

The Chairman and Councillors

## Rotorua Te Arawa Lakes Strategy Group

**NOTICE IS GIVEN** that the next meeting of the **Rotorua Te Arawa Lakes Strategy Group** will be held in **CR2, Rotorua District Council Civic Administration Building, 1061 Haupapa Street, Rotorua** on:

**EMBARGOED**

Until 2 working days before meeting on:

**Friday, 23 September 2011**

**commencing at 10.00 a.m.**

**Members please note this meeting will be followed by a workshop commencing at 12.30 p.m.**

Mary-Anne Macleod  
Chief Executive  
Bay of Plenty Regional Council  
Joint Committee Administering Authority

16 September 2011





# **Rotorua Te Arawa Lakes Strategy Group - Terms of Reference**

## **Interpretation**

In these Terms of Reference:

“Organisations” means the Te Arawa Lakes Trust, the Rotorua District Council and the Bay of Plenty Regional Council.

“Rotorua Lakes” means Lakes Rotorua, Rotoiti, Rotoehu, Rotoma, Okataina, Tikitapu, Okareka, Tarawera, Rotomahana, Rerewhakaaitu, Okaro and Rotokakahi.

“Group” means the Rotorua Te Arawa Lakes Strategy Group, formed as a Joint Committee under Clause 30 of Schedule 7 of the Local Government Act 2002.

## **Purpose**

The purpose of the Group is to contribute to the promotion of the sustainable management of the Rotorua Lakes and their catchments, for the use and enjoyment of present and future generations, while recognising and providing for the traditional relationship of Te Arawa with their ancestral lakes.

## **Membership**

Six members:

- Two representatives from Te Arawa Lakes Trust
- Two representatives from the Rotorua District Council
- Two representatives from the Bay of Plenty Regional Council.

## **Term of the Committee**

This is a permanent joint committee under the Te Arawa Lakes Settlement Act 2006. The *Te Arawa Lakes Deed of Settlement* (December 2004) included clauses establishing the Group (Cultural Redress: Lakes Management and Relationships, clauses 9.1 to 9.3). The terms of reference for the Group come from a signed agreement between the three parties (dated 8 October 2004) and included in Part 1 of the Relationship Schedule to the Deed of Settlement.

## **Specific Responsibilities and Delegated Functions**

The group will have the following functions:

- 1 The provision of leadership to the Organisations and the community in relation to implementation of the Vision of the Strategy for the Lakes of the Rotorua district 2000.
- 1 The identification significant existing and emerging issues affecting the Rotorua Lakes.
- 2 The preparation, approving, monitoring, evaluation and review agreements, policies and strategies to achieve integrated outcomes for the Rotorua Lakes.
- 3 The identification, monitoring and evaluation of necessary actions by the organisations and other relevant organisations.
- 4 The receiving of reports on activities being undertaken by the organisations and other relevant organisations.
- 5 Involvement during the preparation of statutory plans in relation to significant issues. Such plans include but are not limited to iwi and hapū management plans, district and regional plans, reserve management plans and annual plans.
- 6 Involvement in applications for activities in relation to significant issues not addressed by existing policies of the co-management partners. Such activities include but are not limited

to resource consents, designations, heritage orders, water conservation orders, restricting access to the lakes (during special events or in particular circumstances), and transferring and/or delegating of statutory authority.

## Committee Membership

**Chairman:** K Winters (Mayor, Rotorua District Council)

**Deputy Chairman:** T Curtis (Chairman, Te Arawa Lakes Trust)

**Members:** **Bay of Plenty Regional Council**  
Chairman J Cronin, Councillor N Oppatt  
Councillor L Thurston (Alternate)

**Rotorua District Council**  
Councillor K Hunt  
Councillor G Searancke (Alternate)

**Te Arawa Lakes Trust**  
Deputy Chairman W Emery  
T Marr (Alternate)

**Secretary:** S Cubbon

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Recommendations in reports are not to be construed as Council policy until adopted by Council.

## Agenda

1 **Apologies**

2 **General Business and Tabled Items**

Items not on the agenda for the meeting require a resolution under section 46A of the Local Government Official Information and Meetings Act 1987 stating the reasons why the item was not on the agenda and why it cannot be delayed until a subsequent meeting.

3 **Presentation**

Research results on project 'Contaminants in Kai' by Dr Ngaire Phillips, NIWA

4	<b>Reports</b>	
4.1	<b>Rotorua Lakes TLI update</b>	<b>9</b>
4.2	<b>Proposed Scope and Process for the Strategy for the Lakes of the Rotorua District.</b>	<b>15</b>
4.3	<b>Review of the Land Use Futures Board</b>	<b>19</b>
	APPENDIX - Land Use Futures Board - Review - Final by Wasley Knell Consultants Ltd	
4.4	<b>Programme Report</b>	<b>25</b>
4.5	<b>Update from Te Arawa Lakes Trust - verbal update</b>	
4.6	<b>Rotorua Lakeside Communities Sewerage Scheme Programme Progress</b>	
3	<b>Public Excluded Section</b>	
	Resolution to exclude the public	
	THAT the public be excluded from the following parts of the proceedings of this meeting.	
	The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:	
3.1	<b>Annual Report and Annual Programme for the Crown</b>	<b>35</b>
	Reason	
	That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information where the withholding of the information is necessary to enable any local authority holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).	
	Grounds	
	That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist.	
	APPENDIX 1 - Rotorua Lakes Programme Annual Report	
	APPENDIX 2 - Rotorua Lakes Programme Annual Work Programme 2011-2012	
4	<b>Consideration of General Business</b>	

## Reports



**File Reference:** 4.01017  
**Significance of Decision:** Receives Only - No Decisions



**Report To:** Rotorua Te Arawa Lakes Strategy Group  
**Meeting Date:** 23 September 2011  
**Report From:** Rob Donald, Water Science and Support Manager

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## Rotorua Lakes TLI update

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### **Executive Summary**

The purpose of this report is to inform the committee of the latest results of water quality monitoring in the Rotorua Lakes.

The emphasis of the monitoring is on the Trophic Level Index (TLI) for each lake which is based on measurements of total phosphorus, total nitrogen, secchi disc depth (clarity) and chlorophyll-a (an indirect measure of algal biomass). Ecological monitoring also forms part of the overall assessment of lake quality and is primarily based on the cyano-bacteria and macrophyte monitoring programmes (adventive macrophyte surveillance and LakeSPI).

Eight lakes (nine including Rotokakahi) now exceed the TLI set in the Regional Water and Land Plan (the RWLP). Method 41 of the RWLP requires Action Plans to be developed where the three-yearly average TLI is exceeded by 0.2 units for two consecutive years. Under this method new Action Plans have been initiated for Lakes Ōkataina, Rotokakahi and Tarawera.

### **1 Recommendations**

**That the Rotorua Te Arawa Lakes Strategy Group under its delegated authority:**

- 1 Receives the report, Rotorua Lakes TLI update.**

### **2 Introduction**

Monitoring of the water quality of the Rotorua Lakes is carried out under the Natural Environment Regional Monitoring Network (NERMN). The results are reported annually because of the need to advise the Rotorua Lakes Protection and Action Restoration Programme. This report covers data to the end of June 2011

### **3 Methods**

The emphasis of the monitoring is on the Trophic Level Index (TLI), which is derived using four key water quality variables. In the Regional Water and Land Plan (the RWLP) the TLI has been used as one method of assessing lake quality in the classification of waters. There is also a baseline for lake quality set as a specific TLI level. A trigger is in place using the baseline TLI, so that management options can be initiated when a lake is definitely deteriorating.

The Trophic Level Index (TLI) for each lake is based on measurements of total phosphorus, total nitrogen, secchi disc depth (clarity) and chlorophyll-a (an indirect measure of algal biomass). A high TLI (e.g. Lake Rotorua has a TLI of 4.6) indicates that the lake is degraded (eutrophic) while a low value (Lake Rotoma has a TLI of 2.3) indicates a high quality (oligotrophic) lake.

The TLI data for each lake is supported by ecological monitoring of blue-green algae (cyano-bacteria) and lake weeds (macrophytes). The lake weed monitoring includes surveying for invasive species in eight of the lakes. A standardised procedure known as 'LakeSPI' (Submerged Plant Indicators) is also conducted on all of the lakes to assess the presence and extent of native and invasive species.

## 4 Results

The three-yearly average TLI for each of the 12 Rotorua Lakes have been calculated to the end of the 2010/2011 year and are presented in Table 4.1 along with the Trophic Level ('Lake Type') and LakeSPI condition.

