

2024-34 Long-term Plan Briefing

31 January 2024

Our 10-Year Plan 2024-2034

Absolutely Positively Wellington City Council

Me Heke Ki Pōneke

Agenda

• Introduction (Mayor)

• Recap and programme update (Stephen)

• Recap of budget as at Dec (Andrea)

Key issues - Water/Transport (Barbara / Siobhan)

Break

• Budget update (Andrea)

Revenue & Financial Policy (Raina)

• Fees and charges (Raina)

• Infrastructure/ financial strategies (Baz / Raina)

• CD key consultation issues (Baz)

Next steps (Baz)





Recap: process and context



Recap: We have come a long way and we are on track



- 18 month+ process starting with outcomes and priorities.
- Our current focus is on the developing the budget and what the options are for consultation.
- Initial capital focused options have been considered and agreed in principle in November
- High level budget approach to achieve 13.8% rates increase
- Today's briefing covers material for February 15 committee meeting when decisions on the budget and supporting information are made
- Consultation document will be developed based on those decisions



Recap: It is a challenging environment to build an LTP

Infrastructure

We own a large network of infrastructure and facilities that is aging and earthquake prone and requires significant investment.

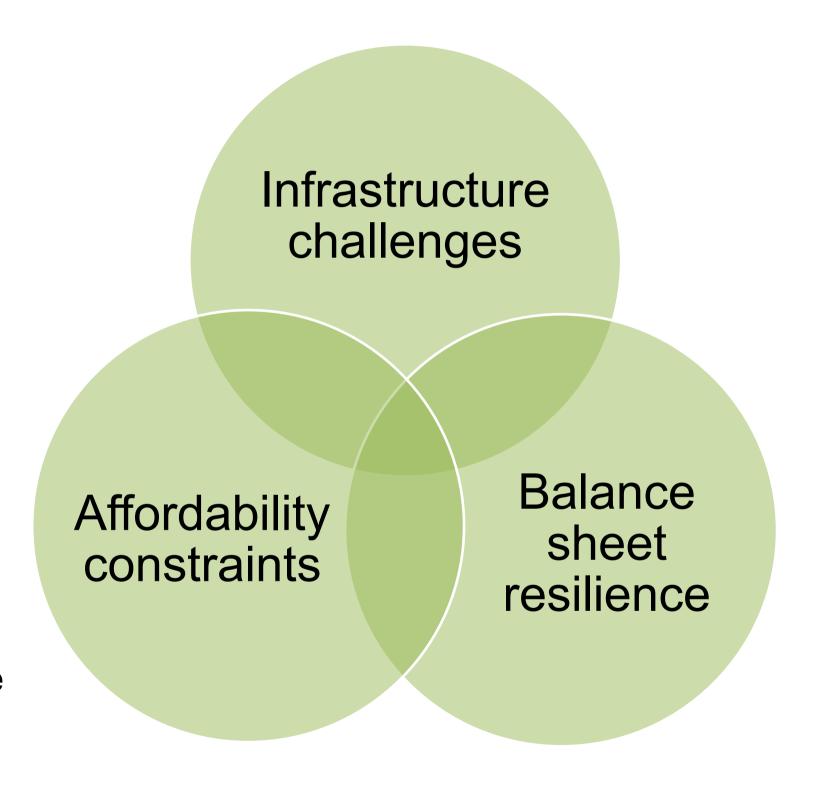
Affordability constraints

Infrastructure costs and delivering existing services has become more expensive due to interest and inflationary pressures.

The community also has affordability constraints due to higher cost of living pressures

Balance sheet resilience

Our earning investments are all Wellington based and this carries a significant amount of balance sheet risk in the event of a significant natural event - Our balance sheet needs to be more resilient.





LTP Programme overview

Programme

Overall programme timeline is on track, supporting material for consultation is being finalised. All underlying components to the LTP will be available to support decision making in the 15 February meeting

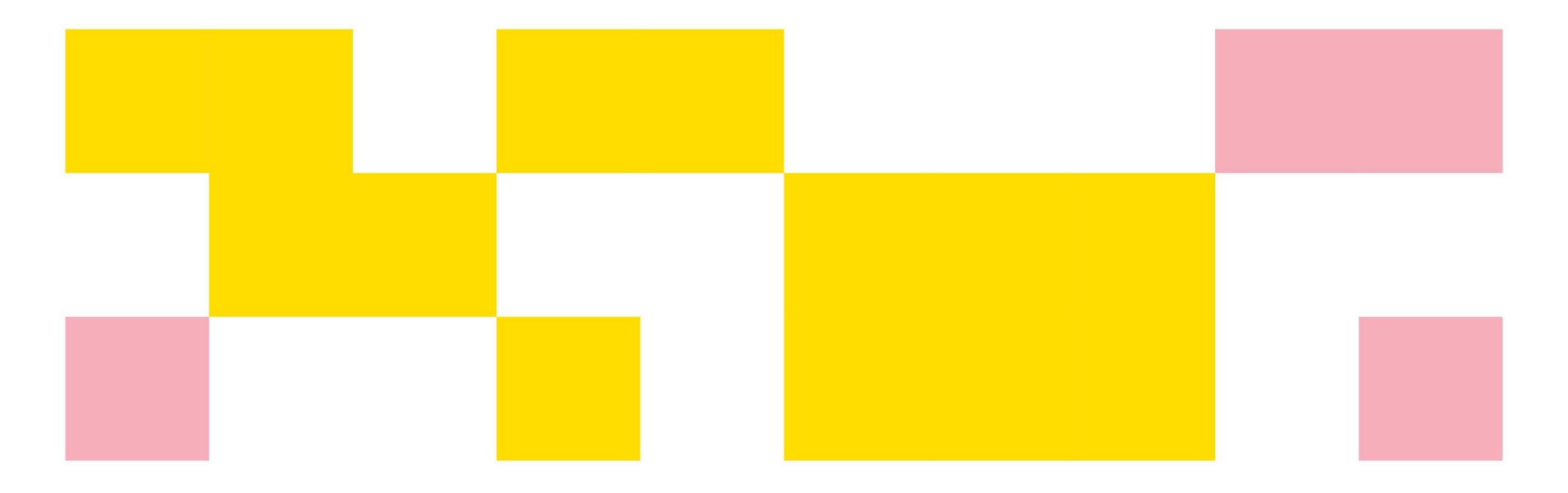
- Key area of focus is agreeing proposals around service levels and capital investment so that there is a clear basis
 for community consultation on the plan.
- Tight process for these decisions in order to progress through audit, consultation and final deliberations.

