

“Model report” – for Chief Executives to draw from when reporting to/briefing their councils on the next stages of three waters service delivery reform

Version 0.2 5 August 2021

[EXAMPLE] Purpose

This report updates the [Name] Council on

- the Government’s 30 June 2021 and 15 July 2021 Three Waters Reform announcements, which change the reform process previously outlined in 2020
- the specific data and modelling Council has received to date
- the implications of the revised Three Waters Reform proposal for Council and alternative service delivery options
- next steps (including uncertainties).

[EXAMPLE] Recommendations

That Council:

- 1) **notes** the Government’s 30 June and 15 July 2021 Three Waters Reform announcements
- 2) **notes** officer’s advice on the accuracy of the information provided to Council in June and July 2021 as a result of the RFI and WICS modelling processes
- 3) **notes** officer’s analysis of the impacts of the Government’s proposed three water service delivery model on the [XX] community and its wellbeing, including the impacts on the delivery of water services and water related outcomes, capability and capacity, on [NAME] Council’s sustainability (including rating impact, debt impact, and efficiency) and
 - a) **[BEST PRACTICE - INCLUDE HIGH LEVEL CONCLUSION HERE SO IT CAN EXIST AS A STANDALONE DECISION IN YOUR MINUTES WITHOUT GOING BACK TO THE REPORT]**
- 4) **notes** the analysis of three waters service delivery options available to Council at this time provided in [Report XX/YY]
- 5) **notes** that a decision to support the Government’s preferred three waters service delivery option is not lawful (would be ultra vires) at present due to section 130 of the Local Government Act 2002 (LGA), which prohibits Council from divesting its ownership or interest in a water service except to another local government organisation, and what we currently know (and don’t know) about the Government’s preferred option
- 6) **notes** that Council cannot make a formal decision on a regional option for three waters service delivery without doing a Long Term Plan (LTP) amendment and ensuring it meets section 130 of the LGA
- 7) **notes** that the Government intends to make further decisions about the three waters service delivery model after 30 September 2021

- 8) **notes** that it would be desirable to gain an understanding of the community's views once Council has further information from the Government on the next steps in the reform process
- 9) **requests** the CEO to seek guidance on and/or give feedback to the Government on
 - a) the following areas of the Government's proposal that Council needs more information on [INSERT AREAS]
 - b) the following changes to the Government's proposal/process [Insert areas]
- 10) **notes** that the CEO will report back further once they have received further information and guidance from Government [,LGNZ and Taituarā] on what the next steps look like and how these should be managed
- 11) **in noting the above, agrees** it has given consideration sections 76, 77, 78, and 79 of the Local Government Act 2002 and in its judgment considers it has complied with the decision making process that those sections require (including, but not limited to, having sufficient information and analysis that is proportionate to the decisions being made).

1. [EXAMPLE] Summary

- 1.1. Over the past four years the central and local government have been considering the issues and opportunities facing the system for regulating and managing the three waters (drinking water, wastewater, and stormwater) – Three Water Reform. The background is provided in Attachment 1 including information on Taumata Arowai (which became a new Crown entity in March 2021 and will become the dedicated water services regulator later this year).
- 1.2. The Government has concluded that the [case for change](#)¹ to the three waters service delivery system has been made [please see Attachment 2 for further information] and during June and July 2021 it released information and made announcements on:
 - the direction and form of Three Waters Reform, including proposed new Water Service Entities (four and their indicative boundaries), their governance arrangements and public ownership
 - individual (WICS) Council data based on the information supplied under the RFI process
 - a package of investment (\$2.5b) for councils to invest in the future for local government, urban development, and the wellbeing of communities, ensuring no council is worse off as a result of the reforms, and funding support for transition
 - an eight-week process for councils to understand the implications of the reform announcements, ask questions and propose solutions and for Government to work with councils and mana whenua on key aspects of the reform (including governance, integrated planning and community voice).
- 1.3. Council has been placed in Entity [X] and our better off funding allocation is [XX]

¹ [Transforming the system for delivering three waters services \(dia.govt.nz\);
https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/transforming-the-system-for-delivering-three-waters-services-the-case-for-change-and-summary-of-proposals-30-june-2021.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/transforming-the-system-for-delivering-three-waters-services-the-case-for-change-and-summary-of-proposals-30-june-2021.pdf)

1.4. While the Government and LGNZ consider that national case for change has been made, each council will ultimately need to make a decision based on its local context if the process to join one of the proposed entities remains voluntary.

1.5. This report provides Council will the staff analysis of the information provided and assesses the Government's proposal and currently available service delivery options. In preparing it officers have [note – adjust this section for your own process] used the Local Government New Zealand, Taituarā, and Te Tari Taiwhenua Internal Affairs [guidance](#)² and [our risk framework and policy](#) to assist Council to understand the information that has been provided to date and enable Council to prepare for future decisions and consultation and engagement with communities. Key risks considered are documented in the report and attachments [five and seven](#).

1.6. In summary, **[to be completed by each Council using information in this report and underlying council analysis. An example follows. You can insert any summary tables that assist you to paint the picture at a glance, eg the table at section 6]**

- Our Council specific information looks broadly correct **[insert any issues raised with DIA for correction]**.

- Given the peer reviews of the modelling and underlying assumptions (which always carry a degree of uncertainty) no further analysis of this work has been done or is proposed and staff have focussed on the reasonably practicable options and their implications for Council and the community.

- Doing nothing is not an option, as Council must continue to deliver services

- **Option A - Government proposal:** The greater financial capability, efficiency, affordability and community/water benefits (as published by Government) of delivering three waters to the community by the proposed new Water Services Entities are likely to be of significant value if they can be realised.

Our analysis suggests there should be reduced risk to council (non-compliance with standards and processes, lower costs for delivery, procurement). Council also would not be responsible if a non-council supplier couldn't meet standards.

There are risks that need to be mitigated including integration with spatial, growth and local planning and transparent prioritisation, households' ability to pay, and Council's financial sustainability **[some councils will be able to state whether the risks fit within their council's risk appetite]**. There are several risks associated with transition to this model, many of which are outside of Council's control and are noted in the transition section of the report.

- **Option B - Delivery of three water services by Council:** The potential benefits of this option include greater Council control and more certainty over local infrastructure integration (planning and delivery) with land use plans and council objectives. Council however faces [significant] risks over the [short/medium/longer term], including potentially high costs, in meeting the new water standards, environmental requirements and achieving compliance. The ability of non-Council water supplies to meet standards and requirements also poses a [small/medium/high...] risk to Council and the community.

² <https://www.lgnz.co.nz/assets/Three-Waters-Guidance-for-councils-over-the-next-eight-weeks-FINAL.pdf>

- The causes of most of these risks are not within Council’s control. This makes mitigation difficult, and many potential mitigation options (such as greater investment, larger costs than currently planned, lower levels of service, compliance risk) may not be palatable to Council or the community. **[some councils will be able to state whether the risks fit within their council’s risk appetite].**
- **Option C - Delivery of three water services by Council at a higher level of service level and investment** is a realistic but difficult to assess option within the eight week timeframe. The issues and opportunities associated with this option are broadly the same as for Council delivering three waters at the service levels forecast in the LTP 2021-31. There is likely better integration with Council outcomes, objectives and plans, but even if Council can predict the investment required to meet the new water standards, environmental requirements and compliance requirements in the short term, the costs of service provision and levels of service may change significantly over the next 30 years, causing affordability issues for households, lower levels of service and compliance risks for Council.
- **Option D - Regional aggregation of three waters services in a Council Controlled Organisation [asset owning]:** While councils would still need to be satisfied that the changing regulatory environment was adequately provided for, including ensuring there was sufficient funding to meet legal and regulatory obligations due to scale, this option (better) addresses the risk that the size of investment required to meet new standards and community expectations is greater than forecast by individual councils
 - it enables an organisation to focus on the group’s three water challenges and prioritise investment decisions across the region, which should lead to better environmental and community outcomes
 - it provides for greater strategic, management and operational capacity and capability, workforce development and planning
 - it enables efficiencies (in planning, programming, procurement and delivery)
 - and should as a result reduce household costs and increase affordability.

There are however integration risks with spatial, growth and local planning and uncertainties around the future costs to households.

• **[TABLE SUMMARY IF AVAILABLE / PREFERRED CAN BE INSERTED]**

- 1.7. Under all options except the Government proposal, Council bears the risk of meeting the new water standards, environmental requirements and achieving compliance. There are also implications and challenges for non-Council supplies to meet water quality requirements, with the risk that these supplies might default to Council in the future.
- 1.8. Other Government reforms (Resource Management Act, Future of Local Government) pose opportunities and challenges for each option.
- 1.9. Managing transition risks are likely to pose a greater challenge for Council (and others in its grouping) than the risks associated with the Government proposal. If the Government’s proposal were to proceed, effective management of the transition by Council, Government and partners will be critical.

- 1.10. The law currently prohibits Council's deciding to opt-in to the current proposal (given section 130 of the Local Government Act 2002 and what we know about this option at present). Current decision-making requirements, including the need to take account of community views and strategic nature of the assets involved, would also preclude Council deciding to opt-in at this time without consultation.
- 1.11. Similar requirements apply if the council wishes to consider alternative arrangements that involve asset transfers, divestment, change in ownership and or the setting up of a Council Controlled Organisation (CCO) to deliver water services in the future.
- 1.12. There are a number of issues, concerns and uncertainties for the Government and councils to work through before a robust Council decision (and decision-making process) can be produced, including whether legislative change will enable or require the Water Services Entity or CCO approach to be adopted. Therefore, there is no expectation that councils will make a decision to opt-in (or out) or commence community engagement or consultation over the eight-week period.
- 1.13. Councils have been specifically asked to provide solutions to three outstanding issues during the next eight weeks:
 - ensuring all communities have both a voice in the system and influence over local decisions
 - effective representation on the new water service entities' oversight boards, including preventing future privatisation
 - ensuring integration between growth planning and water services planning.
- 1.14. Staff therefore request Elected Members consider the issues that arise from the Government's proposal and any potential solutions so these can be raised with Government and LGNZ before the end of September 2021.
- 1.15. Government decisions on entity boundaries, governance and transition and implementation arrangements will occur after the eight week-process ends (30 September 2021).
- 1.16. On the assumption that the reform goes ahead, it is anticipated that councils will continue to deliver water services until at least early 2024 and council involvement in transition will be required throughout.