*Table 4.1: Three-yearly average TLI values for the Rotorua Lakes in comparison with the TLI values set in the RWLP, and LakeSPI condition.*

Lake <i>Regional Water &amp; Land Plan TLI units</i>	3-yearly average TLI to 2008 <i>TLI units</i>	3-yearly average TLI to 2009 <i>TLI units</i>	3-yearly average TLI to 2010 <i>TLI units</i>	3-yearly average TLI to 2011 <i>TLI units</i>	2010/2011 Annual TLI (± se) <i>TLI units</i>	Lake Type <i>based on Trophic Level</i>	LakeSPI Condition 2010/2011
Okaro <b>5.0</b>	5.5	5.3	5.1	5.1	5.23 ± 0.3	Supertrophic	Moderate
Rotorua <b>4.2</b>	4.8	4.7	4.7	4.6	4.35 ± 0.29	Eutrophic	Poor
Rotoehu <b>3.9</b>	4.5	4.5	4.5	4.4	4.14 ± 0.19	Eutrophic	Poor
Rotomahana <b>3.9</b>	3.9	4.0	4.0	4.0	4.10 ± 0.41	Mesotrophic	Moderate
Rotoiti <b>3.5</b>	4.0	3.9	3.9	3.9	3.87 ± 0.3	Mesotrophic	Poor
Rerewhakaaitu <b>3.6</b>	3.6	3.7	3.8	3.8	3.71 ± 0.17	Mesotrophic	Moderate
Okareka <b>3.0</b>	3.3	3.3	3.2	3.3	3.23 ± 0.17	Mesotrophic	Moderate
Tikitapu <b>2.7</b>	3.0	3.0	3.1	3.0	2.76 ± 0.20	Oligotrophic	Moderate
Ōkātaina <b>2.6</b>	2.8	2.8	2.8	2.8	2.83 ± 0.24	Oligotrophic	Moderate
Tarawera <b>2.6</b>	2.9	2.9	2.8	2.8	2.95 ± 0.41	Oligotrophic	Moderate
Rotoma <b>2.3</b>	2.5	2.5	2.4	2.3	2.27 ± 0.07	Oligotrophic	High
Rotokakahi <b>3.1</b>	3.8	4.0	4.3	4.2	3.81	Mesotrophic	Moderate

### 4.1 Okaro

After showing improvement last year, the annual TLI for Lake Ōkaro is now similar to that seen over the 2006 to 2009 period. Concentrations of both nitrogen and phosphorous in the lake increased compared to last year contributing to higher phytoplankton levels and a decline in water clarity.

## 4.2 Rotorua

Lake Rotorua showed a marked improvement in its annual TLI to levels not seen since 2000. Reduced lake phosphorous concentrations and increased water clarity contributed to this result. It may also be in part due to a shift in the dominant cyanobacteria from *Anabaena spp.* to *Microcystis wesenbergii*, which bloom in late autumn rather than in summer.

## 4.3 Rotoehu

The annual TLI of 4.14 in 2010/2011 is the best recorded in Rotoehu for almost two decades. The reduction in nitrogen in the lake from hornwort harvesting does appear to be having a positive impact on the lake water quality and there has also been a reduction in the intensity of cyanobacteria blooms in the past two seasons (Figure 1). Rafts of hornwort continue to be present throughout the lake.

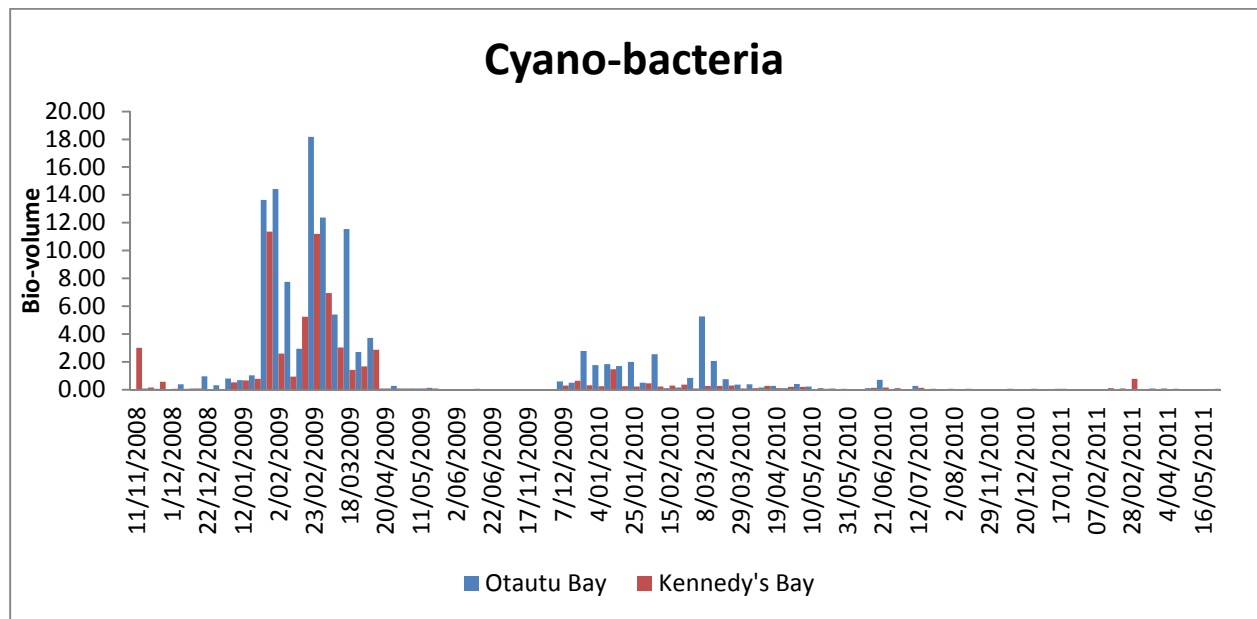


Figure 1 Cyano-bacteria bio-volume in Lake Rotoehu.

## 4.4 Rotomahana

The TLI in Lake Rotomahana is showing an increasing trend and is now close to triggering the need for an Action Plan as required by the RWLP. The highest chlorophyll-a concentration in the monitoring record occurred in the last summer which is likely to be a result of the highest annual average phosphorous concentrations recorded since council records began in 1991. Lake SPI results show this lake to have the largest decline in aquatic plant condition of any of the Rotorua Lakes.

## 4.5 Rotoiti

The TLI in Lake Rotoiti has remained very stable over the past three years. Nitrogen concentrations show a slight decrease and phosphorous concentrations have increased over this time. Dissolved reactive phosphorous and oxides of nitrogen in the hypolimnion (the bottom waters) have been increasing slightly over the past three years although oxygen depletion rates are similar.

Okawa Bay experienced an increase in phytoplankton to almost bloom conditions at the beginning of 2011. To reduce the potential for a severe algal bloom, five tonnes of Aqual-P (a

phosphorous locking agent) was dosed into Okawa Bay in late February. This resulted in a large reduction of available phosphorous in the water column averting a potential cyanobacteria bloom.

#### 4.6 **Rerewhakaaitu**

Although the annual TLI for Lake Rerewhakaaitu improved in 2010-11 the three-yearly average has now exceeded the TLI in the RWLP. Both nitrogen and phosphorous concentrations in the lake improved compared to previous years although stratification events were observed in the water column in December, January and February. These events can lead to de-oxygenation and release of nutrients from the sediments into the water column.

The LakeSPI survey indicates a recent decline in native charophyte depth attributed to water clarity as invasive *Egeria* is yet to colonise all of the lake.

The farming community continues to work with the Council, Fruition Horticulture and AgResearch with funding from the Sustainable Farming Fund to reduce nutrient loads through farm nutrient management plans.

#### 4.7 **Ōkāreka**

The TLI in Lake Ōkāreka remains stable. Nitrogen concentrations have been reducing over the past five years while phosphorous concentrations have been variable with a steady increase in both the hypolimnion (bottom waters) and epilimnion (surface waters) in the past three years.

#### 4.8 **Tikitapu**

The annual TLI in Lake Tikitapu is one of the lowest seen in 15 years. Both nitrogen and phosphorous show a marked reduction and there has been a large increase in water clarity compared to last year (an increase of more than 3.4m).

Lake Tikitapu has shown significant change in LakeSPI over the past 20 years although no new impacts from invasive species have been experienced recently.

#### 4.9 **Ōkataina**

The TLI in Lake Ōkataina remains stable although there was an increase in phosphorous in the 2010/2011 year. The biggest threat to Ōkataina is the recent invasion of hornwort.

#### 4.10 **Tarawera**

The TLI in Lake Tarawera is relatively stable however there are some symptoms present suggesting a decline in water quality. These include a large increase in the annual average phosphorous concentration and lower levels of oxygen in the hypolimnion.

#### 4.11 **Rotomā**

The 3-year average TLI for Lake Rotomā has improved to 2.3 meaning that the lake now meets the RWLP target. This follows 8 years where the target was not met. A steady reduction in nitrogen is the main driver for attaining the target TLI. While the annual average phosphorous level was reduced in the previous year it did show an increase in 2010-11.

Lake Rotomā is the most oligotrophic of the Rotorua Lakes and remains at risk from nutrient inputs and invasive aquatic plants, such as hornwort, which is found in the neighbouring lakes.