Audit approach

- Audit NZ initial feedback ('cold review') is complete with constructive feedback being incorporated
- Formal audit of consultation material begins in March 2024 once a clear set of proposals for the community are agreed
- We continue to work closely with auditors on underlying material for feedback



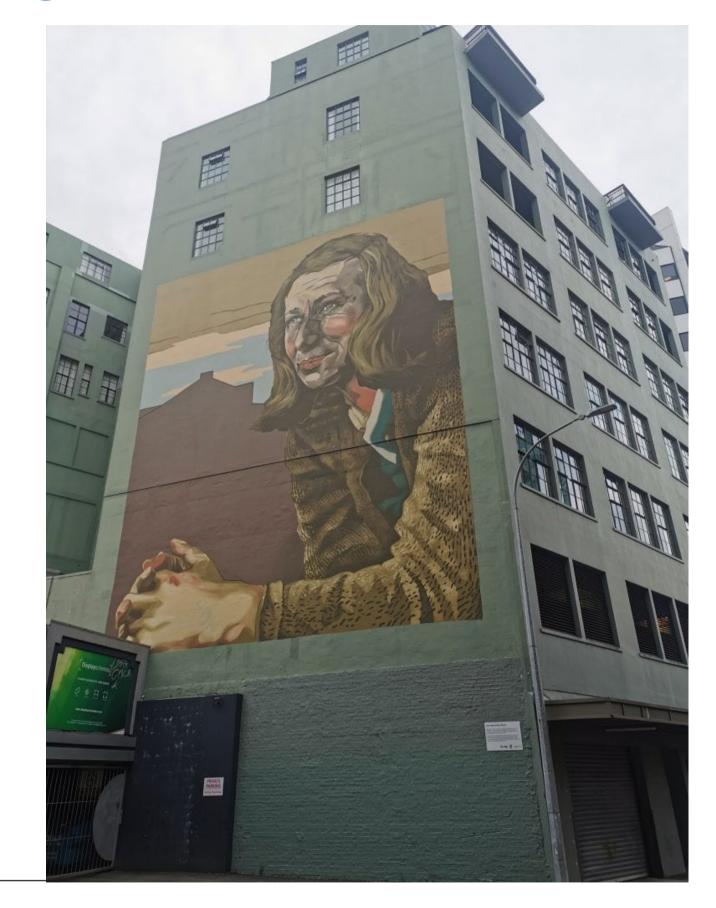
Recap: Budget



Budget has been prepared on the following basis

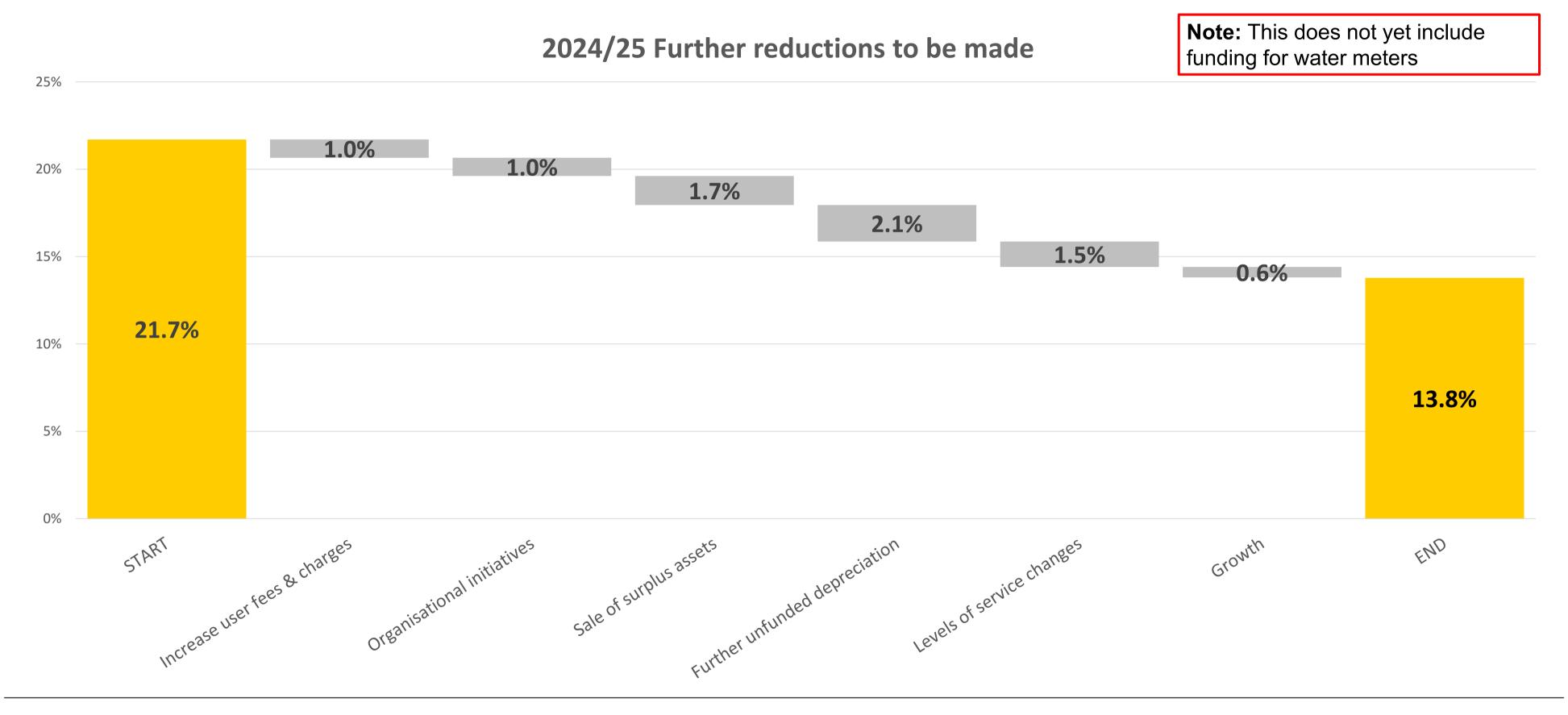
The draft budget is being prepared on the following basis to date:

- Decisions made on 9th November
- Investments are aligned to deliver on outcomes and priority areas
- Investments are phased over the 10 years of the plan
- Some capex reprioritisation to achieve objectives within funding limits
- Fees & Charges / New Revenue are used to ensure those that benefit continue to pay an appropriate portion of the costs
- Sale of surplus assets to fund operating expenses
- Not fully fund depreciation where appropriate (excludes three waters and transport) in years 1-10 with increased renewal investment from years 11-30
- Some proposed changes to service levels (for deliberations on 15 February)
- Organisational efficiencies