NB Author advice - Don't attach the legal advice or refer to it (e.g. our legal advice said ...; quotes etc) as you will risk waiving legal privilege for the sector on the reform – not just your council.

2. Background and context [to edit down / or add information from attachments 1, 2 and 3 based on previous levels of reporting / briefing to council]

- 2.1. Following the serious campylobacter outbreak in 2016 and the Government's Inquiry into Havelock North Drinking Water, central and local government have been considering the issues and opportunities facing the system for regulating and managing the three waters (drinking water, wastewater, and stormwater).
- 2.2. The focus has been on how to ensure safe drinking water, improve the environmental performance and transparency of wastewater and stormwater network and deal with funding and affordability challenges, particularly for communities with small rating bases or high-growth areas that have reached their prudential borrowing limits.
- 2.3. The Government's stated direction of travel has been for publicly-owned multi-regional models for (with a preference for local authority ownership). The Department of Internal Affairs (DIA), in partnership with the Three Waters Steering Committee (which includes elected members and staff from local government commissioned specialist economic, financial, regulatory and technical expertise to support the Three Waters Reform Programme and inform policy advice to ministers.
- 2.4. The initial stage (Tranche 1 - MOU, Funding Agreement, Delivery Plan and RFI process) was an opt in, non-binding approach. It did not require councils to commit to future phases of the reform programme, to transfer their assets and/or liabilities, or establish new water entities. The 2020 indicative reform programme and then anticipated next steps can be found in **Attachment 1**.
- 2.5. Council completed the RFI process over Christmas and New Year 2020/21 and the Government has used this information, evidence, and modelling to make preliminary decisions on the next stages of reform and has concluded that the case for change has been made **[Attachment 2]**.

3. Government's June and July 2021 announcements and information releases [to edit / place in an attachment / use attachment information provided based on previous levels of reporting to council]

- 3.1. In June 2021 a suite of information was released by Government that covered estimated potential investment requirements for New Zealand, scope for efficiency gains from transformation of the three waters service and the potential economic (efficiency) impacts of various aggregation scenarios.³

³ This information, including peer reviews and the Minister's briefing can be accessed at: <https://www.dia.govt.nz/Three-Waters-Reform-Programme> and [release-of-second-stage-evidence-base-released-june-2021](#).

3.2. In summary the modelling indicated a likely range for future investment requirements at a national level in the order of \$120 billion to \$185 billion, an average household cost for most councils on a standalone basis to be between \$1910 and \$8690 by 2051. It also estimated these average household costs could be reduced to between \$800 and \$1640 per household and efficiencies in the range of 45% over 15-30 years if the reform process went ahead. An additional 5,800 to 9,300 jobs and an increase in GDP of between \$14b to \$23b in (Nett Present Value, NPV terms over 30 years were also forecast.

3.3. As a result of this modelling, the Government has decided to:

- **establish four statutory, publicly-owned water services entities that own and operate three waters infrastructure on behalf of local authorities**
- **establish independent, competency-based boards to govern**
- set a clear national policy direction for the three waters sector, including integration with any new spatial / resource management planning processes
- **establish an economic regulation regime**
- develop an industry transformation strategy.

The proposed safeguards against privatisation can be found on page 26 of the DIA's [summary of the case for change](#).

3.4. Both DIA and LGNZ have produced two page national overviews, available on the DIA [website](#)⁴ and [LGNZ websites](#)⁵ respectively. **Attachment 2** contains more detail on the national context and **Attachment 3** provides the DIA/LGNZ overviews. **[You don't need to include both but for ease of reference they are both there if you wish to include either of them]**

3.5. We have been placed in Water Services Entity X **[can describe boundaries or use one of the following maps enlarged / reformatted as required]**, although the precise boundaries are still up for discussion.

⁴ [2872-DIA-A3-A New Water with-without reform Map 20210526 v2.7](#)

⁵ [Three-Waters-101-Infographic.pdf \(lgnz.co.nz\)](#)

Entity A



Auckland
Far North
Kaipara
Whangarei

Entity A

Connected population (2020)	1.7m
Average household cost (2051, real)¹	
With reform	\$800
Without reform	\$2,170

Entity B

Entity B



Hamilton
Hauraki
Kawerau
Matamata-Piako
New Plymouth
Opotiki
Otorohanga
Rangitikei

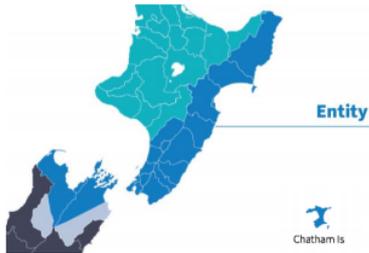
Rotorua Lakes
Ruapehu
South Taranaki
South Waikato
Stratford
Taupo
Tauranga
Thames-Coromandel

Waikato
Waipa
Waitomo
Western Bay of Plenty
Whakatane
Whanganui

Entity B

Connected population (2020)	0.8m
Average household cost (2051, real)¹	
With reform	\$1,220
Without reform	\$4,300

Entity C



Carterton
Central Hawke's Bay
Chatham Islands
Gisborne
Hastings
Horowhenua
Kapiti Coast

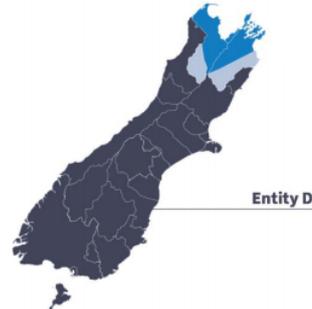
Lower Hutt
Manawatu
Marlborough
Masterton
Napier
Nelson
Palmerston North

Porirua
South Wairarapa
Taranua
Tasman
Upper Hutt
Wairoa
Wellington

Entity C

Connected population (2020)	1.0m
Average household cost (2051, real)¹	
With reform	\$1,260
Without reform	\$3,730

Entity D



Ashburton
Buller
Central Otago
Christchurch
Clutha
Dunedin
Gore

Grey
Hurunui
Invercargill
Kaikoura
Mackenzie
Queenstown
Lakes
Selwyn

Southland
Timaru
Waimakariri
Waimate
Waitaki
Westland

Entity D

Connected population (2020)	0.9m
Average household cost (2051, real)¹	
With reform	\$1,640
Without reform	\$4,970

- 3.6. On 15 July, in partnership with LGNZ under a [Heads of Agreement](#)⁶, the Government announced a package of \$2.5 billion to support councils to transition to the new water entities and to invest in community wellbeing. This funding is made up of a **‘better off element** (\$500 million will be available from 1 July 2022 with the investment funded \$1 billion from the Crown and \$1 billion from the new Water Services Entities) and **‘no council worse off’ element** (available from July 2024 and funded by the Water Services Entities). The **“better off”** funding can be used to support the delivery of local wellbeing outcomes associated with climate change and resilience, housing and local placemaking, and there is an expectation that councils will engage with iwi/Māori in determining how to use their funding allocation.
- 3.7. **Council’s funding allocation is [XX]**. The detail of the funding (including expectations around the use of reserves) and the full list of allocations found in **Attachment 4**. Conditions associated with the package of funding have yet to be worked through.
- 3.8. In addition to the funding announcements, the Government has committed to further discussions with local government and iwi/Māori over the next eight weeks on:
- the boundaries of the Water Service Entities
 - how local authorities can continue to have influence on service outcomes and other issues of importance to their communities (eg chlorine-free water)
 - ensuring there is appropriate integration between the needs, planning and priorities of local authorities and those of the Water Service Entities
 - how to strengthen the accountability of the Water Service Entities to the communities that they serve, for example through a water ombudsman.
- 3.9. As a result, the original timetable for implementing the reform (outlined in **Attachment 1**) and for councils to consult on a decision to opt-in (or not), no longer applies. **Further advice on the difficulties and risks of making a decision to opt-in or not is included at section X of this report.**
- 3.10. Next steps are expected to be announced after 31 September 2021, which would include the timeframes and responsibilities for any community or public consultation.
- 3.11. It is also important to note that the Government has not ruled out legislating for an “all-in” approach to reform to realise the national interest benefits of the reform.
- 3.12. In the interim the DIA continues to engage with council staff on transition matters on a no regrets should the reform proceed. These discussions do not pre-empt any decisions about whether to progress the reforms or whether any individual council will transition.
- 3.13. On the assumption that the reform goes ahead, it is anticipated that councils will continue to deliver water services until at least early 2024 and council involvement in transition will be required throughout.

4. Council specific information and analysis

- 4.1. While the Government and LGNZ consider that national case for change has been made, each council will ultimately need to make a decision based on its local context.

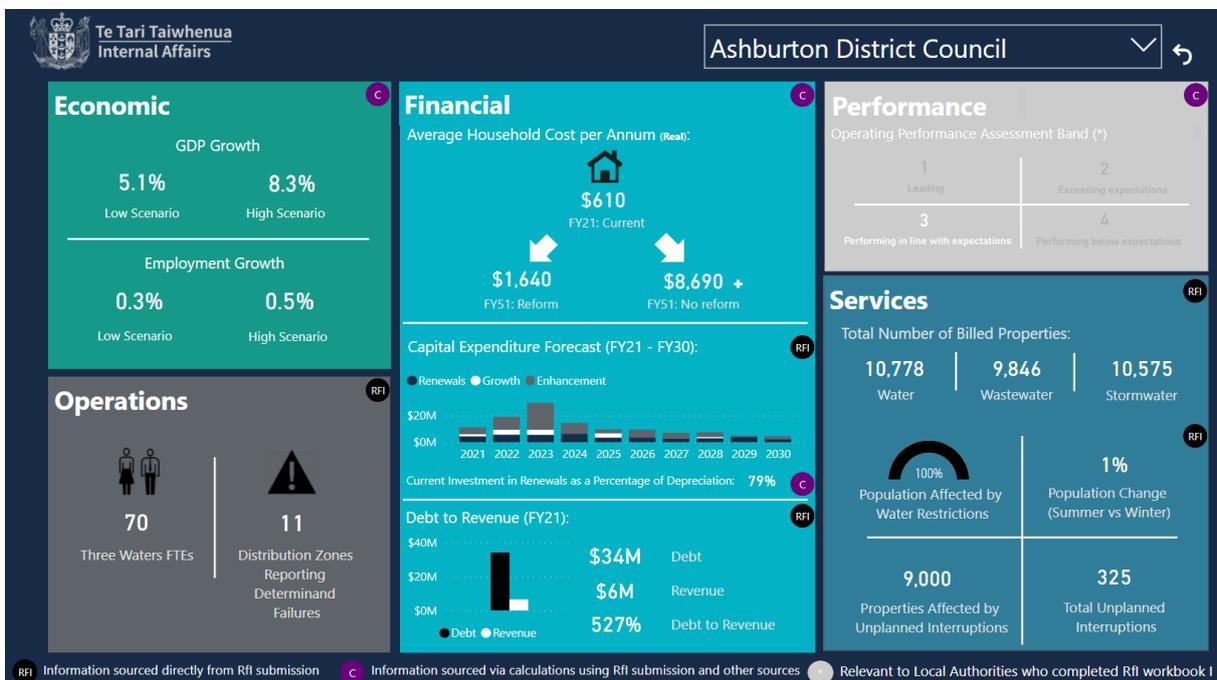
⁶ [https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/heads-of-agreement-partnering-commitment-to-support-three-waters-service-delivery-reform.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/heads-of-agreement-partnering-commitment-to-support-three-waters-service-delivery-reform.pdf)

4.2. Councils do not have a national interest test for their decision making. Councils are required to act in the interests of their communities and the community’s wellbeing (now and into the future), provide opportunities for Māori to contribute to their decision-making processes, ensure prudent stewardship and the efficient and effective use of its resources in the interests of the district or region (including planning effectively for the future management of its assets) and take a sustainable development approach⁷.