#### 4.12 **Rotokakahi**

The TLI for Lake Rotokakahi declined significantly compared to the previous year (based on monitoring of the Te Wairoa Stream). This is despite the occurrence of several algal blooms in late autumn. One of these blooms is thought to have contributed to fish kills in the Te Wairoa Stream at the end of May 2011. *Anabaena lemmermannii*, a known cyanotoxin producing cyanobacteria species, was identified as the bloom species. Toxin analysis undertaken after the fish kill event found slightly elevated toxin levels but these are not thought to have been high enough to cause the fish kill. It is possible that this event was due to multiple stressors which were present as a result of the bloom.

### 5 **Conclusion**

Eight lakes (nine including Rotokakahi) now exceed the TLI set in the Regional Water and Land Plan (the RWLP). Method 41 of the RWLP requires Action Plans to be developed where the three-yearly average TLI is exceeded by 0.2 units for two consecutive years. Under this method new Action Plans have been initiated for Lakes Ōkātina, Rotokakahi and Tarawera.

Paul Scholes  
**Environmental Scientist**

**for Water Science and Support Manager**

**13 September 2011**



File Reference: 1.00250  
Significance of Decision: Low



Report To: Rotorua Te Arawa Lakes Strategy Group  
Meeting Date: 23 September 2011  
Report From: Kataraina Maki, Sustainable Development Manager

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## Proposed Scope and Process for the Strategy for the Lakes of the Rotorua District.

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### Executive Summary

Approval is sought for the proposed scope and process to develop the new Strategy for the Lakes of the Rotorua District.

At its March 2011 meeting the Rotorua Te Arawa Lakes Strategy Group (the Group) was presented with an independent review of the Strategy for the Lakes of the Rotorua District (the Strategy). The Group agreed to develop a new Strategy that retained the current vision and overriding intent of co-management.

Since the March meeting, a collaborative project team has been established with representatives from Rotorua District Council, Te Arawa Lakes Trust and the Bay of Plenty Regional Council.

The scope for the Strategy will celebrate what we have already achieved and set high-level issues, values, outcomes and objectives. It is proposed that an implementation strategy also be developed with clear targets and priority actions. It will span a 30 year term.

The process for developing the Strategy is set out over three phases: Issues and Outcomes, targets and Priorities and Implementation Planning. This will take approximately eighteen months to complete. Engagement with the public will be iterative using a variety of methods like workshops, focus groups, interviews and youth competition.

### 1 Recommendations

**That the Rotorua Te Arawa Lakes Strategy Group under its delegated authority:**

- 1 Receives the report, Proposed Scope and Process for the Strategy for the Lakes of the Rotorua District.**
- 2 Approves the proposed scope and process for the update of the Strategy for the Lakes of the Rotorua District.**
- 3 Confirms that the decision is within the Bay of Plenty Regional Council's strategic planning framework (Council's Ten Year Plan, and planning documents and processes under the Resource Management Act 1991, Biosecurity Act 1993, Land Transport Act 2003, Civil Defence and Emergency Act 2002, and Local Government Act 1974 and 2002).**

## 2 Purpose

The purpose of this report is to seek approval for the proposed scope and process to develop the new Strategy for the Lakes of the Rotorua District.

## 3 Background

At its meeting on 25 March 2011, the Group was presented with an independent review of the original Strategy. A key recommendation in that review was that the Strategy be updated and re-written to provide an updated overall direction for the Rotorua Te Arawa Lakes.

Staff identified options (including costs and benefits) to respond to the review findings. After considering the options, the Group agreed to recommend to their partner organisations the development of a new Strategy that retains the current vision and overriding intent of co-management.

The vision for the Strategy is: *The lakes of the Rotorua district and their catchments are preserved and protected for the use and enjoyment of present and future generations, while recognising and providing for the traditional relationship Te Arawa with their ancestral lakes.*

The overriding intent of co-management is currently expressed as Goal 13 in the original Strategy and states: *Establish in partnership with Te Arawa a co-management framework that achieves the best integrated management.* This is supported by the Te Arawa Lakes Deed of Settlement: Relationships Schedule. Part 1: Rotorua Lakes Strategy Group Agreement.

Since the March meeting, a collaborative project team with representative staff from Rotorua District Council, Te Arawa Lakes Trust and the Bay of Plenty Regional Council has been formed. The team met and discussed the development of the new Strategy, a timeline for the project and methods for engagement.

## 4 Comment

### 4.1 Scope

Staff have looked at other long-term strategies internationally and in New Zealand. These give an indication of current best practice for managing water bodies.

Recent settlement and environmental legislation has meant a number of new frameworks have been developed for multi-partner, environmental restoration programmes (e.g. Te Ture Whaimana and the Waikato River scoping study, the Taharua and Upper Mohaka Strategy, the Western Bay of Plenty Water Sustainability Strategy and the Canterbury Freshwater Strategy).

Common approaches were identified in the Strategies as follows:

- Articulates the long-term (20-30 years) vision/strategic direction for the region
- Identifies key issues, outcomes and objectives
- Have implementation strategies which identify targets and priority actions.

This has been the format for The Auckland Spatial Plan.

Staff advise that the scope of the Strategy for the Lakes of the Rotorua District be focused on the long-term - 30 years. The Strategy will be aspirational, celebrating what

we have achieved and contain high-level outcomes and objectives to guide actions to achieve the vision.

The Strategy will refocus on what big tractable issues and values still need to be addressed (e.g. land use) for cohesive management of all lakes.

Targets and priority actions will be addressed through a separate implementation plan. Actions will be prioritised, time-bound and monitored to evaluate the progress of the Strategy vision.

The Strategy and supporting documents will incorporate concepts of Mātauranga Māori and cultural health indices to support and encourage stronger partnership and ownership of the strategic direction. These concepts will be important in developing new actions and enhancing monitoring systems.

## 4.2 **Process**

It is proposed that the development of the Strategy be in three main phases:

Phase 1: Issues and outcomes September 2011 - May 2012

- Public engagement on major issues and high-level values and outcomes
- Identification of big tractable issues
- Development of strategic approach including values, outcomes and objectives
- Development of outcome indicators
- Draft Strategy presentation to the Group.

Phase 2: Targets and priorities June - August 2012

- Public engagement through workshops, focus groups, interviews
- Finalisation of Strategy
- Development of draft targets and priority actions.

Phase 3: Implementation planning September - December 2012

- Finalise targets and actions
- Outlining monitoring methods and timing
- Draft and approve implementation plan

Proposed engagement for the Strategy will take the form of public / industry leader workshops. We will also use targeted surveys, focus groups and webpage updates to further engage the public.

We suggest that formal submissions not be undertaken due to the iterative process of public engagement.

## 5 **Next Steps**

A key group in our community often not heard is our youth. We are seeking their perspective on our lakes through an art and short story competition that will start on the 23 September 2011.

Engagement with key stakeholders will begin with a public workshop which will include inspirational speakers to help distill ideas for Strategy issues and outcomes. This is likely to be held early in December 2011.

The next progress update to the Rotorua Te Arawa Lakes Strategy Group will be provided at its December 2011 meeting.

## **6 Financial Implications**

### **Current Budget**

None.

### **Future Implications**

None.

Toni Briggs  
**Policy Analyst**

**for Sustainable Development Manager**

**15 September 2011**

**File Reference:** 4.01128  
**Significance of Decision:** Low



**Report To:** Rotorua Te Arawa Lakes Strategy Group  
**Meeting Date:** 23 September 2011  
**Report From:** Warwick Murray, Group Manager Land Management

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## **Review of the Land Use Futures Board**

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### **Executive Summary**

RTALSG established the Land Use Futures Board in 2007 to “give leadership to and advise on implementing sustainable land use management and change” for the Rotorua lakes. Under the Board terms of reference Board membership was for an initial three year term.

At the completion of this term an independent review of the Board was initiated. The review was carried out by Wasley Knell Consultants Limited and involved an evaluation of the current lakes operating environment, the pending review of the Rotorua Lakes Strategy and the Board progress to date. The reviewer concludes by recommending that the Board be dis-established and that its members be appropriately recognised and thanked for its work.

This report provides an overview of the review and a copy of the Wasley Knell Consultants Limited review report is attached.

### **1 Recommendations**

**That the Rotorua Te Arawa Lakes Strategy Group under its delegated authority:**

- 1 Receives the report, Review of the Land Use Futures Board.**
- 2 Accepts the recommendations made in section 5.3 of Wasley Knell Consultants Limited report “Review of the Land Use Futures Board” July 2011. The recommendations are:**
  - i. That the Rotorua Te Arawa Lakes Strategy Group and partner Councils’ consider the options outlined in this review report regarding the Land Use Futures Board, but noting that the review recommendation is for the Board to be dis-established for the reasons outlined in the review report.**
  - ii. That the work of the Land Use Futures Board be appropriately recognised, and that the Board be thanked for its work since its establishment in 2007.**
- 1 Confirms that the decision is within the Bay of Plenty Regional Council’s strategic planning framework (Council’s Ten Year Plan, and planning documents and processes under the Resource Management Act 1991,**

## **2 Background**

The Rotorua Te Arawa Lakes Strategy Group (RTALSG) agreed to establish the Land Use Futures Board (LUFB), which was originally termed the “Sustainable Land Use Implementation Board”, in November 2006. The Board was formed in 2007 following RTALSG approving its membership and terms of reference.