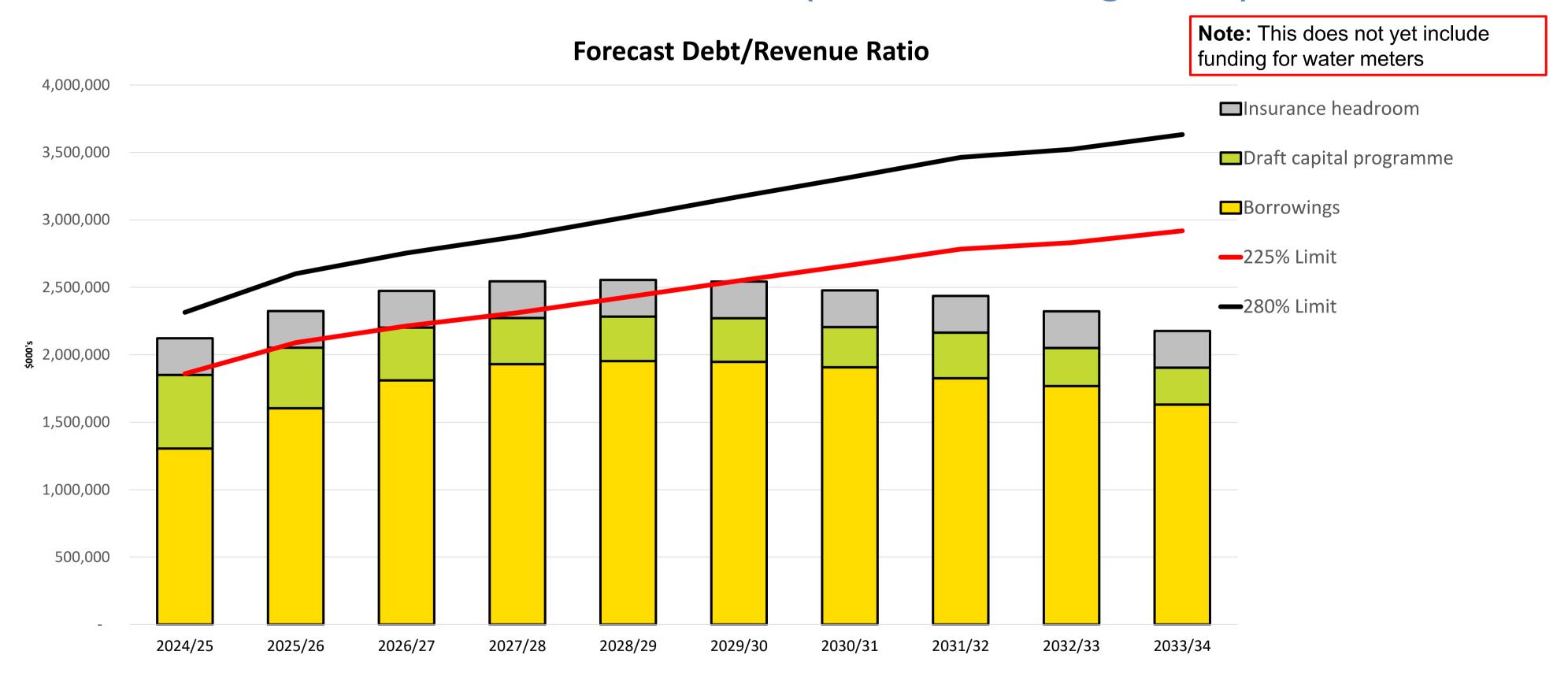


A reminder from 12 December (indicative figures)



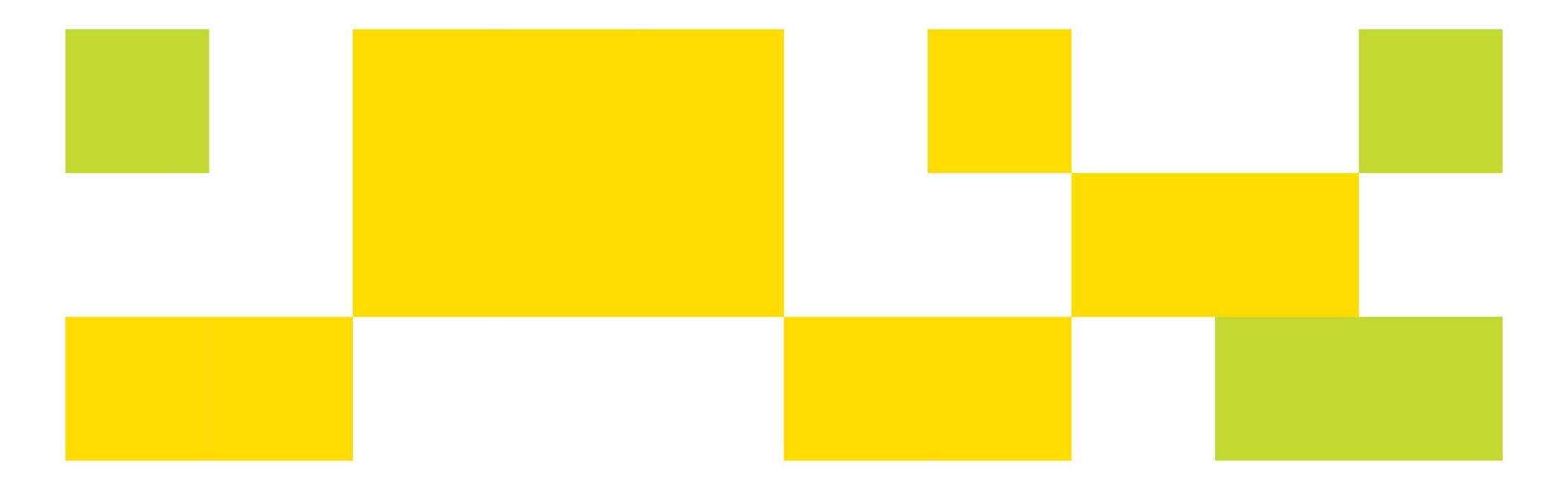


A reminder from 12 December (indicative figures)





Key Issues: Water and Transport



Three Waters

Overview

- Three waters are a core mandated service for Councils to deliver.
- A well functioning three waters network is a high priority for the city and the region
- Our network, as well as that of the region, is not performing as required due to the overall age of the network, legacy investment issues and recent earthquakes.

Central Government position

- Key principles of Local Water Done Well for the delivery of water services include:
 - Introducing greater central government oversight, economic and quality regulation.
 - Local government led, fit-for-purpose service delivery models and financing tools, such as improving the current
 CCO model and developing a new class of financially separate council-owned organization.
 - Setting rules for water services and infrastructure investment.
 - Ensuring water services are financially sustainable. Financial sustainability means revenue sufficiency, balance sheet separation, ring-fencing and funding for growth.



Three Waters (cont.)

- As part of the 2021 LTP we significantly increased funding for three waters, with a capital programme of approximately \$678 million over the ten years of that plan. This was 33% more than the previous year
- Since 2021, we increased funding on an annual basis with contributions substantially more than planned in the 2021 LTP. In the last 3 years we have provided an additional \$29 million of opex funding
- On 21 November WWL presented a range of investment options for the 2024 LTP.
- The unconstrained WWL proposed budget is unaffordable for the Council and Councils in the region
- We will look to invest as much as we can in Three Waters within the community and our levels of affordability.

Development of options

- The next slide covers the options for Councillors to consider for inclusion in the 2024-34 LTP
- Work continues to refine these options including whether there are other principal options, and they will be brought to 15 Feb for consideration
- The options reflect level of investment based on existing legislative settings





Three Waters - option 1 (Not recommended)

Overview of option

This option includes:

• 2023/24 budget + unavoidable cost increases

Opex costs

• \$53.35m pa (circa \$600m over ten years)

Capex costs

• Baseline option - \$896m over ten years

	Rates impact (year 1)	Debt impact (year 10)
Baseline	13.8%	\$897m





Three Waters - option 2 (Not recommended)

Overview of option

This option includes:

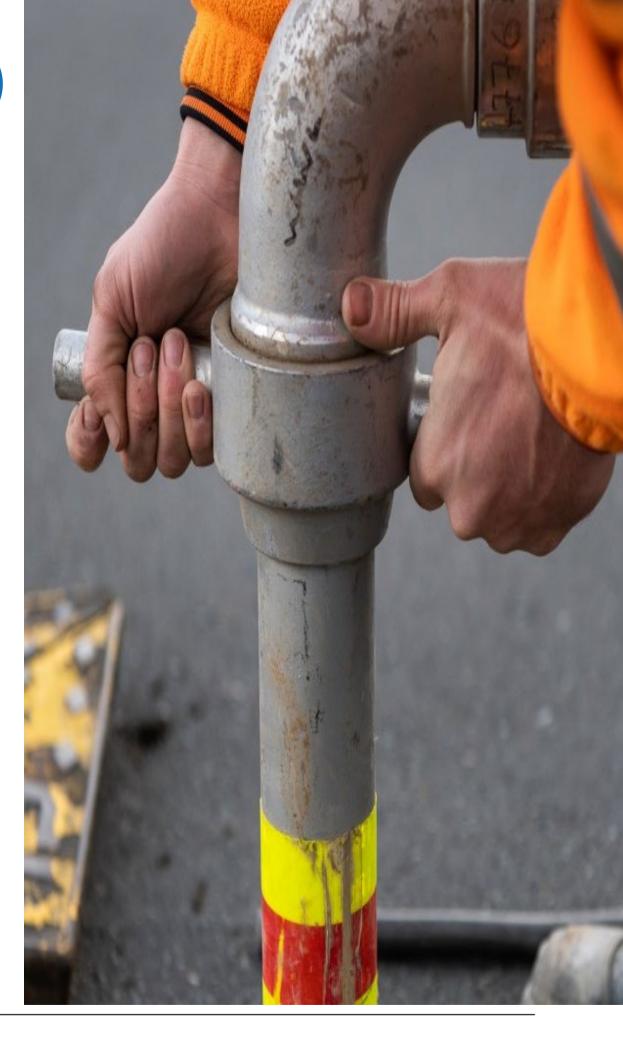
- 2023/24 budget + unavoidable cost increases
- + water meters