[Can insert a table version of the below if you wish. Suggest appendix can be used for more comprehensive analysis if the Council has it]

4.3. Council currently delivers three waters as [INSERT AS APPROPRIATE - a standalone entity – contracted out service/ mix of inhouse and contracted out etc /part of a shared service/through a CCO (non-asset owning) etc].

4.4. Our dashboard looks like this:



[INSERT OWN DASHBOARD]

4.5. It, and the dashboards of other councils, can be accessed on this [site](#)⁸.

4.6. The key aspects Council should note are detailed below.

4.7. Average cost of per household -

- the DIA (based on several assumptions) states it is \$X,XXX; our council based on the 2021/22 Plan is \$X,XXX
- projected out to 2031 (again based on assumptions) is \$X,XXX (DIA – inflation stripped out) and our council (based on year 10 of the LTP 2021-31) is \$X,XXX (inflation stripped out)

⁷ See for example sections 5 and 14 of the LGA.

⁸

<https://app.powerbi.com/view?r=eyJrIjoieG1OTJlYUWtZDZkNy00YWZjLTgzN2EtOTY1MzQxNGM5NzJmliwidCI6ImY2NTIjYTVjLWZjNDctNGU5Ni1iMjRkLWZk1ZGYxM2FjYj9>

- DIA's reform (Entity X) projects \$x,xxx by 2051

4.8. Debt –

- [in addition to own numbers of modelling, could include a graph with three waters debt transferred/gone.]
- [Also insert here any issues re lower debt because of the use of rates/depreciation to fund asset renewals / upgrades, low debt because Council hasn't invested in necessary upgrades / new plant etc using debt/at all]
- [Insert here any issues with delivering necessary upgrades / new plant etc because at / near debt ceiling and /or interest and depreciation costs affecting rates affordability etc.]

4.9. Capital Expenditure Forecast –

- The DIA are forecasting \$x
- Our own information demonstrates that there is significant [moderate] investment required over the next 10 years of our Long Term Plan and out across 30 years in our infrastructure strategy, underpinned by assumptions that regulatory standards will tighten and that there will be more monitoring and enforcement in the future.
- [can insert own LTP / Infrastructure strategy information if useful, including any limitations known – e.g. debt ceiling, rate affordability]
- In addition, Council has the following upgrades / additional plant and treatment capital works and investment planned beyond the 10 years of the LTP 2021/31:
 - XX at \$YY in [Year]
 - XX
 - XX
 - XX

Only works a,b, c have a fully costed business case against known standards. The remainder [and the works required to meet future standards and resource consent renewals beyond the next 10/15/20/30 years] are only [rough] estimates [based on XX e.g. historic investment] or largely unknown and will/will not be able to be quantified with any degree of accuracy before October 2021.

- Council investment in stormwater

NB for many councils you might only be able to say that there will be further costs associated with investment in stormwater in the future. However, at this stage Council does not know what these standards may be or the investment required so the Council's own information on the costs beyond year 5 [or 10] are unreliable.

4.10. Our asset condition, performance (and confidence) levels for

- water are [low, medium, high]
- wastewater are [low, medium, high]
- stormwater are [low, medium, high]

Our maintenance budgets are [adequate for today, the next 3 years, next 10 years, next 30 years – or suitable alternative for your situation].

- 4.11. [Insert statement about carbon emissions or put this in your analysis of the status quo E.g Wastewater dominates/is a significant contributor to Council’s carbon emissions. Our emissions reduction plan and funding for it is / is unlikely to be sufficient to address our short, medium and long term responsibilities including NZ Emissions Trading requirements.]
- 4.12. [Insert climate change impacts on three waters service delivery – e.g. from your LTP assumptions or studies]
- 4.13. [Inset any challenges in developing resilience to respond to floods, slips, infiltration and coastal inundation if not covered above]
- 4.14. [FOR COUNCILS WITH PRIVATE/COMMUNITY/RURAL WATER SUPPLIERS - There is also the potential for Council to have to work with and potentially take over the following water supplies if they are unable to meet quality standards and regulatory requirements:
- Mm [risk – low, medium, high – and why and any mitigation in place]
 - Mm [risk – low, medium, high – and why and any mitigation in place]
 - Mm [risk – low, medium, high – and why and any mitigation in place]
- 4.15. There are a few other specific items that I would like to draw Council’s attention to. They are:
- [INSERT HERE ANY CONCERNS / OPPORTUNITIES / ISSUES COUNCIL IS FACING E.G. matching infrastructure to growth (to enable housing etc), previous conclusions on three waters service delivery – e.g. studies carried out - Hawkes Bay , Council’s Audit opinion – matters of emphasis/qualifications/changes made to address affordability/debt ceiling issues, Joint ventures / water storage / CCOs and loans, other matters affecting social, cultural and environmental wellbeing]
- 4.16. Council has not budgeted to not comply with the law (and any applicable standards, rules or regulations or enforcement undertakings).
- 4.17. Against the above information, in general the Dashboard and underlying information for the next 10 [30] years
- [looks broadly accurate when compared with council’s own information and LTP 2021-31/contains some inaccuracies/is fundamentally flawed and Council [staff] have conveyed this to DIA and corrections have been made/we are awaiting corrections].
- 4.18. While prepared at the national level, it has been peer reviewed by [Farrierswier](#) and [Beca](#) to ensure that both the modelling and underlying assumptions are reasonable in the New Zealand context. It therefore provides a reasonable indication of the “order of magnitude”⁹ of the gains that can be delivered though the new system and the level of future investment Council is likely to need to make over the next 30 years.

⁹ Page iv, 2021, Farrierswier, Three Waters Reform, Review of methodology and assumptions underpinning economic analysis of aggregation available at [https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/farrierswier-three-waters-reform-programme-review-of-wics-methodology-and-assumptions-underpinning-economic-analysis-of-aggregation-released-june-2021.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/farrierswier-three-waters-reform-programme-review-of-wics-methodology-and-assumptions-underpinning-economic-analysis-of-aggregation-released-june-2021.pdf)

- 4.19. At this stage it is not possible to fully test the projections as the standards for Aotearoa/New Zealand out to 2051 are not known, although it is reasonable to assume that there will be greater community and mana whenua expectations around environmental performance and quality, tougher standards to meet for water quality (drinking and receiving environment) and that monitoring, compliance and enforcement will be greater than it is now. This affects both operational and capital expenditure (costs will go up), including the number of staff (or contractors) that council will need to ensure Council outcomes for water and community and legal requirements are met.
- 4.20. There is always a level of uncertainty and therefore risk around assumptions and forecasts, whether prepared by us for our LTPs or by others such as Government to facilitate policy decisions, such as the current Three Waters Reform process. [I/we/staff] consider that it would not be a good use of Council's limited resources to spend time and money on a detailed review of the assumptions and modelling.
- 4.21. Council staff have used the above dashboard and additional information, and Council plans and studies (as described above) to define the status quo option in section 5 below.
- 4.22. To assess whether the proposed better off and no worse funding to Council [\$XX] is sufficient Council needs further information on the conditions that will be associated with that funding. For the purposes of the following analysis it is assumed that this funding would provide Council with an opportunity to address a range of issues and opportunities to improve community wellbeing in partnership with mana whenua and the communities Council serves. [Taituarā suggest not indicating what/the detail at this stage particularly if there has not been considerable discussion with mana whenua around priorities for this money.]

5. Options available to Council for three waters service delivery

- 5.1. Section 5 provides an overview of the options available to Council and is followed by an analysis of the Council's reasonably practicable options.
- 5.2. This analysis will provide some of the required information to enable Council to make a decision and consult on opting in or out of the reform process at the end of the eight week period (but not all as there is further information to be developed and decisions to be made), although whether this is ultimately required will be dependent on where the Government gets to with the reform process and the decisions it makes after 30 September 2021.
- 5.3. Staff have used [delete if have not used] the Local Government New Zealand, Taituarā, and Te Tari Taiwhenua Internal Affairs [guidance](#)¹⁰ and our risk framework and policy [plans and previous studies] to understand the potential impact of reform and other practicable options (both today and in the future) in terms of service, finance and funding, economic development and growth, workforce, delivery and capability and social, cultural and environmental wellbeing.

5.4. Option A - Government Proposal

¹⁰ <https://www.lgnz.co.nz/assets/Three-Waters-Guidance-for-councils-over-the-next-eight-weeks-FINAL.pdf>

- Under this option, we are in entity X, a publicly owned water services entity that owns and operates three waters infrastructure on behalf of councils, mana whenua and communities.
- The ownership and governance model is a bespoke model, with councils listed in legislation as owners, without shareholdings or financial interests, but an advocacy role on behalf of their communities. Iwi/Māori rights and interests are also recognised and representatives of local government and mana whenua will sit on the Regional Representative Group, issue a Statement of Strategic and Performance Expectations and receive a Statement of Intent from the Water Services Entity. Entities must also consult on their strategic direction, investment plans and prices / charges.
- The law currently prohibits Council deciding to opt-in to the current proposal (given section 130 of the LGA, which prevents councils from divesting their ownership or interest in a water service except to another local government organisation such as a Council Controlled Organisation) and what we know about this option at present.