The Board’s primary purpose was “to give leadership to and advise on implementing sustainable land use management and change in the Rotorua Lakes Catchments that will achieve the land based component of nutrient reduction targets defined through various action plans.”

Under the Board’s terms of reference, members were appointed for three years. At the completion of the initial three year term staff engaged an independent consultant to review the Board prior to making recommendations to RTALSG on future appointments to LUFB.

The Board were consulted on the review process and to prevent any perceived conflicts of interests an independent consultant was appointed in collaboration with the Board’s Chairman. The consultant engaged for the review was Bill Wasley of Wasley Knell Consultants Limited (WKCL).

The review was completed in July 2011 and a copy of the WKCL report is attached to this report.

## **3 Review of the Land Use Futures Board**

The review of LUFB focused on five key areas and sort recommendations on the future of the Board. The five areas looked at were:

(i) Purpose and role of the Board

This part of the review investigated the views of the partner agencies regarding what the Board was established to do. It examined the Board’s terms of reference and how they were interpreted by the partner agencies and the Board members.

(ii) Membership

This part of the review considered the appropriateness of Board membership and if there were gaps in membership/input.

(iii) Key work areas / outcomes

This part of the review looked at whether there were agreed work areas and outcomes. It also investigated what resources were required and what was achieved.

(iv) Delivering on role

This part of the review considered the nature and scope of advice from the Board to RTALSG. It also investigated whether the Board was focused on the right areas and whether it faced barriers that prevented it from making progress.

(v) Looking Forward

This part of the review considers whether LUFB has fulfilled its role and if not what is still required to be worked on. If the Board is still needed, the review was to make recommendations on the Board's ToR, structure and membership.

The review was largely carried out as a "desk top" exercise, however the reviewer sort to interview Board members, members of RTALSG and staff of the partner agencies who had worked with LUFB. WKCL also received feedback on their initial findings from LUFB.

## 4 **Key findings**

As part of this review WKCL considered the range and roles of other groups with an interest in lakes water quality and, importantly, the pending review of the Rotorua Lakes Strategy. The reviewer considers that there are now opportunities to review the approaches for stakeholder engagement given the pending Strategy review to ensure there are integrated implementation arrangements. This is particularly pertinent given that the operating environment has changed significantly since LUFB was established.

Some of the findings of the review include:

- (i) Many regarded the primary achievement of the Board to be "getting a diverse group of people, often with disparate views, to sit on a Board providing input on behalf of their sector".
- (ii) Establishment of BOPRC's Special Projects Committee was perceived by some to have undermined the Board.
- (iii) There was a high level of concurrence that the Board's terms of reference were not appropriate, were contradictory in terms of the advisory nature of the Board and resulted in frustration for the Councils' and Board members.
- (iv) There were differing views on whether Board members should have been "representing" their sector or whether they were "representative" of their sector.
- (v) The two Council officers appointed to the Board were placed in potential conflict with their Council roles.
- (vi) The Board was well resourced to evaluate research.
- (vii) More effective engagement should have been provided by Councils' to the Board regarding the review of the District Plan and RPS.
- (viii) Advice provided by the Board to RTALSG needed greater detail.

## 5 **Discussion and Recommendations**

The reviewer considers there are two options open to the Strategy Group. The first option is the retention of the Board until the review of the Lakes Strategy is completed so as to provide input to the new Strategy, after which the Board would disbanded. Option two is to disband the Board now.

### 5.1 **Option 1 discussion**

This option would see the Board continuing in a similar way to its original role until the review of the new strategy for the Lakes is completed. This would allow the Board to provide input to the review process.

One of the benefits of this approach is that Board members would be able to provide input from an informed perspective. However, given that the members do not formally

represent their various sectors, their views may not be the consensus view of these sectors. Given this, the review will still need to engage directly with each of the sector and stakeholder groups.

If this option was chosen by RTALSG there are a number of matters relating to the Board that would need addressing; these include:

- Terms of reference
- Board membership
- Work areas

## 5.2 **Option 2 discussion**

This option involves the disestablishment of the Board now and that partner agencies engage directly with the various sector and stakeholder groups. It is considered that direct engagement will be an important ingredient of the Lakes Strategy review process.

## 5.3 **Conclusions**

The reviewer concludes that, given the changes in the operating environment and the pending review of the Lakes strategy, the Board should be dis-established now.

The reviewer acknowledges that, while some Board members considered the Board provided one of the few opportunities for discussion on lake issues across the range of landowning sectors, the development of other initiatives and approaches indicates that targeted consultation and awareness programmes are now needed. The reviewer also considers that this engagement should occur directly with sector groups.

Given this, the reviewer recommends that the Board be dis-established now (i.e. option 2).

## 6 **Financial Implications**

### **Current Budget**

There are no budget implications.

### **Future Implications**

There are no budget implications.

Greg Corbett  
**Manager Land Resources (Rotorua)**  
**for Group Manager Land Management**

**15 September 2011**

# **APPENDIX**

## **Land Use Futures Board - Review - Final by Wasley Knell Consultants Ltd**



**REVIEW OF THE  
LAND USE FUTURES BOARD**

**BAY OF PLENTY REGIONAL COUNCIL**

**July 2011**

**CLIENT:** BAY OF PLENTY REGIONAL COUNCIL

**PROJECT:** REVIEW OF THE LAND USE FUTURES BOARD

**PROJECT MANAGER:** BILL WASLEY

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## 1. INTRODUCTION

The Bay of Plenty Regional Council commissioned a review of the Land Use Futures Board and the review brief is attached as Appendix 1. The primary approach to undertaking this work has been a desktop analysis of documentation relating to the establishment and work of the Land Use Futures Board (LUF).

In addition, a range of interviews have been undertaken and those interviewed are listed in Appendix 2. They included members of the LUF Board, Council personnel and others who have had some association with the Board.

Consideration has also been given to the range and role of other groups that have been established (both public and private) and other initiatives that have been undertaken by the Regional Council. These include the establishment of a Lakes Project Steering Group and the Rotorua - Te Arawa Lakes Strategy Group (RTALSG) recommendation to its partner organisations to undertake the development of a new Lakes Strategy.

## 2. OPERATING ENVIRONMENT

### 2.1 Groups

There has been an evolving operating environment in respect of water quality issues in the Rotorua area.

Over a period of time a number of groups have been established with a focus on the Rotorua Lakes and adjoining lands. To provide some context for this review, and to understand the roles and responsibilities of groups, the following tables outline the groups, terms of reference and current status.

Table 1 outlines Bay of Plenty Regional Council related groups whilst Table 2 outlines groups that are independent of the Council but may be working in collaboration with it and other agencies.

<b>Table 1 - Bay of Plenty Regional Council – Groups</b>		
<b>Group</b>	<b>Terms of Reference / Role</b>	<b>Comments</b>
Rotorua -Te Arawa Lakes Strategy Group	Leadership in relation to lakes strategy vision. Identification of existing and emerging issues, policy and strategy development to achieve integrated outcomes for the lakes	Has a governance/ policy role and has been created by statute
Lakes Water Quality Technical	Provision of scientific advice and support on proposed actions and interventions and	Technical focus

Advisory Group	problem solving	
Sediment Technical Advisory Group	To provide scientific advice and operational direction on how to reduce internal lake nutrient loads via lake-bed sediment management techniques	Comprised of technical people plus co-opted experts, both from the public and private sector
Rotorua-Rotoiti Land Use Focus Group	Consider possible nutrient reductions from land use change and land use management change, with a focus on the restoration of the lakes in conjunction with sustainable, economically profitable land use	The group comprised of landowners, met 7 times, and was established to be an information source, forum to share ideas and sharing of innovative land use solutions.

<b>Table 2 - Non Regional Council Groups</b>		
Group	Terms of Reference / Role	Comments
Rotorua Lakes and Land Trust	Undertakes a facilitation role in assisting landowners and the community respond to the land use changes required to protect the water quality of Rotorua lakes catchment. It aims to enhancing awareness and adoption of sustainable land use practice practices, to improve lake water quality, increasing community engagement and capacity building in respect of sustainable development initiatives, and building partnerships between the wider public, local government and the farming community	Collective of two major rural land holding groups in the Rotorua catchment-Federated Farmers & FOMA
Lake Water Quality Society	Focus is on improving the water quality in the Rotorua lakes. Fostering of research and education on lakes issues and working with central and local government and community groups to restore lakes to health.	Independent community organisation
Rotorua Dairy Collective	Management of nutrients within the collective while providing an agreed	Collective comprising most dairy farmers in

	nutrient reduction over time	catchment
Rerewhakaaitu 3	Development of nutrient management plans to achieve the lake's TLI. Sole focus on Lake Rerewhakaaitu	Farming community initiative with Regional Council support

## 2.2 Lakes Project Steering Group

It is noted that the RTALSG agreed in March 2011, to the establishment of a Lakes Project Steering Group. The purpose of the group is to ensure that there is efficient and effective implementation in respect of 'Funding Deed' projects and that there is a high level of project management scrutiny in the range of projects being implemented.