Opex costs

- \$53.35m pa (circa \$600m over ten years)
- + \$2.4m for planning for universal water meters in first three years

Capex costs

- Baseline option \$896m over ten years
- + \$122m for smart water meter roll out from year 4.
- Timing to be confirmed and needs to be regionally consistent
- Assumption for water meter budgeting is capex but this is to be worked through





Option 2 impact on rates and debt

	Rates impact (year 1)	Debt impact (year 10)	
Option 1	13.8%	\$897m	
Option 2 water meters	+0.5%	+\$122m (not inflated)	

Note 1

Option 1 was included in the December budget as a placeholder. It did not have water meters in at that point

Note 2:

Assumes additional costs are added to rates and debt rather than further prioritisation of BAU and existing programmes



Three Waters - option 3 (Recommended)

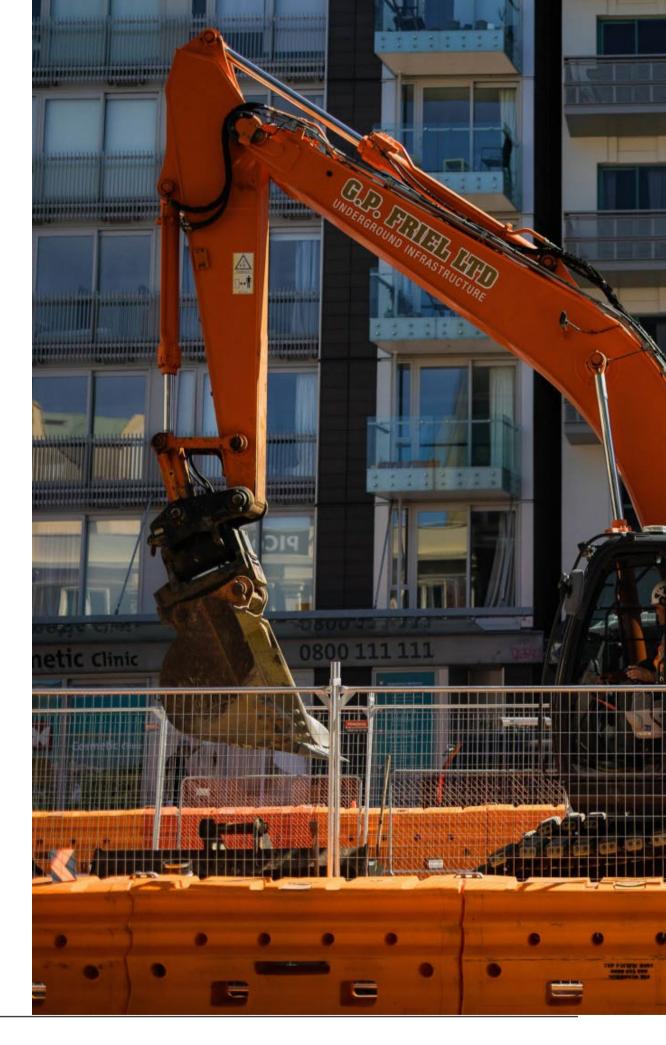
Overview of option

This option includes:

- Everything from Option 1
- · Plus additional investments with a focus on the <u>drinking water</u> network
- The additional possible investments are outlined in separate parts below:

Part A: Additional investment – leak detection / repair

- Increase Opex funding for water to WWL recommended level
- Opex: Additional \$5.3m Opex pa for leak / reactive maintenance (circa \$60 over the ten years).





Three Waters - option 3 (cont.)

Part B: Water network renewal - target priority areas

- Target existing water renewal network funding to priority areas
- This means completing the Golden Mile in two stages.
- Complete Courtenay Place will be delivered as planned and Lambton Quay and Willis Street in later years of the LTP
- This would free up circa \$16m earmarked for Golden Mile water renewal to higher priority areas of the city in the short term.

Part C: Additional capex funding - Pressure Control Valve Management

- Reduce pressure in the network. Current pilot underway.
- Early indicators is that this will reduce the number of failures and reduce leakage from the network.
- Additional funding of \$3m in first three years, \$7.8m total (capex)

Part D: Additional funding - Reservoir capacity

- The current Bell Rd reservoir is over 100 years old and needs renewing.
- The Moe-i-te-Ra Reservoir needs to be constructed first to ensure capacity is available in this part of the city whilst the Bell Rd Reservoir is renewed.
- Total capital costs is \$91m timing and phasing to be confirmed



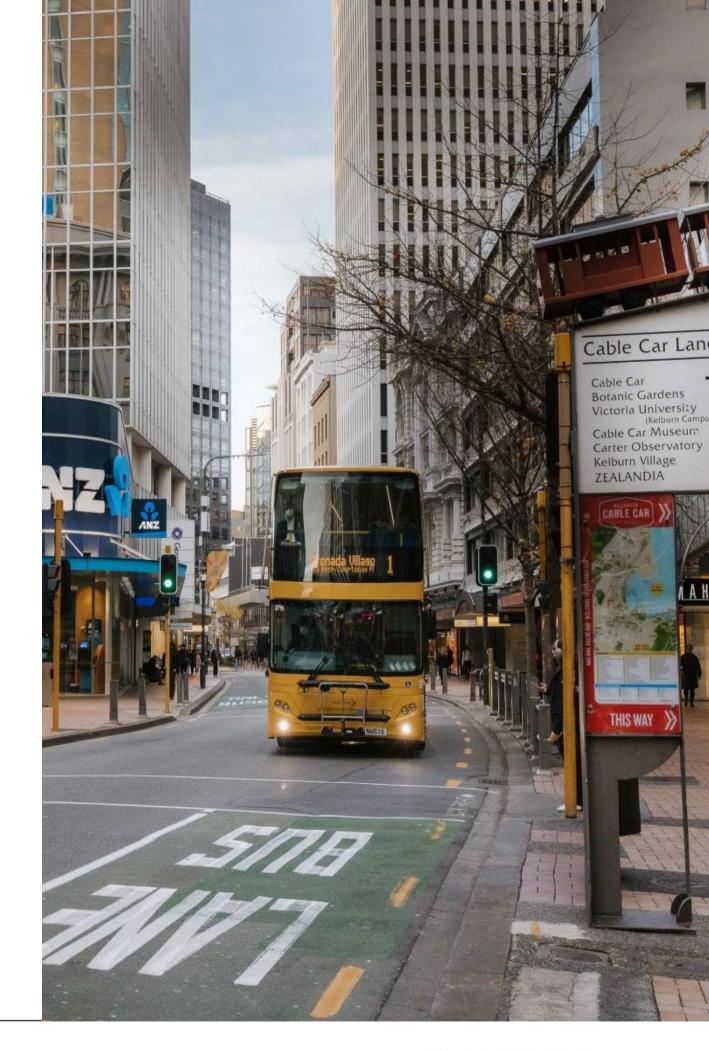
Option 3 impact on rates and debt

	Rates impact (year 1)	Debt impact (year 10)	
Option 1	13.8%	\$897m	
Option 2	+0.5%	+\$122m (not inflated)	
Option 3 (Part A)	+1.1%		
(Part B)	No additional impact / Reprioritisation	No additional impact / Reprioritisation	
(Part C)	N/A	+\$7.8m (not inflated)	
(Part D)	N/A	+\$91m (not inflated)	



Transport (LGWM)

- The Government / WCC / GWRC agreed in principle to dissolve LGWM. Central government will build/fund:
 - Basin Reserve upgrade
 - second Mt Victoria tunnel
 - opportunities for urban development and housing.
- Council will bring the Thorndon Quay / Hutt Road, Golden Mile and City Streets projects in house.
 - enable Council to reset relationships with key stakeholders
 - opportunity to reset programme inline with capital programme constraints
- The individual business cases for the City Streets projects are not yet complete. The intention is to progress the highest priority City Streets projects, such as the second spine, with the Bike Network Plan as one programme of work.
- In parallel we will be developing a combined multi-modal programme, including bus-priority improvements.