[The following needs to be tailored to reflect your actual status quo situation and reasonably practicable options]

5.5. Option B - Council as a standalone deliverer of three waters [for some the Status quo]

[NB for Councils in an aggregated model or delivering through a CCO you could assess this option as not practicable either because you are legally obliged to deliver through the CCO e.g. Auckland or the significant threats inherent in unwinding complex governance, management and delivery arrangements – costs, time, difficulties in maintaining current levels of service]

- Council [currently] delivers three waters services itself / through a contracted model / through a mixed model of in-house and contracted services.
- While the RFI information, dashboard and supporting information provided to Council suggests that this might not be a sustainable future model for the country, we have used the information in section 4 to analyse whether this is a viable option for Council and our communities.

5.6. Option C - Council continues to deliver three waters but at a higher level of service and investment [modified status quo]

- A modified version of Council continuing to deliver services to reflect the anticipated regulatory environment for three waters delivery.
- This option requires making assumptions about
 - the future regulatory requirement (potentially using the assumptions underpinning the WICS modelling and the Government's proposal and draft/emerging standards and compliance regimes e.g. those coming from Taumata Arowai)
 - the ability of non-Council water supplies to meet standards and requirements and the risks to Council

and would ideally include the production of business cases for investment and enhanced activity and asset management planning to be robust.

- Council staff have assessed our ability to do this work in the current operating environment (delivering business as usual, stimulus projects, other Government reform workloads, consultant availability etc) and concluded that only a very high level of analysis of this option could be done in the available timeframe. This is included in section 6 below. [Change if this work has been done – place analysis in attachment 5]
- Please note that any changes to levels of service or material changes to the cost of service would require consultation and an LTP amendment (or consultation on those changes as part of the next LTP 2024-34 and potentially later ones).

5.7. Option D – Asset owning CCO - [adapt as necessary e.g. Wellington Water to asset owning]

- The geographic region that has been assessed as part of the group delivering three water services under this option is [INSERT REGION / SUB REGION / Multi REGION]
- While it is possible that a group could be set up as a shared service, at scale this is likely to be suboptimal to the CCO option.¹¹
- This option has therefore been developed as council-controlled organisations (CCOs) as provided for in the LGA with governance, management and operational oversight.
- This option enables assets to be transferred.
- Although both a management CCO and an asset owning CCO have benefits, the detailed analysis in the [Hawkes Bay report](#) demonstrates that a regional asset owning CCO is a more effective service delivery model than the management CCO and best met the investment objectives and principles set by the participants in that review.
- This option has therefore been developed assuming that assets are owned by a CCO.
- There are existing examples of CCOs [WaterCare](#) (water and wastewater services) and [Wellington Water](#) (who don't own but do manage all three waters on behalf of their owners) and studies such as [the Hawkes Bay study ..] that have been considered in developing and analysing this option.
- Please note that both the Auckland Council and the owners of Wellington Water are affected by the Government's proposal and are assessing their options, e.g. for Wellington Water to become an asset owning company.

[INSERT OTHER OPTIONS OR VARIATIONS YOU HAVE EXAMINED, INCLUDING VARIATIONS ON THE ABOVE]

5.8. Do-nothing

- While the do-nothing option is conceptually always an option, the reality is that Council needs to continue to deliver its water, wastewater and stormwater responsibilities. Doing nothing is therefore not a practicable option and is not assessed further.

¹¹ [HB-3-Waters-Delivery-Detailed-Analysis-29.07.20-Full-Report.pdf \(hb3waters.nz\)](#)

6. Options analysis

[Insert high level summary / table of options analysis if possible – following is just an example NB Guidance

focuses on service, finance and funding, economic development and growth, workforce, delivery and capability and social, cultural and environmental wellbeing, but you could have your own objectives too if there are other criteria that are known to be important; or just use your risk framework]

Option	Water objectives and service levels met	Financial capacity and funding	Legal / compliance risk (assuming higher stds in future)	Workforce Capability and Capacity	Achievement of Wellbeings and integration with Council wellbeing outcomes	Key Threats (Risk) mitigations e.g. Affordability	Key Opportunities (Risk) mitigations e.g.	Other e.g. Te Tiriti Mana whenua; R and D
A - Govt proposal								
B - Council delivery								
C -Modified for new stds								
D - CCO (Asset own)								
Other								

6.1 Risks (opportunities and threats) considered for the various options included [a prompt for your analysis / inclusion – edit as you see appropriate]:

- Financial sustainability
- Underestimating the investment Required
- Compliance failure
- Cost of Works
- Workforce, skills, Technical Capability
- Economies of Scale
- Council Plan Implementation and Integration
- Council Risk (and capacity for it)
- Household Ability to Pay
- Long Term Outcomes and wider wellbeing outcomes
- Gaps in Service Delivery and Funding Responsibilities
- R&D Funding Opportunities
- Increased Incident Response Time
- Additional Water Capacity (water source)
- (Reduction in the) Local Contractor Capacity
- Partnerships (ineffective)
- Compliance Monitoring
- Industry support
- Impact on business
- Value of Council Services
- Community perception; Loss of interest in Council – effect on candidacy
- Regional investment (lack of additional in the district due to current asst condition)
- More efficient water use
- Reduced ability to Promote Sustainable Resource Use
- Failure to Recognise Cultural Knowledge in Design
- Business Priorities Differ to Council Goals
- Loss of Community Engagement
- Lack of service integration
- Lack of Understanding of Growth Constraints
- Unclear responsibility for environmental impacts
- Gaps in infrastructure data
- Procurement outcomes
- Litigation
- Reduced levels of service / optional service level increases

6.2 Option A - Government Proposal

6.2.1 In summary, the greater financial capability, efficiency, affordability and community/water benefits (published by Government) of delivering three waters to the community are likely to be of significant value if they can be realised.

6.2.2 The key opportunities our own analysis identifies include reducing the Council's current risk profile (when considered against the status quo) including compliance risk and the risk of not meeting standards [etc].

6.2.3 Our analysis suggests that (a) key risk theme(s) is/are:

- [XX]

- 6.2.4 Risks that need to be mitigated include integration with spatial, growth and local planning and transparent prioritisation, households' ability to pay, and Council's financial sustainability [some councils will be able to state whether the risks fit within their council's risk appetite].
- 6.2.5 The full analysis can be found in Attachment 5.
- 6.2.6 Transition risks are dealt with in section 7 below and attachment 6.

6.3 Option B - Council as a standalone deliverer of three waters

- 6.3.1 In summary, the potential benefits of this option include greater Council control and more certainty over local infrastructure integration (planning and delivery) with land use plans and council objectives.
- 6.3.2 However, Council faces [significant] risks over the [short/medium/longer term], including potentially high costs, in meeting the new water standards, environmental requirements and achieving compliance. In addition, contractor availability is limited, the construction pipeline is already substantial and inflationary pressures are growing, meaning costs are rising.
- 6.3.3 The ability of non-Council water supplies to meet standards and requirements also poses a [small/medium/high...] risk to Council and the community.
- 6.3.4 These present affordability challenges for households in the future, exacerbating our current affordability challenges [rates/charges, population/rating base]
- 6.3.5 Council is also experiencing workforce challenges to meet the current requirements of three waters service delivery, Government reforms and an enlarged investment programme created by stimulus funding. [Expand as required e.g. technical skill gaps, including any risk mitigation in place such as shared services, training / cadet / graduate programmes]
- 6.3.6 This option becomes less sustainable if those around us move to some form of aggregated model (which will adversely affect our ability to retain and attract workers, access technical, financial or construction support, and procure cost effective contracts to deliver services and capital works).
- 6.3.7 The causes of most of these risks are not within Council's control. This makes mitigation difficult, and many potential mitigation options (such as greater investment, larger costs than currently planned, lower levels of service, compliance risk) may not be palatable to Council or the community. [some councils will be able to state whether the risks fit within their council's risk appetite].
- 6.3.8 Given the Government has rejected this as a sustainable solution for three waters service delivery there should not be an expectation that the Government would be willing to financially support councils to meet the new regulations beyond existing Tranche 1 stimulus funding.
- 6.3.9 There may also be broader implications for our relationship with Government, iwi/Māori and key stakeholders.
- 6.3.10 Given the analysis to date, Council continuing to deliver the three waters as a standalone entity is [not / is unlikely to be...] sustainable in the medium to long term.
- 6.3.11 The full analysis can be found in Attachment 5.

6.4 Option C - Council continues to deliver three waters but at a higher level of service and investment [modified status quo]

6.4.1 The full options analysis can be found in Attachment X – or if not done you could use the following:

6.4.2 The issues and opportunities associated with this option are broadly the same as for Council delivering three waters at the service levels forecast in the LTP 2021-31.

6.4.3 There is likely better integration with Council outcomes, objectives and plans, but even if Council can predict the investment required to meet the new water standards, environmental requirements and compliance requirements in the short term, the costs of service provision and levels of service may change significantly over the next 30 years.

6.4.4 As in the case of the status quo:

- should one or more non-Council water supplies default to Council this would exacerbate Council's risk profile and financial position
- if Council's neighbours voluntarily joined a larger water services grouping or entity, we would likely experience negative impacts on our workforce capability and capacity, on our pipeline of construction and ability to deliver cost effectively and on our ability to get professional services, advice and support.

6.4.5 Again, there should not be an expectation that the Government would be willing to financially support councils to meet the new regulations beyond existing Tranche 1 stimulus funding.

6.4.6 This presents affordability challenges for households in the future and there may also be broader implications for our relationship with Government, iwi/Māori and key stakeholders.

6.5 Option D – CCO asset owning

6.5.1 Under this option the entity and councils would still need to be satisfied that the changing regulatory environment was adequately provided for, including ensuring there was sufficient funding to meet legal and regulatory obligations.

6.5.2 However, due to scale, this option (better) addresses the risk that the size of investment required to meet new standards and community expectations is greater than forecast by individual councils;

- it enables an organisation to focus on the groups three water challenges and prioritise investment decisions across the region, which should lead to better environmental and community outcomes
- it provides for greater strategic, management and operational capacity and capability, workforce development and planning
- it enables efficiencies (in planning, programming, procurement and delivery)

and should as a result reduce household costs and increase affordability.