The functions of the group are to;

- provide leadership to Manager of Funding Deed work programme
- provide support to the RTALSG in respect of the identification and resolution of operational matters, where there may be significant implementation for successful completion of the programme
- ensure development and maintenance of cross organisational management plan
- developing and implementing procedures for identifying, considering and deciding upon matters of an operational nature that pertain to management of the programme including new interventions or changes to projects where such interventions/change are likely to significantly impact on successful implementation of the programme
- monitoring the progress of programme implementation, and provision of advice to RTALSG accordingly.

The group is to have representation at a senior staff level from the Bay of Plenty Regional Council, Rotorua District Council, Ministry for the Environment and Te Arawa.

## 2.3 Characteristics of the Land Use Futures Board

The LUF Board has characteristics that are different from other groups formed by the Regional Council. It has a secretariat in terms of support staff, nominal meeting payments are made to members, and it has a defined role in the provision of advice to RTALSG.

The Regional Council also provides administrative support and funding for particular initiatives or projects the Board has wished to undertake.

## **2.4 Review of the Rotorua Lakes Strategy**

The RTALSG at its meeting on 25 March 2012, resolved to recommend to the partner organisations, that a new strategy be developed for the lakes of the Rotorua District that retains the current vision and over-riding intent of co-management and develops a new strategic direction to achieve the vision.

It is noted that the review of the existing strategy conducted by Martin Jenkins & Associates Ltd recommended that the strategy be reviewed with an associated strengthening of the implementation framework which should include monitoring and evaluation functions. In addition, it was recommended that implementation should be undertaken in a cohesive manner.

It would seem appropriate that any implementation arrangements should follow the direction and need identified in the reviewed strategy.

## **2.5 Commentary**

A range of public and community led groups have been established over the years in respect of addressing water quality issues. Some have leadership, governance and strategy responsibilities, whilst others have a more technical and research focus, and there are those that have a community led focus to support the broad range of initiatives being undertaken and having an education role.

The situation has been an evolving one with groups or arrangements put in place to deal with particular issues or responsibilities. The approaches have been of a more targeted and specific nature and have not necessarily being part of an integrated approach.

There are now opportunities to review the approaches given the impending strategy review, and to ensure that there are integrated implementation arrangements. The operating environment has changed significantly since the establishment of the LUF Board.

# **3 BACKGROUND**

## **3.1 Board Establishment**

The Land Use Futures Board was part of a suite of initiatives in respect of addressing issues relating to the discharge of nutrients into the Rotorua/ Te Arawa lakes.

In November 2006, RTALSG agreed to establish the “Sustainable Land Use Implementation Board”, later named the “Land Use Futures Board”. In March 2007, it approved the membership and appointment processes to the Board. The membership based on landuse/ sector representation, was to be as follows

<b>Land Use / Sector Representation</b>	<b>Number</b>	<b>Nomination Process</b>
Dairy farming (local)	2	Federated Farmers nomination
Sheep/beef farming (local)	2	Federated Farmers nomination
Dexcell (national)	1	CEO – Dexcel
Meat and wool (national)	1	CEO – Meat and Wool
Federation of Maori Authorities	1	Federation Maori Authorities
Maori Trustee	1	Maori Trustee Office
Land Care Trust (national)	1	Land Care Trust
Horticulture (national/local)	1	Horticulture New Zealand
Forestry (local)	1	Forest Owners
Lifestyle (local)	1	Local Group
Developer (local)	1	Rotorua Lakes Strategy Group
Environment Bay of Plenty – staff	1	CEO – Environment Bay of Plenty
Rotorua District Council – staff	1	CEO – Rotorua District Council

It was also agreed that an Executive Support Team would be established to service the Board and this would comprise of Staff from the Bay of Plenty Regional Council, Rotorua Lakes and Lands Trust and Rotorua District Council.

Coordination of the servicing of the Board and implementation of actions would be the responsibility of the Executive Support Team.

The March 2007 meeting also confirmed the Terms of Reference for the proposed Board together with the establishment of a sub-committee to consider nominations and confirm appointments to the Board.

The Terms of Reference stated that appointments were to be for a three year period.

### **3.2 Board Achievements**

Interviewees were asked to consider achievements of the Board since its establishment. Comments ranged from not having achieved a lot, to the significance of getting a diverse and disparate group of stakeholders around the table to understand issues relating to nutrient reduction and lake water quality. The formation and ongoing operation of the Board given the diversity of views and issues was regarded by many as the primary achievement, and ultimately appreciating the views of others.

The following were outlined as achievements during the current term of the Board:

- Getting a diverse group of people often with disparate views, to sit on a Board providing input on behalf of their sector
- The four papers provided to the RTALSG including those that provided summary of the science and the actions the Group were recommended to take

- Group of people that understand the issues and are able to work together after the initial settling down period
- Provision of an approach to assist land owning community to understand the nature of the issues and acceptance of farming community to being part of the solution
- Getting people with different perspectives in the same room and working through issues
- Having landowners, relevant agencies, and Council staff in one forum
- Revision of advice to RTALSG based on the research and project work undertaken.

## **4 THE BOARD**

### **4.1 Purpose and Role of the Board**

The stated purpose of the Board *“is to give leadership to and advise on implementing sustainable land use management and change in the Rotorua Lakes Catchments that will achieve the land based component of nutrient reduction targets defined through the various Action Plans.”*

A range of comments regarding the purpose of the Board were received including the following;

- A body of stakeholders who would be active in the programme to fix the Lake.
- Provision of advice to RTLSAG in respect of actions to address nutrient discharge issues.
- Provision of a leadership role to constituent sector groups on what land owners should be doing to address the problem.
- Implementation of the Lake Rotorua action plan.
- Provision of advice on solutions in respect of where the reduction in nutrients will come from.
- Mechanism to engage with landowners, and provide advice and solutions for the RTLSAG and the Regional Council to then implement.
- Having a stakeholder group of landowners provides an opportunity on how nutrient reduction should be done.

- Provision of advice on improving lake water quality, but to also understand the implications of doing so from a social, economic, cultural and environmental perspective.
- The establishment of the Special Projects Committee by the Regional Council was perceived by some, to “pick off” the Board. If there was concern about a lack of progress by the Board then this should have been raised as opposed to the establishment of another group.

There appeared to be a lack of clarity by some around whether the Board was an ‘advisory or doing’ on. However, in the latter part of the Board’s current term, the new Chair has emphasised it is an advisory board to the Rotorua - Te Arawa Lakes Strategy Group, and this was its primary purpose. This direction has focussed the Board and resulted in the completion and provision to the Group, several papers with recommended actions.

The Councils appear to have been clear in their understanding of the purpose in that it was to be a group of landowners who could talk with others to discuss land use change and to be a forum for the promotion of technologies, methods and approaches to facilitate more effective land use management and change.

It was not considered to be a forum that should debate the nutrient targets but one that could assist in the promotion of sustainable farming practices, and being a vehicle for encouraging land use change. It was felt that such a forum would assist in the journey toward nutrient reduction.

Most interviewees observed that there was a high degree of frustration in respect of the first 18 months of the Board being in place. It was felt that there was a lack of clarity around the purpose of the Board and the associated terms of reference. Concerns were expressed at the inordinate amount of time it took the Board to understand its role and then implement the Terms of Reference.

Input from a number of interviewees was indicated that there was a need and role for a stakeholder group to provide advice on policy initiatives, their effectiveness and implementation, together with the provision of advice to the RTALSG in respect of best practice for sustainable land use with an emphasis on nutrient reduction.

A re-orientation to a land use change group was proposed by some as an appropriate way forward with recognition that the Board does not determine the future of water bodies, but is about encouraging and advising on land use change in the catchment, associated education and awareness initiatives that could be implemented and related communication activities. These would be matters the group would provide advice on to the RTALSG, for implementation if it continued in existence.

- **Terms of Reference**

There is a high level of concurrence that the current Terms of Reference were not appropriate, were contradictory in terms of the advisory nature of the Board and resulted in frustration for the Councils, and Board members.

They were generally regarded as being confused, requiring the Board to undertake tasks that appeared to be in conflict with one another and resulted in a considerable period of inertia and debate around what they meant. Example of this inherent conflict included requiring the Board to consider and advise on the preparation and review of an implementation plan to achieve nutrient loss from land uses in the catchment.

Whilst it could be taken from the documentation that all the Board had to do was to provide advice on such plans, there is then a requirement that the initial plan be prepared by March 2008. There is no reference as to whether others would undertake the task, and therefore it is presumed that the ToR required the plan to be prepared by the Board. This would seem to have been a more appropriate responsibility of the Regional Council with input from the Board during the plan development phase.

#### **4.2 Board Membership**

The membership has endeavoured to reflect the role of the Board and having a group of stakeholder landowners who could discuss issues related to nutrient reduction and how it may be achieved. It is noted that the membership was not intended to include all stakeholders but those “with skin in the game”.

