

SOUTH DUNEDIN FUTURE - PROGRAMME PLAN

Department: Maori, Partnerships & Policy

EXECUTIVE SUMMARY

- 1 This report provides an update on the South Dunedin Future (SDF) programme and seeks the approval of Council Committees to proceed on the basis outlined in the attached programme plan. Approval will be sought from the Dunedin City Council (DCC) Planning and Environment Committee (P&E) and Otago Regional Council (ORC) Strategy and Planning Committee (S&P) on 6 and 13 July 2022 respectively.
- 2 The programme plan has been developed collaboratively by DCC and ORC to outline the 4-year process by which partners and stakeholders can navigate the complex social, environmental, economic and political issues required to determine the future for South Dunedin. The programme plan does not provide answers, these will come in time. Rather, it outlines the key questions that need to be asked and describes how partners, stakeholders, and decision-makers will progressively work through the issues.
- 3 The objective is to develop a comprehensive climate change adaptation strategy for South Dunedin, and to do this in a way that is robust, transparent, and inclusive. Central to this will be community engagement, where partners and stakeholders will be provided with a range of opportunities to consider the issues, understand the options and trade-offs, hear what others think and want, and ultimately influence the final decisions. In this way, everyone should have an opportunity to shape the future of South Dunedin.
- 4 Effectively adapting South Dunedin to a changing climate will be a complex process, filled with uncertainties. It is very unlikely to be a challenge that is 'solved' by a single, large, one-off investment or decision, because the issues involved are diverse, interwoven, and enduring. The more likely course is a series of incremental decisions, policies and investments which over time reshape the urban form of South Dunedin to better manage climate risk, while seeking to retain and enhance the many unique characteristics of the community and environment present today.
- 5 While the challenges facing South Dunedin are considerable, the expectations for its future are correspondingly, and appropriately, ambitious. This programme is not simply about protecting the status quo for as long as possible. Rather it seeks to empower partners and stakeholders to envision a better future for South Dunedin, one where they are not only better prepared for and more resilient to the effects of climate change, but where adaptation occurs in a manner that also supports their broader social, cultural, and economic ambitions.
- 6 In this sense, the programme has a dual focus on managing the growing risks presented by climate change, while also about realising the opportunity that will come with change. In doing so, the intent is to realise the best possible future for South Dunedin.

RECOMMENDATIONS

That the Committee:

- a) **Notes** this report titled South Dunedin Future – Programme Plan.
- b) **Notes** the contents of the attached South Dunedin Future Programme Plan, which outlines the proposed process for developing a climate change adaptation strategy and implementation plan for South Dunedin.
- c) **Endorses** the proposed approach to delivering the South Dunedin Future programme, which includes utilising the Dynamic Adaptive Planning Pathways (DAPP) methodology, as recommended by the Ministry for the Environment for climate change adaptation work.
- d) **Notes** the proposed strategic intent for the South Dunedin Future programme, noting this is interim, will be further developed to incorporate mana whenua inputs, and that Council approval of a final version will be sought in due course.
- e) **Endorses** the proposed scope of the South Dunedin Future programme, noting the complexity, uncertainty and interdependence of the issues involved, and the graduated and flexible nature of the scope.
- f) **Notes** the systemic nature of climate change and urban development issues will likely require the South Dunedin Future programme to examine the wider natural hazards environment, and to consider city-wide planning and infrastructure issues, when assessing the implications for South Dunedin.
- g) **Endorses** the proposed South Dunedin Future governance and management arrangements, noting these arrangements may need to be revisited in future, including following the local government elections in October 2022.
- h) **Endorses** the continued collaboration between Dunedin City Council (DCC) and Otago Relational Council (ORC) to manage and deliver the South Dunedin Future programme
- i) **Approves** the South Dunedin Future Programme Plan attached to this report.