Transport - current budget allocation

Initiative	Capex (over 10 years incl. 2023/24 budget)
Golden Mile	\$70m
Thorndon Quay Hutt Road	\$32m
City Streets and other	\$113m
Total	\$215m

These figures are indicative only and subject to change.



LTP Budget Progress Update



LTP Budget Progress Update

- Following slides work through the levers that officers have investigated
- Summarise the likely overall budget position that will be presented on 15 February in particular:
 - Organisational initiatives
 - Fees & Charges/New Revenue
 - Sale of surplus assets to fund operating expenses
 - Not fully fund depreciation
 - Proposed changes to service levels for deliberations on 15 February
 - Other Change: Frank Kitts park update
 - Revenues fees and charges
- The proposed additional funding for water will be included in the budget that will be presented on 15 February (and the associated impact on rates).





LTP Budget Progress Update (cont.)

Starting budget position was 21.7% and through detailed review of the budget and the use of the levers outlined below has reduced the indicative rates increase to 13.8%

Levers

1. Organisational initiatives \$5m (approx.)

Further efficiencies through organisational change. To be implemented 1 July 2024.

2. Fees & Charges/New Revenue \$5m (approx.)

Covered under Revenue & Financing Policy & fee changes slides. Proposing that this is met through increased/new Parking fees.

3. Sale of surplus assets to fund operating expenses \$8m (approx.)

The proceeds from the sale of some commercial leases to be used to fund operating expenses rather than offset against debt.

4. Not fully fund depreciation \$10m (approx.)

Proposal to not rates fund the depreciation on some assets, for example, Tākina.

5. Decrease in levels of services \$7m (target)

Per following slides



Decrease in levels of services

- On 12 December workshop, we proposed to use the lever of decreasing some level of services to achieve the target saving of \$7.0m
- Council has reviewed all the level of services and have proposed a number of changes to level of service (next slide and handout for details)





Summary of Proposed Savings

Initiative	Description	Estimate Savings
Composting hubs trial	Remove funding for composting hubs as we are introducing organics collection service	\$0.14m
Heritage advisory service	Decrease the free Heritage advisory service (non-regulatory)	\$0.21m
Wellington publication (Our Wellington)	Move from hard copy to digital for Our Wellington publication information	Est. \$0.13m
Graffiti service	Reduce graffiti budget from \$0.5m to \$0.38m	\$0.12m
Library network	Reducing hours across library network\$400k library saving budget	\$0.40m
Wadestown Community Centre	 Revisit sale of Wadestown Community Centre as signalled in 2021-31 LTP and sell 	\$0.08m
CCTV Cameras	 (a) Cease live monitoring or (b) look to pass on costs for active monitoring of city safety CCTV cameras or source alternative funding source 	Up to \$0.23m
Swimming pool operations	 Close Khandallah Pool and decrease hours of operation/season at other pools Note: change to previous Council decision on Khandallah Pool on 9 November 	\$0.59m
New Years Eve event	Discontinue New Year's Eve signature event	\$0.29m
Annual Fireworks	Discontinue annual fireworks	\$0.20m
Arapaki service centre	 Close Arapaki service centre (Digital and phone service, with other services to be delivered by libraries 	\$0.30m
Property leasing arrangements	Opportunities for leasing to generate additional revenue	Est. \$2.5m
Internal Level of Service savings	 Internal savings – no committee approval required (on top of \$5m committed in the budget) 	\$1.8m



Revenue and Finance policy & fee changes



Revenue and Finance policy update

The Local Government Act 2002 requires Councils to adopt a Revenue and Financing Policy

The purpose of the R&F policy is to provide predictability and certainty about sources and levels of funding available to the council. It explains how activities should be funded to achieve strategic Outcomes. How activities should be funded, key questions are:

Who benefits?

- Individual user charge
- Identifiable part of community targeted rate
- Whole community general rate

Who creates the need for an activity?

- Beneficiary pays
- Exacerbator pays

Time frame of benefits?

Can someone be excluded from the activity?

Yes - pointing towards fees
No - pointing towards General rates

Plus, consideration of overall Impact on Community from funding split & Judgement:

- Accountability
- Affordability
- Benefit & Cost
- Business
- Competition
- Efficiency & Equity
- Impact of change
- Legal & Social
- Strategic Alignment & Transparency



Changes to Revenue and Finance policy

Changes to Activity structure

- 1. Added two new activities:
- Charged up Capital
- Collection of Organics & Rubbish (from Y3 LTP)
- 2. Removed four activities:
- Māori and Mana Whenua Partnerships
- Major Economic Projects
- Climate Insights & Engagement
- Energy Efficiency and Conservation
- 3. Other changes to existing activities:
- Combining activities where makes sense
- Activity name changes (e.g. arts space)

Other changes

- Introduction of funding bands rather than a fixed percentage
- Expectation of annual inflation adjustments
- Changes to overall funding considerations
- Rating Policy Review



Revenue and Finance policy alignment

68 activities

7 areas of non-alignment (outside funding band)
16 areas with proposed changes to fees above inflation

Activities requiring higher fee funding (less rates funding) - temporary non-compliance

- Marinas
- Housing (*ring-fenced)
- Golf Course
- Passenger Transport Network

Activities requiring lower fee funding (more rates funding) – temporary non-compliance

- Recreation programs
- Cycle Network
- Roads & Open Spaces



Fees & Charges

- The Revenue & Financing Policy states fees should be increased in line with inflation every year
- Temporary non-alignment with Policy for Swimming Pools, Marina's, Cemeteries & Housing
- We are proposing a further increase to Revenue of \$5m to help offset rates increases – met through new/increased parking fees
- Most activities have fee increases at or above inflation (see next slide for list)

Can fees be increased further?