There are some differing views, on whether the Board should have been a representative one with members representing their sectors, or whether they were appointed by the sector, but not a representative of that sector. Most members of the Board are of the latter view in that they were appointed due to their experience and background in a sector but were not a representative of it, and were therefore not mandated to speak on behalf of the sector.

The alternative view, particularly some of those who were not members of the Board, was that the original intent was for members to be sector representatives. However, in reviewing the report dated 1 March 2007 to RTALSG that recommended the establishment of the Board, terms of reference and proposed membership, there is a lack of definition around membership. There is reference to groups nominating representatives, but the nature of representation is not defined. This is an example where a lack of clarity at the establishment phase has resulted in different interpretations and expectations.

Some interviewees considered the Board was too large to operate effectively, but also acknowledged that it required the range of representatives that were on it to ensure there was adequate representation and input from the broad cross section of land owners. Overall, it was considered by the majority of interviewees that the

membership had been about right and that it needed to have people who had landowning interests.

Another observation was that the Board members particularly in the initial period, did not act in the best interests of contributing to the improvement of lake water quality and tended to let sector interests dominate and prevail.

Feedback on whether Council staff (both BOPRC and RDC) should be members of the Board was mixed. Some interviewees were of the opinion that staff should have only been there to provide advice and not be Board members. Others had a contrary view and believed that by being members of the Board, it helped ensure that the advice was considered. There was an appreciation of the advice provided by staff and the need for staff from both Councils to attend and provide input, recognising that such advice may from time to time, not be what members wish to hear or indeed agreed with.

The Board is primarily composed of landowning stakeholders from whom advice is sought by the Councils and RTALSG. It is not appropriate in WKCL's opinion for staff to be members of a group who are then providing advice to the Councils. Such advice, whilst officers may contribute to it as input to the Board, should subsequently come from just the landowner sectors as it is their views that are being sought.

By having Council officers as Board members, there is opportunity for potential conflict and officers to be compromised in respect of the dual roles they have on being a member of the Board and being a staff member of a Council. Their principal responsibility is to provide advice to their respective Councils and that advice should not be compromised either by perception or in reality, by Board membership. The staff role should be in an advisory capacity only.

Interviewees have suggested that if the Board continued in existence, then the membership should be widened to include a tourism sector representative, a representative of the Rotorua City area, and the Lake Water Quality Society. It was considered that this would allow a wider awareness of nutrient reduction issues in the community and associated need for land use change.

Any membership of the Board should relate to its primary purpose and role and not include others just because it may be good to have such representation. The membership of such a group should include landowning sectors together with others such as tourism and Lake Water Quality Society.

It is debatable whether a representative from the Rotorua urban area would be effective unless they represented a particular organisation.

Some comments were received that Board members needed to ensure that they had the time to commit to the Board and being able to attend meetings on a regular basis. Irregular attendance has the potential for rework and the going over of

matters already discussed, and can add to the frustration of those who have attended. It is something that members need to be mindful of, but also recognising that the work of the Board is essentially undertaken in a voluntary capacity.

### **4.3 Key Work Areas and Outcomes**

The focus of the Board work areas and outcomes is provided by the ToR. This included considering and advising the RTALSG on relevant research, evaluate and recommending Land Management options, actual or potential impediments to achieving nutrient reduction, advising on development of a communications plan, and plans and strategies of the Councils.

The first progress report was provided to the RTALSG in June 2008. It outlined that the focus of the Board's implementation plan was to be on research, planning and land use extension.

There has been consideration and evaluation of research and planning issues associated with land use change to contribute to the improvement of lake water quality. However, there has not been as much attention to land use extension which was to involve the development of a communication and engagement plan to help the Board in raising awareness and encourage land use change practices to assist in achieving nutrient reduction and achieve economic growth. It is of interest to note that the Board at that point saw itself as developing the communication and development plan, as opposed to the ToR which outlined a requirement for the Board to advise on the development of a communications plan.

Notwithstanding the interpretation of the ToR, the provision of advice to the RTALSG on the development of such a plan has not occurred to any significant degree. It is one area that does require to be addressed if the Board continues. Such a plan would need to provide for targeted advice that picks up on best practice, together with non regulatory approaches, use of field days to examine best practice, newsletters to sector groups after Board meetings to outline matters that are being examined and discussed and other appropriate initiatives. This advice is important to enable RTALSG to then recommend appropriate communication education and awareness initiatives to both the Regional and District Council.

In respect of evaluating research, there does not appear to have been a lack of funding or willingness by the Regional Council to provide appropriate resources in terms of staff and funding to enable the Board to undertake its work. The Regional Council for example, provided funding for the preparation of the 'Ritchie' report. Perhaps one of the challenges faced by the Board was what to do with such research and the potential implications of the 'science' on land use in the catchment.

There have been a range of papers and advice provided. Although there is a theme of a lack of detail being provided by the Board in its advice to the RTALSG as evidenced by responses to the Board such as the paper prepared by Sigma Consultants Ltd (Analysis of the Land Use Futures Board Strategy and Vision Paper), it has provided a range of advice that aligns with its ToR.

Whilst as noted elsewhere, there is a belief by some that the Regional Council staff were already doing work that the Board then provided advice on, it should be remembered that a key role of the Board was to provide for landowner engagement and discussion on nutrient reduction. It is not just about what the Councils may be doing, but ensuring there is landowning sector understanding and engagement.

An issue related to the provision of advice is that timeframes for the delivery of advice that are contained in the ToR, have not been always met.

There should have been in WKCL's view greater and more effective engagement in respect of the tools and approaches to be used in the review of the RPS and the Rotorua District Plan. Whilst there were presentations to the Board by staff of both Councils, it tended to focus at the higher level and not get down into the likely rules, in the case of the district plan, that could apply. Whilst the Councils have been critical of the Board not providing detailed advice, the same could be said of the Councils in respect of the lack of detail proposed regarding the various planning regimes, to enable effective and detailed input by the Board.

#### **4.4 Delivering on Role and Expectations**

- **Right Focus**

It was considered by some that several Board members, particularly in the first two years of operation did not accept that there was a water quality and nutrient discharge issue. It was felt that others were causing the problem as opposed to rural land owners in the Lake Rotorua catchment. Some considered that the Board should have accepted the terms of reference (although appreciating there was some confusion about their scope and interpretation) and got on with the job.

The focus on providing advice is considered to be appropriate but there needs to be advice provided relating to 'best practice' in respect of sustainable use, and assessing whether the tools (both regulatory and non-regulatory) are appropriate and effective. The Councils are seeking this type of advice and there needs to be sufficient detail so it can be considered and appropriately assessed for implementation.

The provision of advice on awareness and engagement with landowners is considered to be an important component of the advisory role of the Board and are fundamental to development of a communications plan. The Board has already noted this matter in a recent presentation to RTALSG.

As previously noted in this review report, the Board has taken a more focused approach in more recent times with clear direction from the current chair and this has assisted in the Board addressing the matters that are outlined in the ToR. The focus of the Board is provided by the ToR and hence the need to have clarity around these in the future, if the Board continued in existence.

- **Nature and Scope of Advice and Recommendations to RTALSG**

The Board particularly since mid to late 2008 has provided a number of reports to the Rotorua Te Arawa Lakes Strategy Group. This has included

- Land Use Future Board Progress Report
- Recommendations for the Regional Policy Statement and Rotorua District Plan Reviews
- Research Recommendations
- Review of research on practices to reduce N and P from farms in the Rotorua Lakes catchments.
- Land Use Change- Overview paper to the RTALSG

During the process of preparing papers and recommendations for the RTALSG the Board has sought advice and endeavoured to inform itself on the various issues and then provide associated advice.

It should be noted that the Board advisory role is just that and whether the advice is then accepted and recommended for subsequent action is up to the RTALSG and the Councils.

In considering the advisory papers provided to the RTALSG and associated analysis undertaken by Sigma Consultants Ltd, on the paper produced in November and December 2009, there is an over riding theme that emerges which relates to the need for greater detail in the advice provided by the Board.

The expectation to provide a level of detail, and on matters relating to nutrient reduction, is reasonable in WKCL' view given the ToR, and that advice needs to provide and promote:

- Non regulatory mechanisms to achieve nutrient reduction
- Associated issues around the possibility of nutrient trading
- If the current Rule 11 is to be replaced provide appropriate detail of an alternative regulatory framework
- Lack of recognition that there should be a mix of regulatory and non-regulatory mechanisms. Again there is an expectation based on the ToR that the Board would outline and provide the detail of such non-regulatory approaches

- Need for greater detail on the nature of district plan provisions to assist in effecting land use change and associated nutrient discharge reduction
- Lack of detail on intervention approaches
- Lack of advice on the application of best practice

The above provides a clear indication that the advice being sought should have a greater focus on particular mechanisms such as detailing best practice methods. Whilst this is likely to be challenging it is assumed that there would be no better group to consider and outline best practice for example than a group of landowners in the catchment.

Therefore a more focussed approach would assist in the provision of targeted advice to the RTALSG.