BACKGROUND

- 7 For many years the Dunedin City Council (DCC) and Otago Regional Council (ORC) have been collaborating to address the numerous climate change-related issues facing South Dunedin. This has included adopting a programme approach, working across both councils, and in August 2021 included appointing a dedicated Programme Manager to oversee the work.
- 8 This report on the South Dunedin Future programme plan builds on three previous interactions with Councillors since August 2021, including:
- November 2021: A report updated Councils on the status of the South Dunedin Future programme, following the appointment of a dedicated Programme Manager in August 2021. It presented the findings of an initial assessment of climate change-related challenges facing South Dunedin and outlined the proposed programme, structure, logic, activities, and next steps. Councillors noted the report, including that a programme plan would be provided in mid-2022.
 - April 2022: A report provided an interim update on the South Dunedin Future programme to the Dunedin City Council's Planning & Environment (P&E) Committee and the Otago Regional Council's Strategy & Planning (S&P) Committee, each of which includes mana whenua representation. The report outlined activities underway and described the steps involved in developing the programme plan by June 2022, as the programme progressed through a definition phase. Committee members noted the report.
 - May 2022: A workshop provided P&E and S&P Committee members with updates on the programme, including overviews of the Dynamic Adaptive Planning Pathways (DAPP) process, updates on natural hazard work, insights into the interdependencies across the programme, and an engagement exercise modelled on those undertaken with community groups. Committee members provided a range of comments and feedback that has since been used to develop the programme plan.

DISCUSSION

Summary

- 9 The South Dunedin Future programme provides a framework for developing climate change adaptation options for South Dunedin. Adaptation means adjusting to the actual or expected climate and its effects, to reduce harm and take advantage of new opportunities. Taking the time to carefully develop these options and craft a strategy will maximise opportunities to enhance resilience, and improve social, cultural, economic, and environmental wellbeing.
- 10 The focus is on developing options for adapting to the locked-in impacts of climate change, and better understanding the risks presented by our changing climate, so we can better plan for the future. Successful delivery of the programme will require coordination of detailed technical work and extensive engagement with mana whenua partners, affected communities, and other stakeholders, over a number of years. The aim is to develop and deliver an adaptation strategy for South Dunedin that is viable, affordable, and backed by the community.

Overview of the programme plan

- 11 The programme plan seeks to consolidate and summarise key information associated with defining what the programme is (and what it is not), outlining how the programme will be controlled, and how progress will be tracked over time. The programme plan seeks to:
- Outline the background and context of the programme, enabling a common understanding of its origins, and the key problems it is seeking to address.
 - Record the objectives of the programme and desired outcomes in a draft strategic intent. This strategic intent will be further tested and refined as the programme progresses through subsequent phases.
 - Define the scope of the programme, by providing a framework for assessing activities and determining their relevance to the programme. This includes identifying exclusions, that is things that are considered outside of the programme scope (but which might commonly be thought of as being inside or associated with the programme).
 - Record programme constraints and assumptions, including known boundaries in which the programme must operate, and areas of uncertainty in which assumptions are made due to timing or limited available information.
 - Identify the key interfaces and dependencies the programme has with other key pieces of work, and note how these might affect the programme now or in the future.
 - Describe key risks and issues related to the programme, and outline roles, responsibilities, and arrangements for managing and mitigating risk.
 - Describe the overall approach, including the methodology that will be used to deliver the programme, and how the DAPP approach will be applied. This will also outline the programme structure, phases of work, connections and dependencies between, and key milestones, including a high-level programme schedule.
 - Provide a high-level breakdown of the work that is expected to be undertaken as part of the programme. This includes a range of questions that need to be answered, and associated activities that are planned to provide the necessary information or outputs.
 - Outline the programme structure, including key roles and responsibilities, and how these roles interact in the governance, management, and delivery of the programme. This includes summarising how the programme will be controlled, and how performance will be monitored and measured.

Highlights from the programme plan

- 12 The draft strategic intent seeks to provide goalposts for the programme, supporting South Dunedin to adapt to the impacts of climate change, while also promoting community wellbeing, resilience, and regenerating South Dunedin in the process. The main tool for doing this will be a climate change adaptation strategy for South Dunedin, which will seek to shape and inform work across DCC and ORC, as well as influence wider local and central government, community, and private sectors. The intention is to embed adaptation into day-to-day decisions.
- 13 Importantly, the programme will not replace or deliver business-as-usual functions of Councils (e.g. hazard investigations, land use planning, or infrastructure investment). Rather it will seek to (i) complement day-to-day functions through temporary, targeted additional work, and (ii)

shape and inform day-to-day work to drive greater consideration of climate change adaptation factors, in an effort to ensure council work is more sustainable and climate resilient.