6.5.3 As with the above options, should one or more non-Council water supplies default to the CCO then this would need to be funded from the group or consumers, however the risk is [may be] reduced.

- 6.5.4 There are some integration risks with spatial, growth and local planning and ensuring transparent prioritisation, the achievement of Council objectives and ensuring there is sufficient funding and that costs are affordable.
- 6.5.5 There is Council oversight and input. A statement of intent would be prepared by the CCO (and it would be best practice for the councils to prepare a letter of expectation to guide this) and half yearly and annual reports would be prepared. Councils would need to monitor the performance of the CCO. Consideration would need to be given to governance arrangements, including the involvement of iwi/Māori in both decision making and governance, and how council, community and mana whenua aspirations and needs will be met.
- 6.5.6 This option is still constrained in its ability to raise debt as the connection to council balance sheets remains under the available funding models.
- 6.5.7 There would also need to be agreement from all councils and each would need to undertake public consultation, which would take time and creates uncertainty about the outcome.
- 6.5.8 If a new CCO is to be set up this will require council(s) to use the Special Consultative Procedure (section 83 of the LGA) and arrangements (and a policy) for the appointment of directors or trustees will need to be made (as the councils appoint the “board”), as well as transition arrangements (including workforce transition), prioritisation of investment and integration with planning at the regional and local level.
- 6.5.9 If the CCO already exists, consultation would still be required to transfer control or ownership of council’s three waters strategic assets (unless it is explicitly allowed for in an adopted LTP or empowering legislation).
- 6.5.10 Councils would need to adequately resource the establishment or transition process (if they are changing to an asset owning arrangement).
- 6.5.11 The Government has stated that it is “not clear if sector-led reform under existing legislation would deliver the kind of transformation required to address the root causes of the challenges the sector is facing” so there should not be an expectation that the Government would be willing to financially support councils to transition to this model or change the law to enable different funding setting.

7 Transition

- 7.1 Managing transition risks to the Government’s proposed model are likely to pose a greater challenge for Council and others in its grouping than the risks associated with the Government proposal. If the Government’s proposal were to proceed, effective management of the transition by Council, Government and partners will be critical.

[Add in any other key points from your analysis e.g. risk appetite]

NOTE Risks to consider could include

- | | |
|-----------------------------------|-------------------------------|
| • Staff/Contractor Retention | • Stranded Overheads |
| • Transfer of Contracted Services | • Loss of Customer Experience |
| • Maintaining Good Quality Assets | • Resistance to Change |

- Speed of Change - an increase in mistakes
- Lack of Business Confidence
- Transition Team – would help but will require resourcing. Staff workloads
- Limited Transfer of Water Debt – reserve funds collected for water related services affecting Council’s financial position.
- Development / Financial Contribution Refunds - may affect Council’s charges linked to debt (including the possibility of refunds).
- Current System Unable to Cope
- Scope of Agency Service - continuing / picking up for e.g. stormwater [and / or wastewater]
- Different Local Approaches - to regional neighbours may reduce the economies of scale making regional water solutions more expensive.
- Unreasonable Economic Influence - from existing industry players
- Asset Valuation - returning a much different value than expected affecting Council’s financial position
- Deferred Decision Making - development projects to stall.
- Community Uncertainty - owners continue to call Council delays in resolving faults.
- Poor Transition Management - cause delays and confusion over responsibility exposing Council to liabilities and affecting continuity of service delivery.
- Existing Contract Liabilities - Council may be liable for compensation if contractors take legal action.
- Liability for Environmental Damage - Lack of clarity for monitoring environmental impacts may expose Council to liabilities
- Loss of Asset Management Systems & Data - unclear responsibilities - loss of data or failure of systems affecting continuity of service delivery.
- Impact on Bylaws -.

7.2 That said, transition away from the status quo to any other option, carries inherent risks, with potential mitigations to reduce both impact and likelihood and therefore residual risk and sticking with the status quo may not be sustainable in the short, medium or long term.

7.3 A high-level overview of what we know of the transition process [and risks] is contained in Attachment 6 [insert your specific risk analysis of this process – and remove HASTINGS EG].

8 Council decision making and consultation

8.1 Part 6 of the LGA, sections 76 to 90, provide the requirements for decision making and consultation, including the principles of consultation and information that needs to be provided including the reasons for the proposal and the reasonably practicable options.

- 8.2 In particular, section 76 requires that in making a significant decision, which a decision on the future management and or ownership of three waters assets will be, councils must comply with the decision-making provisions. This is a 'higher bar' than the "promote compliance with" that applies for ordinary decisions.
- 8.3 Section 77 states that councils must seek to identify all reasonably practicable options and then assess the advantages and disadvantages of each option.
- 8.4 Section 78 requires that in the course of making a decision a Council must consider community views but section 78(3) explicitly says that consideration of community views does not require consultation, which is reinforced by case law.
- 8.5 Section 79 gives Council discretion to decide how the above Part 6 requirements are met including the extent of analysis done etc. Therefore, while a decision could be challenged, a judicial review is unlikely to be successful unless the decision made by council was manifestly unreasonable, the process was flawed or the decision was beyond its powers (as given in law, ie the council did not act within the law).
- 8.6 However, despite section 79 of the LGA, a decision to transfer the ownership or control of a strategic asset from the council (or to it) must explicitly be provided for in the council's Long Term Plan (and have been consulted on specifically in its consultation document).
- 8.7 Council's existing LTP and the consultation information and process used to develop it will not suffice to meet this test, as Council did not itself have adequate information on the options and the implications earlier this year when it consulted on the LTP. An LTP amendment and commensurate consultation process on the ownership and governance arrangements and asset transfers proposed would be necessary.
- 8.8 There are also provisions in the LGA that relate to unlawful decisions to sell or dispose of assets, which can be investigated by the Auditor-General.¹²
- 8.9 A decision to opt-out would also be affected by the consultation and decision-making requirements set out in this report, including the need to follow a robust process that could survive a judicial review, as well as make a final decision that was not manifestly unreasonable in the circumstances.
- 8.10 Given the Government's
- 8 week period of engagement with mana whenua and councils
 - commitment to explore issues such as council and community influence of service outcomes, integration with other reform proposals, spatial and local planning
 - request for councils to give feedback on the proposal, identify issues and solutions
 - and uncertainty around next steps, including whether the reform may become mandatory or legislative change will remove legal barriers to opting in
- it would be premature to make a decision to opt out of the reform process and may expose the Council to litigation risk.

¹² See sections 43 to 47 of the LGA.

- 8.11 A Government Bill to progress the reforms could address the issues raised above, for example removing the section 130 requirements has explicitly been raised.
- 8.12 At this stage no decision is required on future delivery arrangements. Based on the analysis in this report, Council should wait until it has further information before consulting on and/or making a decision on the Government's proposal.
- 8.13 It is recommended that the Council therefore notes the options canvassed in this report, the [high-level] analysis of them and the information and decisions that are yet to be made.
- 8.14 If reform is not made mandatory, to ensure sufficient information is available to meet the moral and legal requirements of Council decision-making staff will further develop the analysis of options (based on further information from the Government, advice on next steps, and regional discussions) prior to Council decision making and consultation on future water services delivery. Whether this is ultimately required will be dependent on where the Government gets to with the reform process and the decisions it makes after 30 September 2021.

9 Information that the Council requires or potential solutions to outstanding issues that it would like to convey to Government and LGNZ

- 9.1 There are still several issues that need to be resolved, including:
- the final boundaries
 - protections from privatisation
 - consultation with mana whenua and communities
 - how will community voice be heard and what influence will local authorities have (and what can the community realistically expect the council to influence particularly if it is not on the regional Representation Group)
 - representation from and on behalf of mana whenua
 - integration with other local government reform processes
 - integration with spatial and local planning processes and growth
 - prioritisation of investment
 - workforce and capability – we don't have enough of the right people now to deliver three waters and we need to retain our people through the transition
 - what will a Government Bill cover and whether the reform will be mandatory
 - conditions associated with the Government's package of funding for local government
 - transition arrangements, including our own workforce challenges (without transition challenges on top) and due diligence for asset transfers etc.
- 9.2 Council is invited to discuss whether there are specific information needs, issues or solutions that the Council would like staff to convey to the DIA or LGNZ.

10 Conclusion

- 10.1 While there is uncertainty about the future steps in the Government's reform proposal, and current legislative impediments to it, the current eight-week period gives Council the opportunity to understand the information it has received (and will continue to receive) from the RFI and modelling processes.
- 10.2 It also provides an opportunity for Council to understand its potential options, including the financial, workforce and sustainability impacts for Council and the wider economic, social and cultural implications of each option, using the guidance that has been issued. It also provides an opportunity to engage in discussions with other councils in its entity grouping, share information and ask questions and propose solutions to issues it sees to Government and LGNZ.
- 10.3 All of this information will be useful to inform future decision making by both council and Government and consultation and engagement with mana whenua and communities.

11 Decision making compliance statements

To be completed on basis - no decisions recommended. Use your standard format

Significance

The future of water services delivery is a significant issue. This report however does not commit to the council to a decision relating to that reform. Instead it provides initial analysis of the reform proposals for Council's information and highlights the uncertainties around information and next steps. As such the significance of this report is [use your significance and engagement policy eg low]

Risks / Legal and Financial implications

Significant risks, legal responsibility and financial implications have been identified in analysing the reform proposals and completing an analysis of options for this report. However, there is not decision required, other than to note those issues and to request further information from Government if Council wishes to, to reduce the risks and implications to Council and its communities

Te Tiriti/Treaty of Waitangi and involvement of Māori in decision making considerations

The issues covered in this paper are important for Māori. The Crown is currently leading the engagement with iwi/Māori, mana whenua. Council has done XX with YY.

Climate Change / environmental impact

Climate considerations (both mitigation and adaptation), resilience and environmental impacts are drivers of the reform process. While there are no specific impacts arising from this report the decisions that occur post September 2021 will have an impact on climate and environmental issues. Some of these impacts have been canvassed in this report as appropriate to the options analysis that can be done with currently available information.

Engagement and Consultation

Council is not required to consult at this time as provided for in section 8 of this report. Further advice regarding any future consultation requirements will be provided after September 2021. In the interim Council has [talk to what engagement and information has been provided on websites, public briefings etc.]