#### **4.5 Looking Forward**

- **Is Board Role Fulfilled**

The Board in WKCL's view has sought to inform itself through a range of mechanisms such as input from various sector groups, consideration of research and considering what others are doing such as the Lake Taupo Protection Trust, in respect of nutrient reduction.

Based on the input it has received, and its own review of research and information, the Board has provided a range of advice to RTALSG.

From the perspective of the RTALSG, there is a need for a continued advisory role. This includes the consideration of plans and strategies of both Councils and the provision of advice in respect of the effectiveness or otherwise of the tools to reduce nutrient discharge. It is about having the key landowning sectors assisting with this, together with provision of advice on the ongoing communications approach including education and awareness initiatives. However, there are opportunities to review how advice may be provided given the impending review of the Lakes Strategy.

An alternative view expressed by some is that the Board has discharged its role, and there is no need for it to continue given the cost and that the Regional Council is undertaking a range of initiatives and projects to assist with nutrient reduction. This includes the commitment which was made in March 2011 to recommend to the partners that the lakes strategy be reviewed.

This in our view adds another dimension to this review. It provides an opportunity to take a more holistic and integrated approach to strategy and programme development and implementation in the lakes catchments. There have been a range of groups created and initiatives undertaken, since establishment of the Board and

the strategy review provides an ability to consider all relevant matters and put in place more comprehensive and integrated arrangements for the longer term. This recognises that the operating environment has changed significantly since the Board establishment in 2007 and much has been progressed and achieved since that time.

It is noted that there has been considerable investment to date, in terms of knowledge, experience, reports and advice, and consideration should be given to how this can continue to be utilised, including the strategy review and implementation phases. Given that a number of Board members are connected to various landowning groups, then this input could be best utilised as part of the targeted consultation in the development of the reviewed strategy and its associated implementation plan.

- **Barriers to Board Effectiveness**

A range of barriers were outlined by interviewees as contributing to the Board being less effective than it could have been. This is not a particular criticism of any individual but is based on the experiences of the past three years since the Board was established.

The barriers included:

- Needed more robust project management structure to support the Board in its work.
- Need for better alignment between Regional Council and District Council and greater use made of Board as plans/strategies were being developed.
- Lack of understanding of issues by members in part due to the complexity of the problems and reaction to consequences on individual sectors.
- Some sector denial that there were nutrient discharge issues.
- More effective resourcing earlier on— such resourcing helped with development of papers e.g. Ritchie work.
- Belief that RDC has given the Board little credence and for example, the Board has not been asked to look at the District Plan, but were asked to consider the RPS, and the Regional Pest Management Strategy. There has been input from RDC and there have been presentations. A presentation by Nigel Wharton in May 2010 provided an overview but not any detail in respect of how particular approaches and rules could be applied. As is often the case “the devil is in the detail”.

Many of the barriers related to the initial phase of the Board term and there does not appear to be any particular issues around a lack of resources at the present time.

There is also considerable understanding and awareness of the relevant issues at this point in time.

- **Learnings: LUF Board Approach**

It is worthwhile considering the learnings from the current LUF Board approach and recognising that this was a new initiative to engage with land owners to assist in the provision of implementation advice. Whilst there has been considerable frustration both from the Councils and Board members, there are many things to learn from the involvement of the Board and any future initiatives of a similar nature that may be undertaken by the Councils.

These included:

- Need for a professional facilitator to assist Board to work through issue. Use of facilitators by the Board has been effective.
- The Board needed the two tier approach as originally envisaged – Board with the Executive Support team as outlined in establishment report – March 2007, or use of Working Groups, to support the Board.
- Better feedback loop from RTALSG and partner agencies – increased interaction e.g. workshops.
- Need for higher degree of RDC involvement and engagement with Board – need to use it more e.g. development of district plan provisions.
- More focussed TOR and need to stick to them, and staff to advise when Board going beyond them.
- Leadership from Chair is key success factor.
- Use of site visits and being out on the ground was effective.
- Being pragmatic in what is to be achieved.
- Board could have been more useful if Regional & District Councils had come out earlier with planning frameworks – provide timely indication of regulatory approach and what needs to be done.
- Awareness that time is required to understand the relevant issues and information.
- Confirmation that those with ‘skin in the game’ should form the core membership but the need to include others so there is a wider understanding of the issues and how they may be resolved by others in the community and with an interest in improving lake water quality.

- That concerns about the time it took for the Board to commence providing advice should have been raised earlier. The establishment of the Special Projects Committee by the Regional Council was perceived by some to “pick off” the Board. If there was concern about a lack of progress by the Board, then this should have been raised directly as apposed to the establishment of another group.
- To be highly effective, there needs to be adequate funding for land use change to occur. The funding of this was raised by a number of interviewees and it was felt that there should be greater attention and discussion in respect of this issue.
- That consideration to be given to widening Board membership if it continued, out to include all activities that produce nutrients other than just farming. There is a challenge in getting urban people to understand the water quality and nutrient reduction issues.
- That the Board examine ways to allow landowners to exit with appropriate financial return and actively facilitate land use change.
- To acknowledge that some solutions have not yet arrived and that regulation is not flexible or nimble enough to reflect and accommodate new science which is still evolving.
- That there is a need to keep an eye on what others are doing e.g. Lake Taupo Protection Trust and what can be learned or taken such initiatives.

These matters should also be considered as part of the lakes strategy review process.

## **5 DISCUSSION AND RECOMMENDATIONS**

### **5.1 Options**

Given the matters considered in undertaking this review, there are two options worthy of further consideration. The first option would involve the retention of the Board until the review of the strategy is completed to provide input into the development of the new strategy; or alternatively, the disbanding of the Board and that the mechanisms for achieving input are then incorporated into the appropriate strategy review process.

- **Option 1**

This option would involve the Board continuing in broadly, it’s current role but only continue in existence until the review of the strategy is completed and the new strategy and implementation plan adopted, and any new implementation

mechanisms put in place. This option would involve the Board continuing but also providing input into the review of the lakes strategy.

This approach has the benefit of members being able to provide input from an informed perspective but would not necessarily involve taking a consensus approach given the members are not representative of their various sectors. However the partners involved in the review would still in WKCL's opinion need to engage directly with the various landowning sectors and related interest groups.

If this option was chosen, there are a number of matters that are required to be addressed even though under this option, it is recommended that the Board would continue only on a transitional basis. Given the impending strategy review process, and other initiatives that are underway, WKCL does not propose the continuation of the Board beyond what is envisaged through this option.

Matters requiring change to what already exists if this option is pursued, should include the following;

#### *Amended Terms of Reference*

- *Review and advice on relevant land use related nutrient mitigation research and any implications arising from implementation of such research*
- *Evaluate and recommend land management options, including incentives that may assist in achieving land use management change*
- *Provide advice on the actual or potential impediments to achieving nutrient reduction targets, including planning regimes implemented by the Regional and District Councils, and how these impediments may be overcome*
- *Advise the Bay of Plenty Regional Council on the development of a communication plan (to be reviewed regularly) to communicate with and receive feedback from the range of landowners relating to the Board's role, and terms of reference*
- *Advise on the development of strategies and plans being developed and implemented by the Bay of Plenty Regional Council and Rotorua District Council relating to provisions in respect of nutrient reduction including possible changes to these documents, and in particular the review of the Rotorua- Te Arawa Lakes Strategy*

#### *Board Membership*

- *That membership of the Board be increased to include a representative from the Lake Water Quality Society and the Tourism Sector*

- *That the role of Council staff be confined to providing advice and input to the Board in a free and frank manner, and staff should not be Board members*

#### Work Areas

- *That the key work areas and outcomes be agreed between the Board and RTALSG annually, including the nature and scope of advice to be sought*
- *That the Board and RTALSG have an annual workshop to assist in defining RTALSG expectations and those of the Councils, of the Board and agreeing the work areas and outcomes sought. This is to include reporting back mechanisms from the RTALSG to the Board on progress being made in the implementation or otherwise of Board advice and defining the reporting arrangements of the Board*
- *That the Councils actively engage with the Board in both the development and implementation of plans and strategies, with a particular emphasis on seeking advice on the appropriateness of tools to achieve nutrient discharge reduction and improvement of water quality*

This option envisages that the Board would go out of existence once the new strategy is adopted, along with the associated implementation mechanisms. Roles or responsibilities that the Board currently has, would be assumed if considered appropriate, by the new strategy implementation arrangements, in accord with the needs and requirements of the reviewed strategy.

- **Option 2**

This option would involve dis-establishment of the Board now, and that mechanisms put in place to ensure that the input of the various land owning sectors is sought and achieved through a more direct engagement process. Given the proposed role of the Lakes Project Steering Group and the impending review of the lakes strategy, consideration needs to be given now to the most appropriate way of engaging the various sectors in respect of the strategy review process. The direct engagement of sectors through their representatives is considered to be an important ingredient of the review process.

The testing of ideas and approaches can still be undertaken but in a more engaged and direct manner.

The ability to have the wider debate and engagement with the urban community and other interest groups should be more appropriately undertaken through the strategy review process.