- 14 The programme plan breaks this work into five phases, which mirror the DAPP process, and focus on answering five key questions: (i) what is happening; (ii) what matters most; (iii) what can we do; (iv) (how can we) make it happen; and (v) how is it working?
- 15 Within this framework, the programme is broken down into 37 different steps or programme actions, each of which will seek to provide essential information, answer critical questions, or step partners and stakeholders through a set of issues relevant to the programme.
- 16 The programme schedule outlines the high-level timeframes involved in working through the 37 steps and five phases of the programme over a 4-year period through to 2026. Importantly, throughout this process there will be many opportunities for the programme to inform business-as-usual work of councils, through periodic reporting and delivery of programme milestones (e.g. community engagements, risk assessments, staged adaptation option assessment, etc), which will each provide new information to inform decision-making across DCC and ORC. There is no requirement to wait until delivery of the final climate change adaptation strategy and implementation plan in 2026. The programme will also be informed by developments in a range of areas, such as new technical information, new legislation, or community feedback.
- 17 As the programme works through the 37 steps and five phases, all partners and stakeholders will play a role identifying viable adaptation options and pathways. This is expected to follow a cycle of: technical work – community engagement – council decision, which repeats several times until preferred options and pathways are identified and these are captured in a climate change adaptation strategy and implementation plan for South Dunedin.

What could this look like in practice?

- 18 How South Dunedin could best adapt to the impacts of climate change is not yet known. This will be progressively produced by the programme over time. How this process may develop, and what that might mean for South Dunedin and the wider city, could take shape as follows:
 - The programme produces information about the anticipated changes to the physical environment, the risks these changes present, and how this could affect what people value most in South Dunedin.
 - Following a series of community engagements, which assess a range of options for adapting to the expected impacts of climate change, viable options are identified and combined over different time periods to form adaptation pathways.
 - This network of adaptation options is progressively implemented across South Dunedin to manage risk and support other objectives. These initiatives could varyingly seek to:
 - i) accommodate hazards (by adjusting existing assets, such as raising floor levels or increasing stormwater network capacity in anticipation of future flood events);
 - ii) protect from the hazards (by holding the line using natural buffers, like dunes, or hard structures, like seawalls);
 - iii) retreat from hazard-prone areas (by moving people and existing assets away from the risk areas in a managed way over time); or

- iv) avoid (stopping placing people and assets in harm's way, primarily using land-use planning measures to prevent or discourage development in higher risk areas).
- As progress is made along pathways, certain signals would be registered (e.g. increasing severe rainfall events, more frequent flood events), eventually leading to certain triggers (e.g. sea-level reaches a particular height, certain infrastructure reaches end of life, withdrawal of finance or insurance), which lead to a switch between options or pathways.
 - The combination of changing physical environment, infrastructure investment, and shifting land use in different pathways potentially leads to de-intensification in high-risk areas of South Dunedin, and intensification in lower risk locations (to help compensate for any lost capacity and support general growth of the city).
 - Over time (likely decades) this process gradually reshapes the current mosaic of land use in South Dunedin to reflect to the changing climate change risk and hazard profile. The urban form of South Dunedin is reshaped in the process, in a gradual but constant progression that seeks to stay ahead of the changing physical environment, while remaining in sync with the community's priorities and ability to absorb change.
 - The resulting urban form would potentially be less-evenly developed than at present, with certain areas de-intensified and transitioned to green or blue space (e.g. parks, wetlands, open water courses, which may flood periodically), with other areas intensified (higher-density, possibly mid-rise, residential, commercial and industrial land use with additional infrastructure enabling such development).
 - This would be a continual process of adaptation, with the rate and ultimate duration likely determined by the trajectory of global emissions and the resulting sea-level rise.
- 19 The above description is one of many possible paths the programme and process may follow.