Attachment 1 – 2020 Background (including Taumata Arowai information and Indicative Reform Programme)

In July 2020, the Government launched the Three Waters Reform Programme to reform local government three waters service delivery arrangements, with the following objectives:

- improve the safety, quality, and environmental performance of water services
- ensure all New Zealanders have access to affordable three waters services
- move the supply of three waters services to a more financially sustainable footing, and address the affordability and capability challenges that currently exist in the sector
- improve transparency about, and accountability for, the delivery and costs of three waters services
- improve the coordination of resources and unlock opportunities to consider New Zealand's water infrastructure needs at a larger scale and alongside wider infrastructure and development needs
- increase the resilience of three waters service provision to both short and long-term risks and events, particularly climate change and natural hazards
- provide mechanisms for enabling iwi/Māori rights and interests.

The 2020 indicative timetable for the full reform programme is provided below. It was always subject to change as the reforms progressed, future Government budget decisions and Councils were advised that any further tranches of funding would be at the discretion of the Government and may depend on progress against reform objectives.



Also in July 2020 the Government announced an initial funding package of \$761 million to provide a post COVID-19 stimulus to maintain and improve water three waters infrastructure, support a three-year programme of reform of local government water service delivery arrangements (reform programme), and support the establishment of Taumata Arowai, the new Waters Services Regulator.

Following initial reports (that used publicly available council information) from the Water Industry Commission for Scotland (WICS), between October 2020 and February 2021, (all) 67 councils participated in the Government's Request for Information (Rfi) on council's three waters assets, including future investment requirements. In return they received what was known as Tranche 1 stimulus funding (under a MoU and funding agreements with Government) for operating or capital expenditure that supported the reform objectives, economic recovery through job creation and maintaining, increasing and/or accelerating investment in core water infrastructure delivery, renewals and maintenance. [OPTIONAL - Council received XX under this arrangement and is currently completing the agreed delivery plan. Previous Council reports [xx] detail the reasons for Council participation and resolutions [or insert resolutions].

In line with Government policy, Taumata Arowai became a new Crown entity in March 2021 and will become the dedicated water services regulator when the Water Services Bill passes, expected to be in the second half of 2021 (the Select Committee is due to report back on 11 August 2021). They will oversee and administer, and enforce a new, expanded and strengthened drinking-water regulatory system, to ensure all New Zealand communities have access to safe drinking water. They will also provide oversight of the regulation, management, and environmental performance of wastewater and storm-water networks, including promoting public understanding of that performance.

An overview of local authority obligations under the Bill is provided below. The Bill provides for a range of compliance and enforcement tools including compliance orders, enforceable undertakings, infringement offences, and criminal proceedings, which can be taken against council officers (but not elected officials).

Taumata Arowai will have the authority to prepare standards and rules that water suppliers (such as councils) must comply with. Their [initial working drafts](#) are available online¹³ and are currently being updated. Consultation will occur later this year. Guidance to support the operational compliance rules is also being developed and will be available when the rules are consulted on.

It is anticipated that monitoring, compliance and enforcement of standards will increase substantially on the status quo with the passing of the Water Services Bill and as Taumata Arowai begins to operate. It is also likely that the drinking water standards and their coverage (including non-Council water suppliers) and environmental standards will become more rigorous over time. This creates risks for council in meeting future standards and mana whenua and community aspirations (such as greater investment required than currently planned, risk of enforcement action).

¹³ www.taumataarowai.govt.nz/for-water-suppliers/

Water Services Bill obligations of local authorities

Table 2 from [https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/transforming-the-system-for-delivering-three-waters-services-the-case-for-change-and-summary-of-proposals-30-june-2021.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/transforming-the-system-for-delivering-three-waters-services-the-case-for-change-and-summary-of-proposals-30-june-2021.pdf)

Local authorities as suppliers of water services	General obligations of local authorities
<ul style="list-style-type: none"> • Duty to provide safe drinking water and meet drinking water standards, and clear obligations to act when water is not safe or fails to meet standards • Key provisions include: <ul style="list-style-type: none"> ○ Suppliers need to register with Taumata Arowai ○ Local authority suppliers will need a drinking water safety plan and a source water risk management plan ○ Water suppliers must give effect to Te Mana o te Wai • Taumata Arowai will have significant compliance and enforcement powers, including powers to direct suppliers and enter into enforceable undertakings with suppliers • Officers, employees and agents of suppliers will have a duty to exercise professional due diligence • Complying with these new requirements is expected to require significant capital and operating expenditure by local authorities (including paying levies to Taumata Arowai for operation of the regulatory system) 	<ul style="list-style-type: none"> • Local authorities will have a duty to ensure communities have access to drinking water if existing suppliers face significant problems in complying with drinking water standards including: <ul style="list-style-type: none"> ○ Requirements to work with suppliers and consumers to identify solutions ○ Intervention responsibilities if a supplier is unable to meet standards, including potentially taking over management and operations of private or community supplies • In rural communities, this could represent a significant risk (contingent liability) for local authorities • Local authorities will be required to make assessments of drinking water, wastewater and sanitary services to ensure communities have access to safe drinking water • Local authorities will need to assess drinking water services available to communities at least once every three years, including private and community supplies (excluding domestic self-supplies)

Attachment 2 – the Government’s conclusion that the case for change has been made

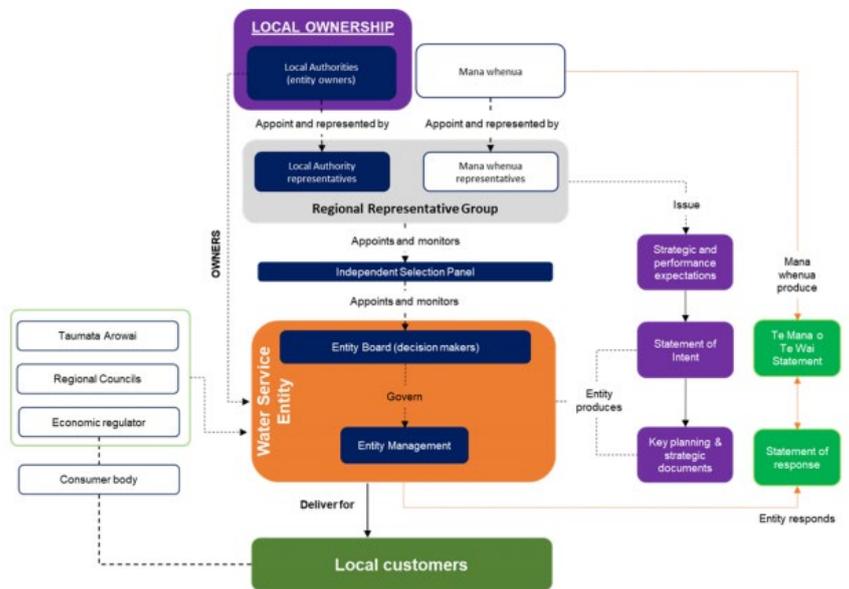
1. The modelling has indicated a likely range for future investment requirements at a national level in the order of \$120 billion to \$185 billion, an average household cost for most councils on a standalone basis to be between \$1910 and \$8690 by 2051.
2. It also estimated these average household costs could be reduced to between \$800 and \$1640 per household and efficiencies in the range of 45% over 15-30 years if the reform process went ahead.
3. The efficiencies noted are underpinned by evidence across a range of countries based on joined up networks (the conclusion is that 600,000 to 800,000 connections achieve scale and efficiency), greater borrowing capability and improved access to markets, procurement efficiencies, smarter asset management and strategic planning for investment, a more predictable pipeline and strengthened benchmarked performance, governance and workforce capabilities.
4. The [briefing to the Minister](#) notes that this “investment is what WICS has estimated is necessary for New Zealand to meet current United Kingdom levels of compliance with EU standards over the next 30 years, which in its assessment (and confirmed by Beca) are broadly comparable with equivalent New Zealand standards.”.
5. However, this is caveated as a conservative estimate that does not take into account iwi goals and aspirations, higher environmental standards or performance standards that are anticipated in future legislation, uncertainties in asset lives, seismic and resilience risk, supply chain issues, and the current workload to manage and deliver improvements as well as address renewal backlogs.
6. For councils with non-council drinking water suppliers in their areas there is additional risk if they are unable to consistently provide safe drinking water to their consumers, including the potential for council to have to take on the water supply. Council operating on expired consents or with consent renewals in the next 15 years also face uncertainty over the standards they will need to meet in the future and therefore the level of investment that needs to occur.
7. Councils could also add to the above list of uncertainties and challenges their business as usual workload, the workload associated with delivering on stimulus packages and associated with responding to other government reform initiatives such as reform of the Resource Management Act, and general workforce retention and attraction issues, which are exacerbated by public sector competition for talent and skills.
8. The modelling indicated that between one and four water services entities would provide the most efficiencies and reduce costs to individual households.
9. When this is added to
 - a. known variations across the nation in water suppliers’ compliance with drinking standards, including permanent and temporary boil water notices
 - b. evidence of poor health and environmental outcomes, including expired resource consents for wastewater treatment plants (and the need for 110 of these plants to go through the resource consenting process in the next 10 years)
 - c. stormwater overflows and other challenges
 - d. climate change

- e. Te Tiriti obligations and the need to uphold Te Mana o te Wai
- f. the size and scale of current service delivery units and workforce issues
- g. the obligations and responsibilities that councils (and other water suppliers) will face when the Water Services Bill and associated regulations are enacted
- h. the Government has concluded that the status quo is not sustainable and that the case for change has been made.