- Some areas can't increase fees without substantial decreases in volume (e.g. Swimming pools)
- We are restricted to reasonable cost basis rather than making a profit for most activities
- Some activities have minor revenue, increasing fees even more won't significantly increase revenue





Fees & Charges: New Fees / Parking

New fees for

- Parking
- Swimming Pools
- Marina's
- Waterfront
- Cemeteries
- Network wide Control & Management
- Parks & Reserves
- Charged Up Capital
- Building Control & Facilitation
- Development Control & Facilitation
- Public Health Regulations

Fee increases substantially above Inflation for

- Waste minimization
- Network wide control and management (corridor access)
- Parking
- Swimming Pools
- Recreation Centres
- Wellington Gardens
- Golf Course
- Building Control & facilitation
- Development Control
- Public Health Regulations

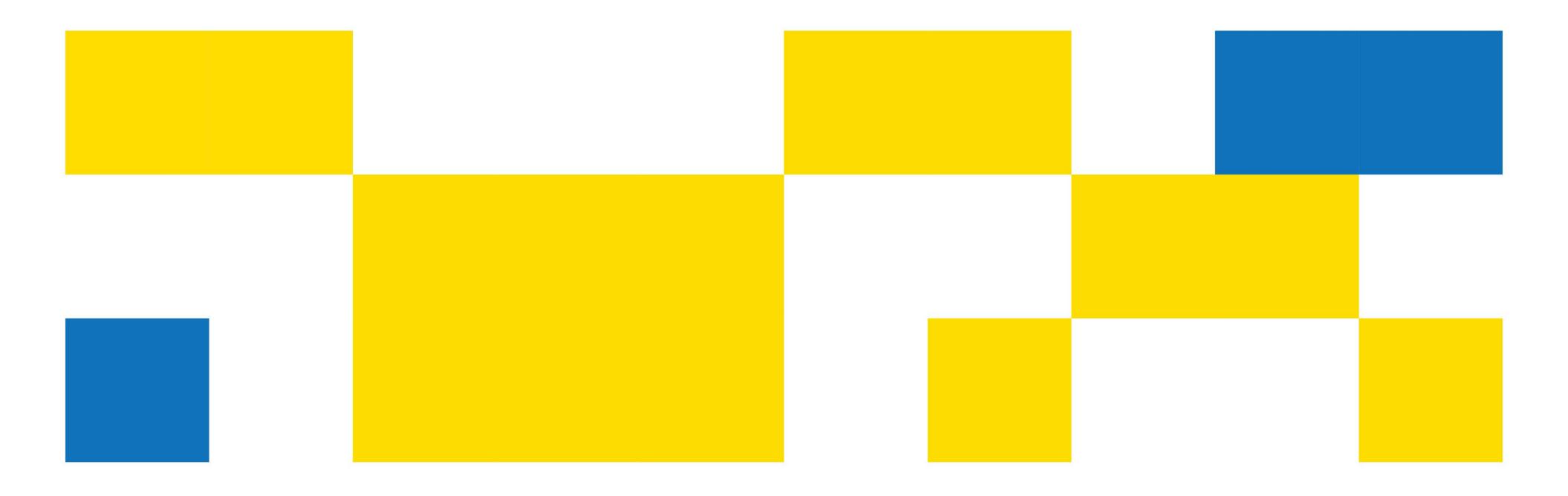
Parking

- Changes to Parking to meet the \$5m additional revenue targeted
- Revised and additional parking charges proposed in line with WCC Parking policy.

 Includes:
- Uniform \$5/h charge for pay-by-plate parking in the central city
- Introduce parking charges in selected suburban areas
- Replace coupon parking with pay-by-plate spaces
- Purchase additional off-street parking.



Other change: Frank Kitts park update



Other Change: Frank Kitts Park Update

So far:

- The current LTP has budgeted for \$6.5m in year 1 for Chinese Garden in Frank Kitts Park, but there was no funding for the wider Frank Kitts Park Redevelopment beyond resource consent lodgement.
- Additional \$40.0m Capex
- The resource consent application for the adopted plan is progressed well and will be ready for lodgement shortly.

Approach:

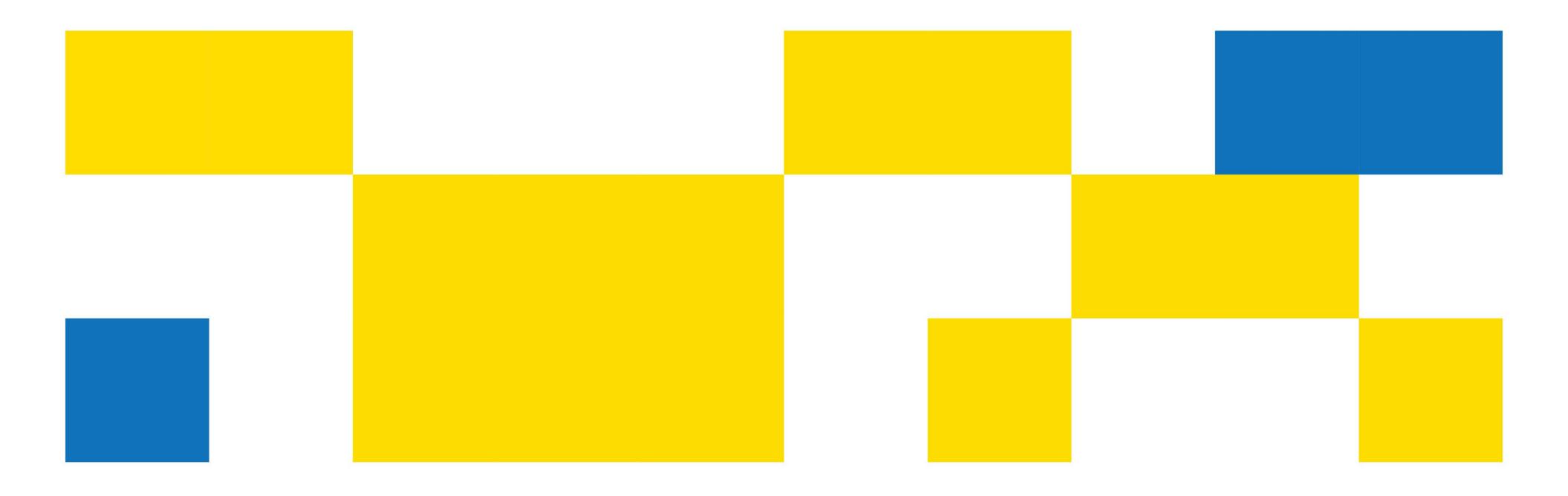
- \$3.0m out of the \$6.5m is required for years 1 3 2024-34 LTP for consenting process and detailed design, and then year 4 - 6 will be the construction period which requires additional LTP funding.
- The Chinese Garden will be contributing funding towards the construction and the garden will be owned by the Council.
- The Fale Malae construction will align with WCC's construction programme and be fully funded and owned by the Fale Malae Trust.
- Will come back on the 15th for advice