OPTIONS

- 20 Councillors have previously endorsed a programme approach to managing climate change adaptation issues facing South Dunedin. There are two primary options for progressing this work, either (i) through a formal, dedicated programme of work; or (ii) via business-as-usual approaches supplemented by informal coordination and collaboration across councils, partners, and stakeholders. The merits of these respective approaches are summarised below.

Option One – Recommended Option

- 21 The recommended approach is through a formal, dedicated programme of work that establishes a framework for collaborating across councils, partners, and stakeholders, with dedicated staffing and operating budget.

Advantages

- Clearer strategic intent for the work, including alignment to existing organisational strategies of DCC and ORC, supporting greater strategic coherence.
- Provides a formal structure in which to work across both councils, enabling staff to coordinate and collaborate more effectively, and establish additional work streams

necessary to progress the programme (which might otherwise sit outside or in between existing structures).

- Enables a range of operational efficiencies, including through:
 - i) centralisation of selected council functions relating to South Dunedin (e.g. communications, community engagement, multi-disciplinary work like risk assessments);
 - ii) enhanced coordination should reduce duplication of effort, help resolve previously intractable issues, and enable a range of efficiencies in terms of staff time and operating expenditure; and
 - iii) embedding climate change adaptation into council strategy, planning, budgeting, and operations to reduce the risk of both maladaptation (actions that lead to unintended consequences or increased risk from climate change); and creation of stranded assets (assets that have suffered from unanticipated or premature write-downs, devaluations, or conversion to liabilities).
- Provides a dedicated vehicle through which to undertake the extensive community engagement considered necessary to develop climate change adaptation options for South Dunedin in a robust, transparent and inclusive manner.

Disadvantages

- A formal, dedicated programme of work requires additional resourcing, including personnel and financial, and involves contributions of time and effort from a wide range of DCC and ORC staff (which will need to be redirected from other functions).

Option Two – Status Quo

- 22 The alternative approach is to continue to manage the collection of work via business-as-usual approaches, supplemented by informal, or less formal, coordination and collaboration across DCC and ORC on a case-by-case basis.

Advantages

- Avoids creation of a new or separate structure, and the financial and personnel commitments associated with a formal, dedicated programme office.
- Staff can focus primarily on delivering core functions of their respective areas, coordinating and collaborating on a case-by-case approach, if and as required.

Disadvantages

- Less clarity on strategic direction of the work, or how constituent projects fit together to form a coherent whole, as these are subject to interpretation from the disparate parts of DCC and ORC undertaking the work. Leads to ad hoc, issues-based adaptation.
- Primarily dependent on good will and individual efforts of staff, meaning momentum can easily be lost, through staff departures, changing workloads or priorities.
- Requires staff undertaking multidisciplinary work to either operate outside their areas of responsibility, or depend on others to complete different aspects of the work, which can

lead to a lack of clarity around roles and responsibilities, and wasted effort on partly completed work.

- Unclear how the extensive community engagement would be undertaken, though likely this would be on a case-by-case basis, led by different teams across DCC and ORC.
- This approach has proved problematic in the past and has not been effective or efficient at managing climate change adaptation issues facing South Dunedin.

NEXT STEPS

23 If approved by Council Committees, the next step would be to transition the programme from definition phase to a delivery phase. This would include several tranches of work, including:

- Undertaking programme management activities:
 - i) Developing and delivering a communications and engagement strategy
 - ii) Detailed stakeholder analysis and profiling
 - iii) Establishment of programme governance and management groups
- Commencing initial programme actions (from the programme plan):
 - i) Engagement with mana whenua
 - ii) Consolidated natural hazards information management
 - iii) Initial climate change and natural hazards risk assessment for Dunedin
 - iv) Detailed review of national and international adaptation options

Signatories

Author:	Jonathan Rowe - Programme Manager, South Dunedin Future
Authoriser:	Jeanette Wikaira - Manahautū (General Manager Māori Partnerships and Policy)