10. The four entities and their proposed boundaries (which may yet change) and the proposed structure for the system are as follows:



	Entity A	Entity B	Entity C	Entity D
Connected population (2020)	1.7m	0.8m	1.0m	0.9m

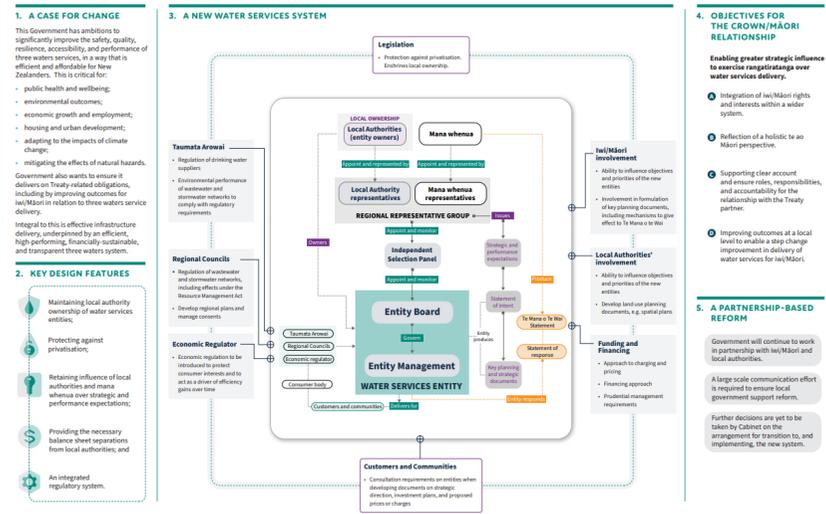


Attachment 3 – DIA two-page summary

For you to format/resize if you use it

A new system for three waters service delivery

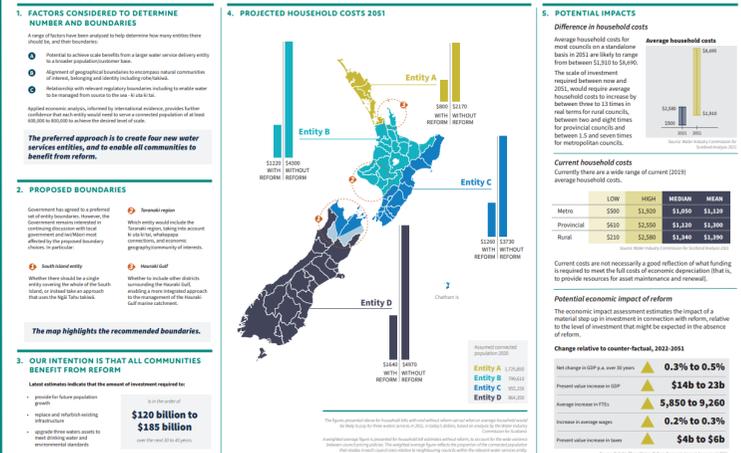
DIAGRAM 1
JUNE 2021



A new system for three waters service delivery

The number and boundary of entities needs to balance scale with other factors

DIAGRAM 2
JUNE 2021



LGNZ two-page summary

For you to format/resize if you use it

THREE WATERS 101.

The Government is proposing major reform of New Zealand's drinking water, wastewater and stormwater system. Here LGNZ synthesises the issues, the opportunities and what it means for local government.

We are. LGNZ.
Te Kāhui Kaunihara o Aotearoa.

1. What's the problem?

Councils currently own and operate three waters services, which cover drinking water, wastewater and stormwater. More investment is needed in water infrastructure to meet the environmental and public health aspirations of our communities. The Government has estimated that dealing with 30 years of systemic failure will require an investment of more than \$10b over the next 30 years.

This scale of investment would be extremely challenging for councils to fund on their own. Climate change will only exacerbate this challenge.

- Significant investment needed in water infrastructure
- Councils can't carry future costs
- The current system lacks:
 - Economic regulation
 - Consistent data collection
 - Enforcement of standards

2. Government's proposed solution

The Government has told us it wants to deliver water services more cost effectively. It also wants to deliver them in an equitable and sustainable way. It proposes changing the whole system:

- A new water regulator called Taumata Arowai
- A smaller number of large, specialist water service entities
- Water services are delivered on a significantly larger scale
- Water entities remain publicly owned
- Water services providers meet standards or face significant penalties for noncompliance
- Entities have strong strategic links to councils and mana whenua

3. Impact on councils

The Government's proposal would mean significant change to the delivery of water services. For a start, councils would shift their focus from delivery to kaitiakitanga of water services. Requirements on local authorities to ensure safe drinking water for private and community supplies would transfer to new entities.

For most councils, removing water-related debt from their balance sheets would improve their financial position. It would potentially create more opportunity to focus on delivering wellbeing to their communities.

- Three waters kaitiakitanga focus
- Water-related debt removed from balance sheet
- Increased capacity to borrow to fund community services

We know there's not universal agreement on the case for change. But to meet councils' own RFI projections, spending across New Zealand as a whole would need to increase by 50 percent annually for the next 10 years. With strong regulatory enforcement, the picture would be very different for councils, creating difficult trade offs if large investments are required to meet water standards.

LOCAL GOVERNMENT CAN HELP SHAPE THREE WATERS REFORM.

We are. LGNZ.
Te Kāhui Kaunihara o Aotearoa.

What's important to the sector in this reform?

- Everyone has access to safe drinking water and the same level of three waters service.
- Infrastructure and systems are resilient and well-funded.
- Three waters are delivered in partnership with iwi.
- Delivery is responsive to climate change.
- Catchments are managed from the mountain to the sea.
- Districts retain high-paying, skilled jobs.
- Any transition is well-managed and people are looked after.
- Local voices are heard and local priorities are responded to.

What the sector needs from central government

- Transparency about the process and what's on the table.
- A robust transition plan that makes sure the benefits of reform are delivered.
- Government to support councils so they can keep delivering. This means making sure councils are economically sustainable without water.
- A fair deal, including that councils are not financially worse off, and that communities are better off.
- To support and grow effective local democracy.
- That any new system reflects the relationship with mana whenua under Te Tiriti o Waitangi

Find out more

We encourage you to stay informed and up to date of the reforms as they evolve. We'll be with you every step of the way. Here's where you can start:

Read what DIA has published: www.dia.govt.nz/three-waters-review

Check out the info on our website: www.lgnz.co.nz

Get in touch if you have questions: feedback@lgnz.co.nz



LGNZ is working for councils

Our work on Three Waters is guided by the principle that we need to seize any opportunity to create the best possible outcome for local government.

We're using our influence to work with the Government on a model that better includes the perspective of our communities. Representatives from local government are helping to steer this work and pose the hard questions. We are also actively working with government on what a package to go with reforms might look like. We'll work to optimise this package before decisions are made.

Attachment 4 - funding to invest in the future of local government and community wellbeing

1. On 15 July, in partnership with LGNZ under a [Heads of Agreement](#)¹⁴, the Government announced a package of \$2.5 billion to support councils to transition to the new water entities and to invest in community wellbeing.
2. The **‘better off’ element**: an investment of **\$2 billion** into the future for local government and community wellbeing.
 - The investment is funded \$1 billion from the Crown and \$1 billion from the new Water Services Entities. \$500 million will be available from 1 July 2022. The funding has been allocated to territorial authorities (which includes unitary authorities)¹⁵ on the basis of a nationally formula that takes into account population, relative deprivation and land area.
 - The funding can be used to support the delivery of local wellbeing outcomes associated with climate change and resilience, housing and local placemaking, and there is an expectation that councils will engage with iwi/Māori in determining how to use their funding allocation.
3. The **‘no council worse off’ element**: an allocation of up to around \$500 million to ensure that no local authority is in a materially worse position financially to continue to provide services to its community as a direct result of the reform.
 - This element is intended to ensure the financial sustainability of councils and address reasonable costs and financial impacts associated with the transfer of assets, liabilities and revenues to new water services entities.
 - Up to \$250 million is available to meet the unavoidable costs of stranded overheads and the remainder for other adverse impacts on financial sustainability of territorial authorities (including future borrowing capacity).
 - Of this \$250 up to \$50 million is allocated to Auckland, Christchurch and Wellington Water councils, the remainder is available to other councils.¹⁶ This funding is not available until July 2024 and is funded by the Water Services Entities.
4. Council’s funding allocation is [XX].

¹⁴ [https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/heads-of-agreement-partnering-commitment-to-support-three-waters-service-delivery-reform.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/heads-of-agreement-partnering-commitment-to-support-three-waters-service-delivery-reform.pdf)

¹⁵ Please note that any allocation to Greater Wellington Regional Council (the only regional council affected by the proposed changes) is not clear at this stage.

¹⁶ Due to their size and in the case of Wellington Water and Auckland’s WaterCare having already transferred water service responsibilities (to varying degrees)

5. The package is in addition to the \$296 million announced in Budget 2021 to assist with the costs of transitioning to the new three waters arrangements. The Government will “meet the reasonable costs associated with the transfer of assets, liabilities and revenue to new water services entities, including staff involvement in working with the establishment entities and transition unit, and provision for reasonable legal, accounting and audit costs.”¹⁷
6. The Government is also encouraging councils to use accumulated cash reserves associated with water infrastructure for this purpose. There are likely to be practical limitations on a council’s ability to do this set by councils’ own financial strategy and policies (including conditions on the use of the reserves ie targeted reserve funds must be used for the purpose they were collected for in the first instance e.g. if collected for capital works).
7. There are also political and / or community acceptance challenges with this approach - if the assets are transferred under a voluntary or mandatory process the reserve balances are expected to be used to invest those funds in the communities that paid for them, consistent with the conditions under which they were raised rather than pooling as a general fund. Councils and communities are unlikely to embrace using these funds instead to enable the transition.
8. The proposed national allocations are as follows:

[Some Councils might find it useful if these were put these amounts in groupings – e.g. entity groups/Zones etc]

¹⁷ 15 July 2021 FAQ [https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/\\$file/three-waters-reform-programme-support-package-information-and-frequently-asked-questions.pdf](https://www.dia.govt.nz/diawebsite.nsf/Files/Three-waters-reform-programme/$file/three-waters-reform-programme-support-package-information-and-frequently-asked-questions.pdf)

Council	Allocation
Auckland	\$ 508,567,550
Ashburton	\$ 16,759,091
Buller	\$ 14,009,497
Carterton	\$ 6,797,415
Central Hawke's Bay	\$ 11,339,488
Central Otago	\$ 12,835,059
Chatham Islands	\$ 8,821,612
Christchurch	\$ 122,422,394
Clutha	\$ 13,091,148
Dunedin	\$ 46,171,585
Far North	\$ 35,175,304
Gisborne	\$ 28,829,538
Gore	\$ 9,153,141
Grey	\$ 11,939,228
Hamilton	\$ 58,605,366
Hastings	\$ 34,885,508
Hauraki	\$ 15,124,992
Horowhenua	\$ 19,945,132
Hurunui	\$ 10,682,254
Invercargill	\$ 23,112,322
Kaikoura	\$ 6,210,668
Kaipara	\$ 16,141,395
Kapiti Coast	\$ 21,051,824
Kawerau	\$ 17,270,505
Lower Hutt	\$ 38,718,543
Mackenzie	\$ 6,195,404
Manawatu	\$ 15,054,610
Marlborough	\$ 23,038,482
Masterton	\$ 15,528,465
Matamata-Piako	\$ 17,271,819
Napier	\$ 25,823,785
Nelson	\$ 20,715,034
New Plymouth	\$ 31,586,541
Opotiki	\$ 18,715,493
Otorohanga	\$ 10,647,671
Palmerston North	\$ 32,630,589
Porirua	\$ 25,048,405
Queenstown Lakes	\$ 16,125,708
Rangitikei	\$ 13,317,834
Rotorua Lakes	\$ 32,193,519
Ruapehu	\$ 16,463,190

