risk. Timothy Fong outlines the risk as with alcohol and other addictive substances and vices, that gambling plays for younger people, arguing that if children are subjected to gambling at an early age, it can have a similar impact as other addictions. “Although some persons gamble compulsively, only a few become compulsive gamblers. Involvement in gambling behaviours can be conceptualised as existing on a spectrum of behavioural intensity, similar to the models of alcohol uses, abuse and dependence” (Fong, 2005; 121).

Fong’s 2005 report describes the impact of widespread gambling on children in the United States. The increasing abundance and access to gambling in the United States has in the view of Fong had a detrimental effect on young people (Fong, 2005).

The UK Gambling Commission’s annual survey of young people outlined the fact that 11% of people aged between 11 and 16 had spent their own money on a gambling activity in the seven days prior to the survey. The Commission’s Paper *Young People and Gambling Survey 2019; A research study among 11-16 year olds in Great Britain October 2019* outlines the increase in prominence in gambling and the influence of gambling on young people in the UK.

Comparing this to New Zealand however, is difficult, given the provisions in New Zealand’s Gambling Act. Section 302 of the Act prohibits Class 4 gambling participation by anyone under the age of 18. There are also multiple provisions in the Act limiting other gambling to those over 18 as well as limiting the possibility of persons under 18 years of age gaining access to Class 4 venues.

The 2012 national gambling study emphasises the impact of gambling on others. The report indicates that approximately one third of adults suggested that they knew someone affected by problem gambling, and 8% reported that someone else’s gambling had affected them personally (Abbott et al 2015).

7.4 Problem Gambling and Ethnicity

The 2016 HLS outlined the fact that there is evidence that problem gambling tends to be more prevalent in Māori and Pasifika populations. There are also concerns in the literature about the impact of problem gambling on specific Asian communities in New Zealand. The study found that “Māori, Pacific peoples and Asian peoples are each more than twice as likely to experience moderate to severe gambling harm than the European/other population”

(Ministry of Health, 2016), this is also noted by Abbott et al (2015) and the Ministry of Health (2019).

8. Social benefits of Class 4 Gambling

The Council acknowledges the fact that there is recognisable and real harm related to problem gambling. It is also acknowledged that this harm and problem gambling addiction issues manifests itself predominantly in Class 4 gambling. It is however also necessary to understand that there are also positive aspects related to Class 4 gambling.

Proceeds from Class 4 gambling play an important role of funding many sports and community groups in communities across New Zealand. This chapter will investigate this aspect of Class 4 gambling as well as other important economic benefits that result from Class 4 gambling in Wellington.

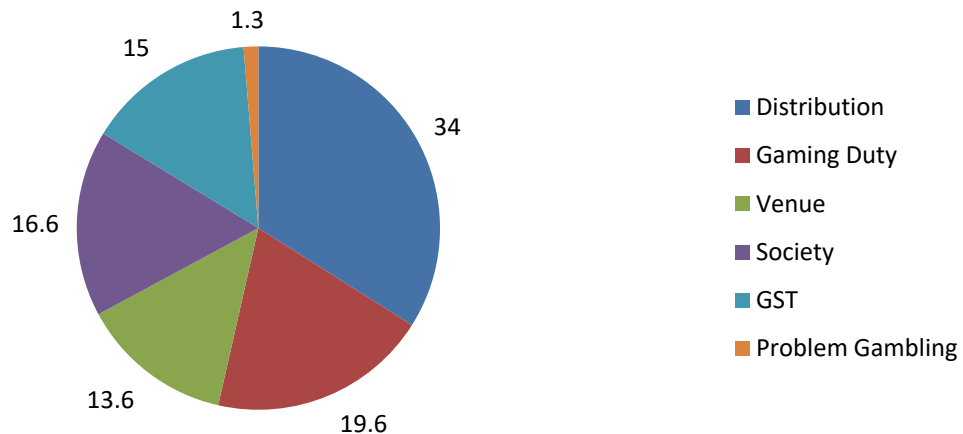
8.1 Community Grants and Sports Funding

Under the Act the proceeds from Class 4 gambling machines are to be redistributed through trusts and societies. Profits are required to be redistributed to *Authorised Purposes* which the Act defines as “a charitable purpose, a non-commercial purpose that is beneficial to the whole or a section of the community, or promoting, controlling, and conducting race meetings under the Racing Act 2003, including the payment of stakes” (Gambling Act 2003, Section 4).