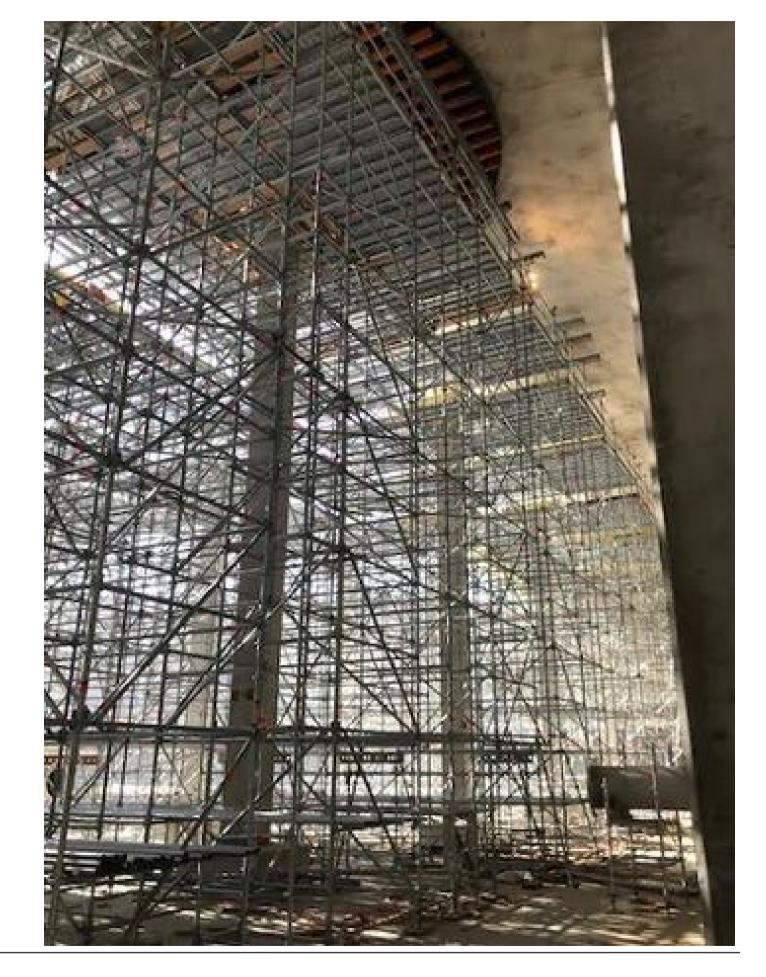


Infrastructure and Financial Strategies overview



Finance and Infrastructure strategies

- Both strategies are key interdependent foundations of the LTP.
- Together tell a story about *long-term financial sustainability* and addressing the *infrastructure needs* of the city over a 30-year horizon.
- Separate strategies rather than combined for 2024
- Still strategic but allows for greater level of detail for both





Financial Strategy: Goal - ensure long-term financial stability

Focus:

- 1. Managing immediate affordability constraints
- 2. Infrastructure deficit affordable funding of deficit catch-up; and
- 3. Easing Balance Sheet constraints



Key strategies:

Strengthen the:

- Prudent management and prioritisation of its investment programme and expenditure in community services (rates, borrowing)
- Risk management of the investment in infrastructure assets; (funding renewals & core assets, asset recycling, alternative funding)
- Resilience of the Council's balance sheet (diversifying the investment portfolio including reducing the asset geographic concentration, alternative insurance solutions & investment vehicle)

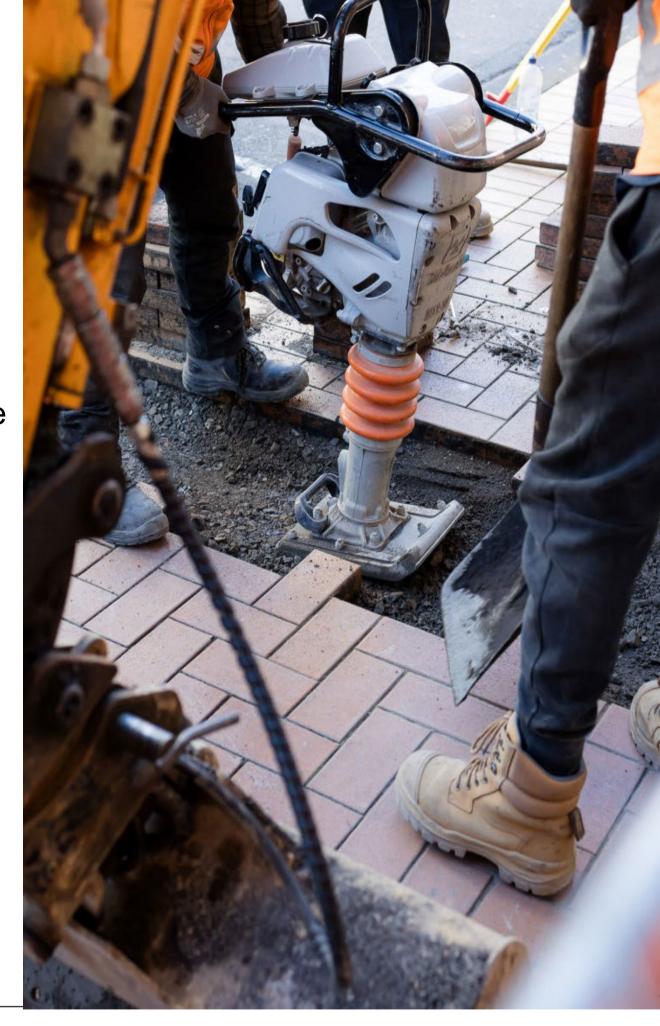
Key tools include:

- Retain existing 225% debt to revenue ratio. Excluding a \$272m insurance headroom, the forecast shows WCC will just stay within this limit, for the first 5 years, then improving from 2029/30 onwards to *include* insurance headroom
- 5-8% average rates limit over 10 years.
- Rates limit excludes the sludge levy which starts 1 July 2024.
- Transition from higher rates increases in the first three years of the LTP reducing to an approximate 5% increase year on year for the remaining years.
- Prioritise renewals in early years



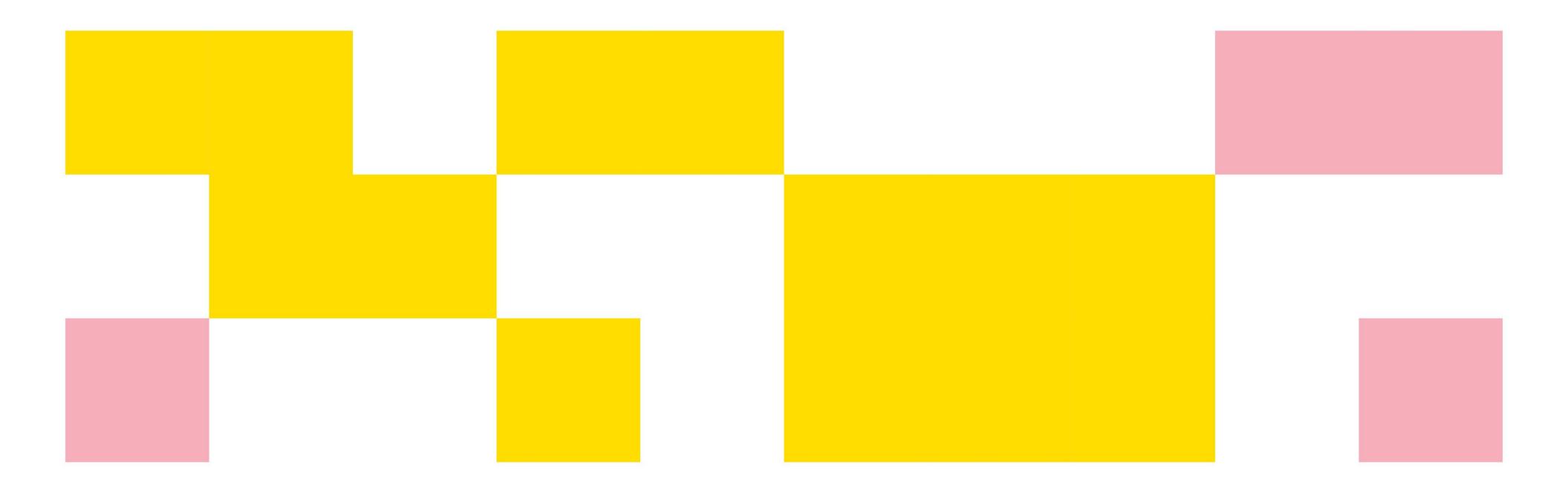
Infrastructure Strategy Summary

- Purpose of the strategy:
 - significant infrastructure issues over next 30 years
 - the principal options for managing those issues and the implications of those
- It signals key decisions relating to the city's infrastructure over the next 30 years.
- Approximately two-thirds of the Councils \$10 billion infrastructure assets these are for three waters services and transport.
- The strategy covers five **infrastructure challenges** and the proposed strategic responses to them across different asset groups.
- The challenges are:
 - Population growth and changing demand
 - Aging and declining condition of infrastructure
 - Mitigation and adaptation to climate change
 - Earthquake hazards and earthquake prone buildings
 - Affordability and deliverability