Attachments

	Title	Page
A	SDF PROGRAMME PLAN	
B	ANNEX 1 - SDF PROGRAMME MATRIX	
C	ANNEX 2 - CROSS-COUNCIL ADAPTATION WORK	
D	ANNEX 3 - DETAILED ROLE DESCRIPTIONS	
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F	ANNEX 5 - GLOSSARY	

SUMMARY OF CONSIDERATIONS

Fit with purpose of Local Government

This decision enables democratic local decision making and action by, and on behalf of communities.
 This decision promotes the social well-being of communities in the present and for the future.
 This decision promotes the economic well-being of communities in the present and for the future.
 This decision promotes the environmental well-being of communities in the present and for the future.
 This decision promotes the cultural well-being of communities in the present and for the future.

Fit with strategic framework

	Contributes	Detracts	Not applicable
Social Wellbeing Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Economic Development Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Environment Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arts and Culture Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3 Waters Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Spatial Plan	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Integrated Transport Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parks and Recreation Strategy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other strategic projects/policies/plans	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

The SDF Programme is a horizontal initiative, working across a range of vertical strategies, groups, and budgets in both DCC and ORC. This horizontal focus is intended to drive greater strategic coherence across Councils' strategies and operations regarding South Dunedin, particularly those with a direct climate change dimension. As such, the programme has links to a wide range of strategic objectives.

Māori Impact Statement

Accurately reflecting and integrating the principles of the Treaty of Waitangi, and Crown's partnership with Māori, is a central element of the SDF Programme. This is currently envisaged to include governance arrangements, aligning strategic objectives with Te Ao Māori and mana whenua aspirations; providing meaningful opportunities for all Māori to input their views and values; and identifying and agreeing Māori-specific programme outputs.

Sustainability

Sustainability will be a central component of the SDF Programme as it seeks to develop climate change adaptation options for South Dunedin over short-, medium- and long-term timeframes. This work will be integrated with the wider climate change work programme.

LTP/Annual Plan / Financial Strategy /Infrastructure Strategy

The programme management office and core programme actions within the SDF Programme have dedicated resourcing in the 2021-2031 10-Year Plan. Programme activities and projects (i.e. programme-related initiatives managed by other DCC or ORC teams) are subject to the planning and budgeting processes of those teams. The expectation is these activities and projects will be aligned with the infrastructure strategy (if/as appropriate). Programme planning will be aligned with the development of the 2024-2034 10-Year Plan, including the infrastructure strategy.

Financial considerations

The DCC's portion of the SDF Programme budget is \$500,000 per annum, which has been resourced in the 2021-2031 10-Year Plan. Programme activities and projects will have separate budgets, which fall outside the scope of this paper.

SUMMARY OF CONSIDERATIONS

Significance

This decision is considered high in terms of the Council's Significance and Engagement Policy. Community engagement will be a central element of the SDF Programme, and extensive engagement is planned in future stages, in accordance programme plan and with relevance council policies.

Engagement – external

Extensive external engagement has been undertaken on the SDF Programme between 2020-22, including over 80 dedicated community meetings and hui. In addition, in development of the SDF Programme Plan, targeted engagement has been undertaken with 14 community groups listed below:

- South Dunedin Community Network and Dream South D
- South Dunedin Stakeholders Group
- Dunedin Youth Council
- Primary school pupils – STEAM cluster (Tahuna Intermediate and Andersons Bay)
- South Dunedin Secondary Principals
- New Zealand School Trustees Association
- Disability Issues Advisory Group
- Otago Property Investors Association
- Business South (Energy Committee)
- Pacific Trust Otago
- South Dunedin Ministers Group
- Dunedin Interfaith Council
- Dunedin Multi-Ethnic Council
- Sport Otago

Engagement - internal

A large number of internal departments and positions have been engaged in development of the SDF Programme Plan. This includes, but is not limited to, the departments listed in Figure 2 of the Programme Plan document.

Risks: Legal / Health and Safety etc.

There are no anticipated legal/health and safety risks associated with this report. Risks relating to the SDF Programme are described in the Programme Plan.

Conflict of Interest

There are no conflicts of interest to declare with this report.

Community Boards

Community boards have not been involved with the development of this report.