There are currently 34 trusts and societies holding licences for the 15,470 Class 4 pokie machines in New Zealand. This does not include the 3,078 pokie machines in casinos.

In Wellington, pokies earn approximately \$40 million per year after winnings are deducted. In the greater Wellington region this is approximately \$100 million. The distribution of this is shown in figure 15 below.

Figure 15: How Machine proceeds are distributed - Source DIA



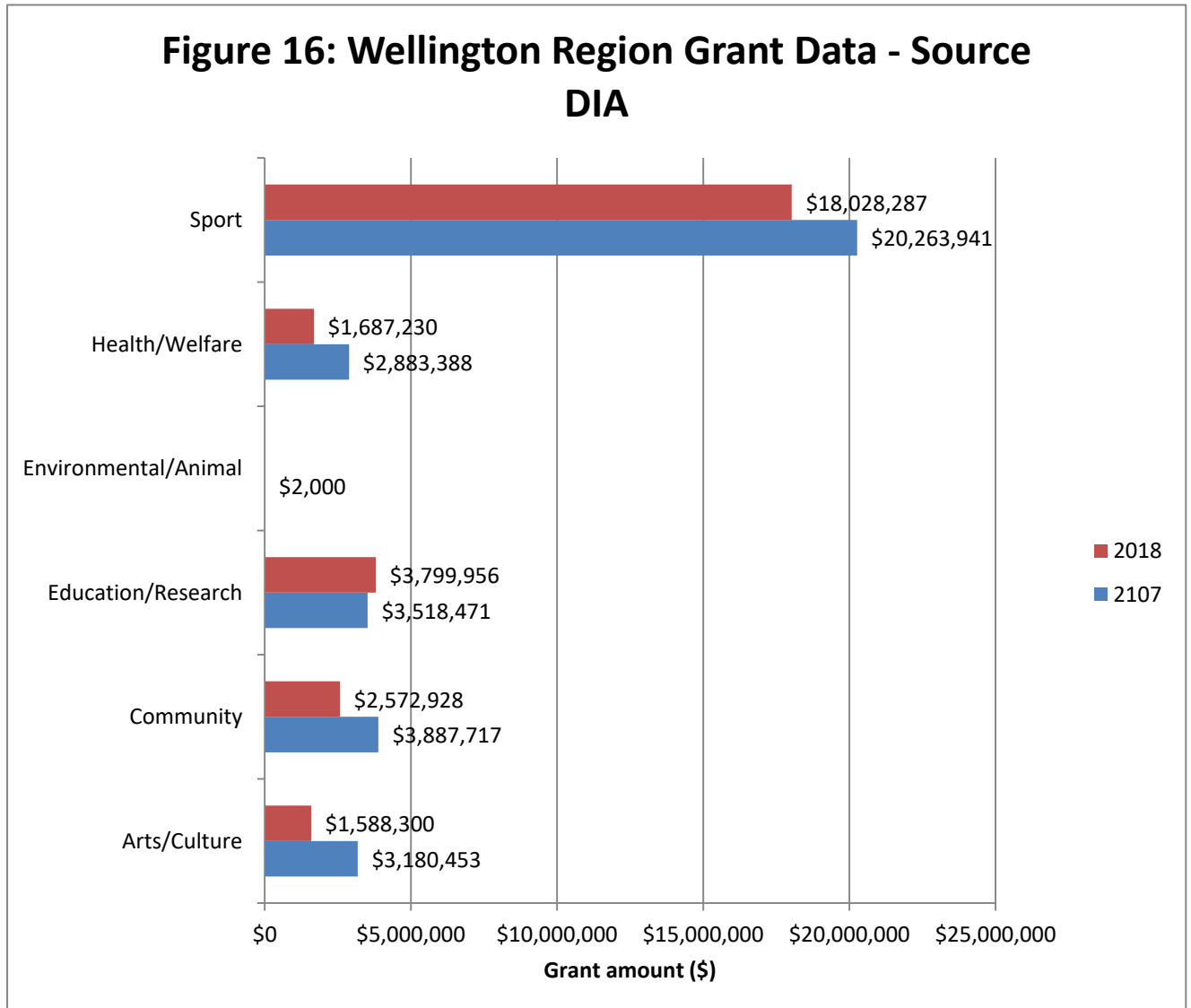
In 2019, Class 4 trusts and societies had a surplus of \$124 million nationally to run their operations which largely incur processing, management, machine replacement and maintenance costs.