Selwyn	\$ 22,353,728
South Taranaki	\$ 18,196,605
South Waikato	\$ 18,564,602
South Wairarapa	\$ 7,501,228
Southland	\$ 19,212,526
Stratford	\$ 10,269,524
Tararua	\$ 15,185,454
Tasman	\$ 22,542,967
Taupo	\$ 19,736,070
Tauranga	\$ 48,405,014
Thames-Coromandel	\$ 16,196,086
Timaru	\$ 19,899,379
Upper Hutt	\$ 18,054,621
Waikato	\$ 31,531,126
Waimakariri	\$ 22,178,799
Waimate	\$ 9,680,575
Waipa	\$ 20,975,278
Wairoa	\$ 18,624,910
Waitaki	\$ 14,837,062
Waitomo	\$ 14,181,798
Wellington	\$ 66,820,722
Western Bay of Plenty	\$ 21,377,135
Westland	\$ 11,150,183
Whakatane	\$ 22,657,555
Whanganui	\$ 23,921,616
Whangarei	\$ 37,928,327
Total	\$ 2,000,000,000

Attachment 5 – Options analysis

[Place here the fuller options analysis for each of the options you have assessed.] **ACKNOWLEDGEMENTS AND THANKS TO HASTINGS DISTRICT COUNCIL FOR THE FRAMEWORK AND FORMAT – Council to use/replace based on own work – Hastings has kindly circulated their information so not all is reproduced here as each council will do their own work]**

Option A - Government Proposal

Key Threat Risks: **[EG ONLY]**

Description	Inherent	Possible Mitigation	Target
Compromised Growth Plan Implementation		Regulation to give effect to Council land use planning.	
Household Ability to Pay		Economic regulation	
Gaps in Service Delivery and Funding Responsibilities		Agencies required to participate in development of regional spatial plans.	
Increased Cost of Works		Key supplier partnerships.	
Increased Incident Response Time		CDEM Coordinated Incident Management System	
Vague Growth Objectives/Lack of strategic Direction		Spatial plan	
Lack of Programme Coordination		Robust programme planning	
Limited Technical Capability		Professional development pathway	

Key Opportunity Risks:

Description		
A2	Reduced Council Risk	
A4	Better Long Term Outcomes	High
A6	R&D Funding Opportunities	High
A19	More Efficient Water Use	Med

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Ref	Type	Risk Description	Inherent Impact	Inherent Likelihood	Inherent Risk	Possible Mitigations	Target Impact	Target Likelihood	Target Risk
	Threat	Compromised Growth Plan Implementation Due to loss of control over Major strategic asset communities may not be able to give effect to growth plans (eg Long Term Plan integration) or adapt timing of developments delaying economic growth opportunities.				Regulation to give effect to Council land use planning.			
	Opportunity	Council Risk Reduced Because Council is no longer responsible for water service deliver there may be risk capacity available to enable other activities to be performed.							
	Threat	Household Ability to Pay Independent agencies (i.e. Water, Power, Council) passing on costs of higher compliance obligations (e.g. increase in water service standards or environment adaptation related costs such as carbon counting) based on lack of understanding of other cost overheads may result in total household costs that are beyond the householders ability to pay (including Council rates) adversely affecting community social and economic wellbeing.				Economic regulation includes a level of inflationary control.			
	Opportunity	Better Long Term Outcomes Due to the scale and mandate of water agencies they have the potential to delivery better long term outcomes (aka step change Asset Management Planning as seen in electricity sector).							

	Threat	Gaps in Service Delivery and Funding Responsibilities Due to multiple agencies involved in delivery of interrelated services there may be gaps between the responsibility of the various agencies (particularly storm water) resulting in lack of funding or ownership of the customer experience (customer ends up being passed around in circles).	Major (25% - 50% service level impact)	Likely	High (24)	Agencies required to participate in development of regional spatial plans.	Major	Possible	Medium (16)
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Option B - Council as a standalone deliverer of three waters

Ref	Type	Risk Description	Inherent Impact	Inherent Likelihood	Inherent Risk	Possible Mitigations	Target Impact	Target Likelihood	Target Risk
	Threat	Financial Sustainability Increased cost operation (to meet best practice) or need to refund Government funds may require unacceptable rates increases affecting Council's financial sustainability and/or reducing the funding available for other Council services.				Reduce spending in other areas.			
	Threat	Lack of Technical Skills Due to the relatively small scale of the Council service it may not be possible to attract or retain people with the required competency resulting in failure to achieve the required service standards.				Council provides a professional development pathway			
	Threat	Unable to Leverage Economies of Scale Not being part of the regional water agency may mean Council is unable to access the same level of funding or expertise resulting in substandard services.				Strategic partnerships			
	Threat	Lack of Water Sector Support Few Council's delivering water services - Council may become isolated and unable to access adequate support (technical, financial or construction) causing failure to deliver the required services.							

Threat	Excessive Development Contributions The higher cost of service delivery may cause Development /Financial Contributions to become very highrestricting regional growth								
Threat	Inability to Attract Business Commercial operators may consider the water supply as less secure and decide not to locate industry here adversely affecting economic growth.								
Threat	Compliance Failure Because of the significant increase in water standards Council may not be able to meet the new requirements resulting in liability/prosecution and/or loss of Governance control (Commissioner being installed).				1.				

Attachment 6 - Transition

1. Consideration is being given to establishing a national transition unit and local establishment entities mirroring the boundaries of the (proposed) Water Services Entities and supporting, through a reprioritisation of stimulus funding if required, council staff costs related to reform and transition, enabling staff to participate in transition priority working groups, gathering and sharing data.
2. Current considerations, in addition to funding for backfilling and / preparing for change, are:
 - support for three waters workers – including:
 - if a staff members role is primarily three waters related, an automatic transfer to the new Water Services Entity in a similar role on the same salary at the same location with the same conditions
 - advice, including Employee Assistance Programmes, legal and union representation
 - the need to increase staffing levels to implement the transition, continue business as usual and deliver current and increased infrastructure investment
 - staff and contractor retention in a time of uncertainty (and competition for resources)
 - the speed of change and the risk of mistakes and service interruptions
 - stranded overheads and the no worse off element of the funding package
 - asset transfers and valuations
 - existing contracts and contractors and any residual liabilities
 - development and financial contributions
3. What isn't clear (but will be worked through) is:
 - where the bulk of managerial and support staff (eg communications, financial, asset management) will be located, although the presumption is that they will be (at least notionally in post COVID flexible working world) located in the regional headquarters of the Water Services Entities
 - what the principles and any threshold would be for a staff member that does some three waters related work (say 50% of their time) and whether it would be their choice to move to the Water Services Entity and the implications for their employment situation
 - if all three water services are included and will transfer at the same time

DRAFT TRANSITION RISK/PESTLE ASSESSMENT –

ACKNOWLEDGEMENTS AND THANKS TO HASTINGS DISTRICT COUNCIL (AND THE HAWKES BAY COUNCILS) FOR THE FRAMEWORK AND FORMAT – Council to use/replace based on own work

Our Goals is: our / XX regional communities continue to receive water services without disruption during the transition, the risks (threats and opportunities) for moving Council services, assets and data to ...

The following benefits of reform are taken from information published by the Department of Internal Affairs:

- Greater financial capability
- More efficient providers
- Cost sharing across communities
- Improved outcomes for communities – affordable way to meet costs of water services now and into the future.

The following risks have been identified: INSERT RISKS AND RATINGS for YOUR COUNCIL/GROUP – THIS BASE MAY HELP

Threat Risks:

No	Description	Inherent	Possible Mitigation	Target
	Staff/Contractor Retention		Attractive employment contracts	
	Stranded Overheads		Alternative funding or restructure overheads	
	Loss of Customer Voice		Advocating for community outcomes	
	Resistance to Change		Education programme	
	Speed of Change		Change management programme.	
	Lack of Business Confidence		Public relations campaign	

Opportunity Risks:

Description	Inherent
Maintaining Good Quality Assets	
Transition Team	

NB Hastings also had Easy Transfer of Contracted Services which may be applicable to you

Risk [Appetite] Assessment:

The risk in transition is much greater than the risk profile for operation once entities are established and operating. Many of the causes for the transition risks are outside Council’s control, so minimal mitigation is possible.

[State risk appetite assessment against Council’s risk appetite or develop one e.g. within/well outside etc]

Insert conclusions e.g.

- Work proactively with the Government in the development of the framework
- Work collaboratively with other group members, Taituarā, LGNZ, iwi/Māori and partners
- Ensure forward planning caters for any possible delays in transition, and
- Adapt quickly and efficiently to handle new obligations that might arise.

Risk analysis and Risk Register if desired. Extract from Hastings eg below to help you. Risks noted are in body of report and in Hastings doc if you wish to use them

Ref	Type	Risk Description	Inherent Impact	Inherent Likelihood	Inherent Risk	Possible Mitigations	Target Impact	Target Likelihood	Target Risk
	Threat	Staff/Contractor Retention Due to greater employment opportunities presented by water agencies there may be a loss of key Council or contractor staff, or an inability to recruit new technical staff reducing Council's ability to plan or deliver infrastructure projects.				Attractive employment contracts. Keeping staff informed.			
		Transfer of Contracted Services							
	Opportunity	Maintaining Good Quality Assets By maintaining infrastructure investment it may be Possible to reduce the transition impacts on the community.							
	Threat	Stranded Overheads Because the overheads will not change significantly after divestment the cost of other services may be impacted by the redistribution of overhead costs				Alternative funding or restructure support overheads			
	Threat	Loss of Customer Experience Because of the scope of change community voice may be lost affecting customer experience and relevance of services delivered.				Advocating for community outcomes			