Consultation Document – Key issues and approach



LTP Consultation - A prescribed process and audited Consultation Document

- LTP community consultation occurs under the Special Consultative Procedure on the Local Government Act and is prescriptive on content and process
- The Council cannot consult with a predetermined, fully developed LTP plan and budget. The full LTP document is prepared after community consultation and Council deliberations on the final content of the LTP (June 2024)
- Have to have an open mind throughout the consultation period and in receiving and considering feedback

- The significant proposals for the LTP are presented to the community in the Consultation Document (CD) which is audited and reviewed by the OAG. The CD includes an audit opinion.
- Significant proposals assessed against statutory requirements, the Council's Significance and Engagement Policy and audit guidance / feedback.
- Overall, the CD has two tiers of information for public input:
 - Significant proposals key significant decisions for the Long-term Plan, with clear options including the objectives of the proposals as well as how rates, debt, and levels of service might be affected (with relevant supporting documents / policies); and
 - Other key features of the LTP strategies, policies, fees and charge and budget for community feedback.



Consultation - LTP significant decisions for 2024

The following *significant* proposals are to be the basis for consultation through the CD:

- 1. Three waters funding: as per previous slides (and subject to decision making on 15 February)
- 2. Establishment of a Perpetual investment fund through sale of airport shares: diversify investment and insurance risk through selling airport shares and ground leases and establishing a new investment fund
- 3. Waste collection: Changes to Council's waste collection service to meet Zero Waste targets, including moving to a rates-funded service and the introduction of organics collection.

Note: the City to Sea bridge is no longer a consultation item and will have a separate consultation with the full draft Te Ngākau masterplan.

In the CD these proposals will have specific options for the community to consider along with audited information on financial and non-financial impacts and risks etc.



Establishment of a perpetual investment fund through sale of airport shares

Options	Collection
A **	Full sale of Council's airport shares and use the proceeds to create a new Perpetual Investment Fund (PIF) to manage future natural disasters and insurance risk. Proceeds from future ground lease sales could also be transferred into the fund (if/when these leases were considered for sale).
В	Partial sale of Council's airport shares and use the proceeds to create a new Perpetual Investment Fund (PIF) to manage future natural disasters and insurance risk. Proceeds from future ground lease sales could also be transferred into the fund (if/when these leases were considered for sale).
C	Do not sell Council's airport shares and do not establish the Perpetual Investment Fund to manage future natural disaster and insurance risk.



Waste proposed options

Rubbish and Organics

Options for bags or wheelie bins for rubbish, and whether to introduce organics

Note: rubbish collection would change to fortnightly once organics is in place

Options	Collection
A	Weekly 60L rubbish bags and no organics collection.
	Remains user pays – status quo option
В	Fortnightly 60L rubbish bags and Weekly 23L food only bin
	User pays for rubbish, targeted rate for organics
С	Fortnightly 60L rubbish bags and Weekly 80L food and garden wheelie bin
	User pays for rubbish, targeted rate for organics
D	Weekly 80L rubbish wheelie bin and no organics collection
	This would be funded by a change to a targeted rate, changes container
E	Fortnightly 120L rubbish wheelie bin and Weekly 23L food only bin
	Targeted rate for rubbish and organics
F*	Fortnightly 120L rubbish wheelie bin and Weekly 80L food and garden wheelie bin
	Targeted rate for rubbish and organics

Recycling and Glass

Options for increasing size of recycling wheelie bin and whether to change glass collection method

Note: this is funded through the landfill levy

Options	Collection
A	Fortnightly 120L recycling wheelie bin and Fortnightly 45L glass crate (status quo)
В	Fortnightly 120L recycling wheelie bin and Four-weekly 80L glass wheelie bin
C*	Fortnightly 240L recycling wheelie bin and Fortnightly 45L glass crate
D	Fortnightly 240L recycling wheelie bin and Four-weekly 80L glass wheelie bin

Other items in the Consultation Document for feedback

Feedback items

These are decisions facing Council that are not classified as significant, but which are likely to be helpfully informed through community feedback. They include:

- 1. Overall budgeting settings rates and debt levels
- 2. Fees and user charges, including Parking services fee changes
- 3. Revenue and Financing policy
- 4. Notable LoS trade-offs to be confirmed on 15 February.

Disclosures

We will also signal the upcoming significant decisions and areas of uncertainty in our planning to ensure the community are well informed.



Next Steps



Next steps of the LTP process

- 31 Jan: LTP briefing
- Early Feb drop-in session (to be programmed)
- 15 February: Deliberation on draft budget, assumptions and level of service
- 27 February: LTP process update (Audit & Risk Committee)
- 13 March: Agree Consultation Document to Audit
- 10 April: Consultation Document adoption and Approve DC Consultation
- 12 April 12 May: Consultation
- 9-22 May: Public Hearings
- 30 May: Deliberation on the final LTP
- **26-27 June:** Adopt the 2024-34 LTP

Note: feedback to the Mayor through councillor survey prior to the 15th



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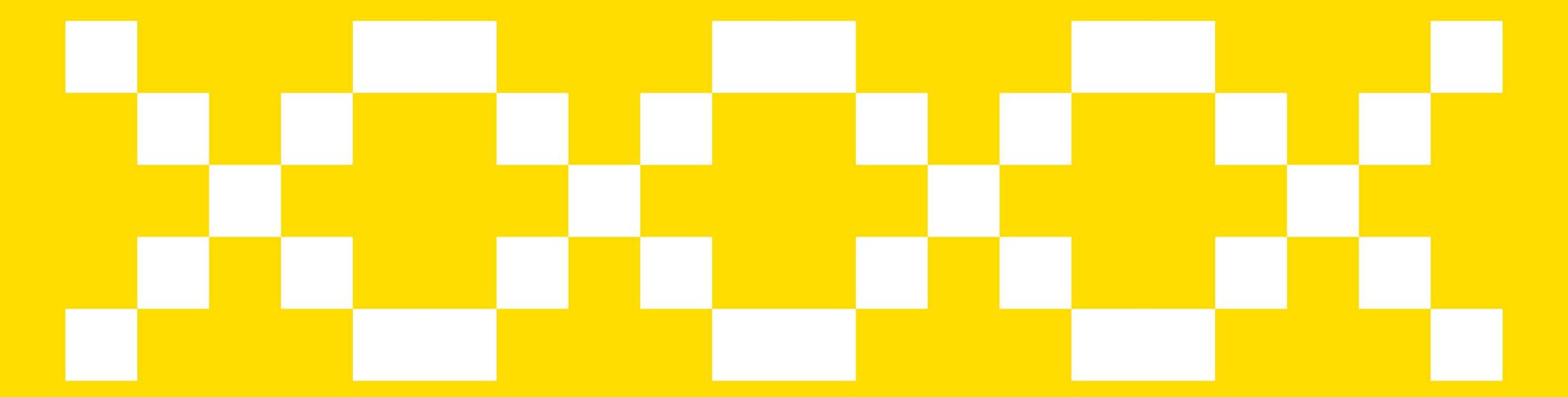


Items that will be considered on 15 Feb

- Draft Financial Strategy
- Draft Infrastructure Strategy
- Draft Budget overview
- Proposed levels of service changes
- Draft Significant Forecasting Assumptions
- Draft Revenue and Financing policy
- Draft Fees and charges
- Draft Activity Statements







Questions

Our 10-Year Plan 2024-2034

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