The Act requires that profits are redistributed from all pokie machines with the exception of machines owned by chartered clubs, sports clubs and Returned Service's Associations, with these organisations being entitled to maintain the proceeds of their machines to pay for the running costs of their organisations and benefit their members (Gambling Act 2003).

There are currently 12 societies that collect proceeds from Class 4 gambling across Wellington.

The DIA provides the data for grants provided by sector in the Wellington region. Between 2017 and 2018 \$61,412,670 was granted through 7,242 grants across the sport, health/welfare, environmental/animal, education/research, community, arts/culture sectors. Sports received the highest amount with approximately \$20,000,000 in 2017 and \$18,000,000 in 2018. This is shown in figure 16 below. Many community and sports groups rely heavily on funding from Class 4 gambling. The 2018 sports grants for the Wellington region are

outlined in table 4.



The money from sporting grants primarily goes to the major codes with the top ten identified in Table 4 making up approximately \$13 million of the allocated grants funding, the remaining 47 sports receiving the remaining funding.

Table 4: 2018 Class 4 grant funding for top ten sports in Wellington region – Source Sport Wellington	
Sport	Amount allocated
Football	\$3,217,554
Rugby Union	\$2,269,701
Cricket	\$1,665,527
Basketball	\$1,176,895
Netball	\$1,023,968
Golf	\$1,002,598

Disabled Sports (including Special Olympics)	\$866,432
Softball	\$885,964
Hockey	\$444,271
Surf life saving	\$443,642
Total	\$12,996,552

Social organisations such as the Salvation Army and the PGF have argued vocally that the existing funding model should be adjusted so that community and sports group are not reliant on gambling funding (Salvation Army, 2020). However at present the existing model remains and is unlikely to be adjusted in the near future.

8.2 Support of the Wellington Hospitality Industry

As well as providing funds for community and sporting groups across wellington, there are additional economic impacts of Class 4 gaming. Class 4 venues provide employment and income to people across 40 venues in Wellington city. Each venue is able to retain a share of the machine proceeds for attributable venue costs and this contributes towards the ongoing viability of these hospitality venues. Following the Covid-19 lockdown and the economic downturn the Council recognises the need to support local businesses and employers in wellington. Class 4 gaming is a legal activity and the Council recognises this support for the hospitality sector. It is the DIA's role to ensure the venues meet their obligations as responsible gambling hosts.

Venues are entitled to retain up to 16 percent of the proceeds from Class 4 gambling for venue costs. This equates to approximately \$10,000 per machine per venue. This assists local businesses in hospitality sector.

9. Issues associated with Location, Accessibility and Density of Venues in Wellington

The existing policy allows for venues to be established anywhere within the Wellington District, subject to the cap restrictions on each zone and outside of neighbourhood centres. The existing boundaries are based on the 2003 electoral ward boundaries.

The Act allows the Council to place restrictions on the location of Class 4 venues, including new venues, as it has done by not allowing new venues in neighbourhood centres.

10. Summary

In the Council's review of the Gambling Venues Policy it has assessed the social impact of gambling on its citizens. The Council has sought to investigate the harm caused by gambling, acknowledging that there are real and actual harms related to problem gambling by a small number of people. This can have real impact on wider whānau and the community.

The Council has effectively had a managed lid policy in place and has seen the number of both venues and machines drop steadily since its introduction in 2004. The amount spent on Class 4 gaming machines in Wellington has not decreased, however the powers under the Act provide the Council with no control on the spend.

The Council also acknowledges that approximately \$61,000,000 is provided regionally by Class 4 gambling in the form of grants each year to community and sports groups, an amount that would otherwise not be available to these organisations. This funding model (and while it remains) with the community dependency on grants funding from Class 4 gambling is an important part of community and sports organisations existence.

While this remains a legal activity, Class 4 gambling also supports the economic and employment viability of 40 venues that host machines in Wellington.

An increase in presentations at the PGF does not necessarily mean an increase in problem gambling. The Council acknowledges the work provided by the PGF in assisting with the small number of people who present as problem gamblers in Wellington and elsewhere.

The Council recognises that there is harm, but the Wellington City Council is limited in its ability to address this. Class 4 gaming remains a legal activity and the majority of the responsibility lies with government agencies such as the DIA.

11. Appendix

Problem Gambling Severity Index (PGSI) – Source Victorian responsible Gambling Foundation

Answer	Score
Never	0
Rarely	1
Sometimes	1
Often	2
Always	3

1. Have you bet more than you could really afford to lose?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

2. Have you needed to gamble with large amounts of money to get the same feeling of excitement?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

3. Have you gone back on another day to win back money you have lost?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

4. Have you borrowed money or sold anything to gamble?	
Answer	Score
Never	

Rarely	
Sometimes	
Often	
Always	

5. Have you felt you might have a problem with gambling?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

6. Have people criticised your betting or told you that you had a gambling problem, whether or not you thought it was true?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

7. Have you felt guilty about the way you gamble or what happened when you gamble?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

8. Has gambling caused you any health problems, including stress or anxiety?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

9. Has your gambling caused any financial problems for you or your household?	
Answer	Score
Never	
Rarely	
Sometimes	
Often	
Always	

12. Bibliography

Abbott M, Bellringer M, Garrett N. 2018. New Zealand National Gambling Study: Wave 4 (2015). Report number 6. Auckland: Auckland University of Technology, Gambling and Addictions Research Centre.

Browne et al. (2017) *Measuring the Burden of Gambling Harm in New Zealand*. Central Queensland University and Auckland University of Technology

Department of Internal Affairs Gaming Statistics - <https://www.dia.govt.nz/Resource-material-Information-We-Provide-Gaming-Statistics>

Ferris, J., & Wynne, H. (2001). *The Canadian Problem Gambling Index: Final Report*. Ottawa: Canadian Centre on Substance Abuse.

Fong, TW. (2005) *The Vulnerable faces of pathological gambling*. Psychiatry (Edmont).

Government Inquiry into Mental health and Addiction. 2018. *He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction Wellington: Government Inquiry into Mental Health and Addiction*

Health Promotion Agency (2017) *2016 Health and Lifestyle Survey: Methodology Report*. Wellington: Health Promotion agency.

Ministry of Health 2019 *Strategy to prevent and minimise Gambling Harm 2019/20 to 2021/22*. Wellington

Ministry of Health 2016 *Strategy to prevent and minimise Gambling Harm 2016/17 to 2018/19*. Wellington

Problem Gambling Foundation - <https://www.pgf.nz/>

Sport Wellington - <https://www.sportwellington.org.nz/funding/covid-19-grant-funding-overview-for-wider-wellington-region/>

Salvation Army Oasis *Ending community sector dependence on pokie funding*. White Paper. Published 12 May 2020.

True, J. & Cheer, M. *Gaming Machine Gambling Statistic and Research Paper- Information for Territorial Authorities*. www.truelegal.co.nz

Victorian Responsible Gambling Foundation <https://responsiblegambling.vic.gov.au/for-professionals/health-and-community-professionals/problem-gambling-severity-index-pgsi/>

Wellington City Council Gambling Polices 2004 – 2015 - <https://wellington.govt.nz/your-council/plans-policies-and-bylaws>

Wellington City Council District Plan - <https://wellington.govt.nz/your-council/plans-policies-and-bylaws/district-plan>

3. Public Excluded

Recommendation

That the Strategy and Policy Committee:

1. Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
3.1 Proposed part disposal in exchange for easement right - Tawa	7(2)(a) The withholding of the information is necessary to protect the privacy of natural persons, including that of a deceased person. 7(2)(j) The withholding of the information is necessary to prevent the disclosure or use of official information for improper gain or improper advantage.	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.