## 5.2 Conclusions

Whilst there are a range of groups involved and having an interest in lake water quality issues, there are none that are dedicated to achieving landowner input apart from the Rotorua-Te Arawa Lakes Trust.

On balance, WKCL is of the view that the Board be dis-established given the changes in the operating environment, and that the nature and form of landowner input into water quality and nutrient reduction issues be considered as part of the review of the Rotorua- Te Arawa Lakes Strategy. Whilst a number of Board members were of the opinion that the Board provided one of the few opportunities for discussion of such issues across the range of landowning sectors, the passage of time and development of other initiatives and approaches indicates that targeted consultation and awareness approaches need to be enhanced and undertaken by the partner Councils.

Whilst the Board provides advice to RTALSG, direct sector input should be considered as a mechanism to move forward. Such engagement by the Regional Council and the District Council should occur with the landowning sectors. There has been a greater emphasis by the Regional Council in respect of this in recent times, and such an approach should be an integral part of the lakes strategy review process.

This is as much about the “culture” of engagement and relationship building, and a willingness to listen and discuss matters and recognising the contribution and support of the landowning and other interest groups is fundamental to successful strategy development and implementation.

## 5.3 Recommendations

- **That the Rotorua – Te Arawa Lakes Strategy Group and partner Councils consider the options outlined in this review report regarding the Land Use Futures Board, but noting that the review recommendation is for the Board to be dis-established for the reasons outlined in the review report**
- **That the work of the Land Use Futures Board be appropriately recognised, and that the Board be thanked for its work since it’s establishment in 2007**

# Appendix 1 - Review Brief

## Review of Land Use Futures Board

- (i) Purpose and Role of LUF Board.
  - Purpose of forming the Board and its role
  - What did the partner agencies believe it was set up to do
  - Were the Terms of Reference (TOR) reflective of the partner agency expectations, and how the partner agencies and Board members, interpret and implement the TOR.
  - Were any of the respective interpretations consistent with the ToR.
  
- (ii) Membership
  - Was the Board membership appropriate
  - If there were gaps in membership/input, were these filled or dealt with appropriately.
  
- (iii) Key Work Areas / Outcomes
  - What were the agreed key work areas and outcomes.
  - Have these been achieved and what have been the resources required to achieve these.
  
- (iv) Delivering on Role
  - Has the LUF Board been focussing on the right things.
  - Are there barriers that have prevented the Board from meeting its TOR requirements and fulfilling its role.
  - Outline the nature and scope of advice and recommendations provided to the RTALSG.
  
- (v) Looking Forward
  - Has the LUF Board fulfilled its role? If no what is required to be done.
  - If the Board is still appropriate and needed and any changes required to its ROR, structure and membership.
  - Learnings from the implementation of the LUF Board approach.

## Appendix 2 - Interviewees

Bill Bayfield

Mike Bramley

Andy Bruere

Bill Cleghorn

Greg Corbett

Tony Fenton

John Ford

Anna Grayling

Peter Guerin

Stuart Morrison

Warwick Murray

Tina Ngatai

Chris Sutton

Tom Walters

Mayor Kevin Winters

In addition, WKCL attended a meeting of the Board in December 2010 to obtain input.

## Appendix 3 - Terms of Reference: Land Use Futures Board

1. The primary purpose of the Board is to give leadership to and advise on implementing sustainable land use management and change in the Rotorua Lakes Catchments that will achieve the land based component of nutrient reduction targets defined through the various Action Plans.
2. Sustainability includes the economic, social, cultural and environmental wellbeing of the community.
3. The primary reporting relationship of the Board shall be to the Joint Lake Strategy Group (JLSG). In addition to reporting to the JLSC, the Board will also give updates on target achievement to the appropriate Action Plan working parties. Dependent on the actions recommended, they need to be further considered separately by the organizations that make up the JLSG.
4. Reporting will be through the Lakes Programme Manager who will ensure appropriate administrative services are available to the Board.
5. The Board shall consider and advise on:
  - The development and regular review of an implementation plan to achieve reduced nutrient loss from land use activity. The initial plan to be prepared by March 2008 outlining mitigation options and timing.
  - Relevant nutrient mitigation research, both current work and potential i.e. gap analysis.
  - Evaluate and recommend land management options, including incentives that may assist in achieving land use management change.
  - Actual or potential impediments to achieving nutrient reduction targets, including planning regimes implemented by the Regional and District Council.
  - Advise on the development of a Communication Plan to communicate with and receive feedback from the range of landowners. Environment Bay of Plenty and Rotorua District Council will support and integrate the Plan into its overall programme for the Protection and Restoration of the Rotorua Lakes.
  - Advise on the development of regulations and Statutory Planning Policy of Environment Bay of Plenty and Rotorua District Council including possible changes to these regimes.
  - Any other matter that the Board considers necessary to achieve nutrient reduction targets in a sustainable manner.
6. The Board shall not engage consultants to carry out research or otherwise enter into financial or contractual commitments with other parties. Recommendations that require funding, including research, will need to go through normal approval and funding channels of the respective Councils.
7. The Land Use Technical Advisory Group will be a source of technical advice. The Board may request other advice or invite third parties to attend its meetings, subject to the constraints in 4 of these TOR.
8. The Board shall elect its own chairman, meet regularly (not less than quarterly), keep accurate meeting records and present an annual report to the RLSG.
9. The Board shall endeavour to operate by consensus.

10. The initial appointment is for a period of 3 years upon which time members can be nominated.
11. Board may establish sub-committees which may include external members to address specific topics.

# Appendix 4 - Rotorua – Te Arawa Lakes Strategy Group

## Terms of Reference

### 1. Terms of Reference

#### 1.1 Interpretation

In these Terms of Reference:

“Organisations” means Te Arawa Lakes Trust, the Rotorua District Council and the Bay of Plenty Regional Council.

“Rotorua Lakes” means Lakes Rotorua, Rotoiti, Rotoehu, Rotoma, Okataina, Tikitapu, Okareka, Tarawera, Rotomahana, Rerewhakaaitu, Okaro and Rotokakahi.

“Group” means the Rotorua Lakes Strategy Group, formed as a Joint Committee under Clause 30 of schedule 7 of the Local Government Act 2002.

#### 1.2 Purpose

The purpose the Group is to contribute to the promotion of the sustainable management of the Rotorua lakes and their catchments, for the use and enjoyment of present and future generations, while recognising and providing for the traditional relationship of Te Arawa with their ancestral lakes.

#### 1.3 Functions

The Group will initially have the following functions:

- (a) The provision of leadership to the Organisations and the community in relation to implementation of the Vision of the Strategy for the Lakes of the Rotorua District 2000;
- (b) The identification of significant existing and emerging issues affecting the Rotorua Lakes;
- (c) The preparation, approval, monitoring, evaluation and review of agreements, policies and strategies to achieve integrated outcomes for the Rotorua Lakes;
- (d) The identification, monitoring and evaluation of necessary actions by the organisations and other relevant organisations;
- (e) The receiving of reports on activities being undertaken by the organisations and other relevant organisations.
- (f) Involvement during the preparation of statutory plans in relation to significant issues. Such plans include but are not limited to iwi and hapu management plans, district and regional plans, reserve management plans and annual plans.
- (g) Involvement in applications for activities in relation to significant issues not addressed by existing policies of the co-management partners. Such activities include but are not limited to resource consents, designations, heritage orders, water conservation orders, restricting access to the lakes (during special events or in particular circumstances), and transferring and/or delegating of statutory authority.



**File Reference:** 2.00034  
**Significance of Decision:** Receives Only - No Decisions



**Report To:** Rotorua Te Arawa Lakes Strategy Group  
**Meeting Date:** 23 September 2011  
**Report From:** Warwick Murray, Group Manager Land Management

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## Programme Report

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### Executive Summary

The purpose of this report is to provide the Rotorua Te Arawa Lakes Strategy Group with a briefing on key issues and actions associated with the implementation of the Strategy for the Lakes of Rotorua District, not otherwise covered in the agenda.

## 1 Recommendations

**That the Rotorua Te Arawa Lakes Strategy Group under its delegated authority:**

- 1 Receives the report, Programme Report.**

## 2 Operational Update

### 2.1 Lake Rotoehu

- Weed harvest complete >3000 T weed harvested, most taken out of catchment, but some trials of vermicomposting with Tautara Matawhaura Farm within the catchment,
- Soda springs fully operational P locking, aimed at removing 700 Kg P annually,
- Floating wetland fully commissioned and celebration with community and minister,
- Applied for resource consent for de-stratification, we have all affected party sign-offs and have agreement with Tautare Matawhaura to locate compressors on their land. Modelling and design progressing, some refinements required,

### 2.2 Lake Rotoiti

- Wall operation monitoring continues. Fisheries work on smelt recently completed. This does not show any adverse effect so far, after three years of monitoring.
- Application made for an 'emergency' consent to address possible algal issues in Okawa Bay and possibly Te Weta Bay in a similar manner to that undertaken in February 2011.
- Professor David Hamilton has completed modelling of the effect on water quality of the sub-daily changes to Okere Control gates. This information is available to

our engineering staff to assist in the formulation of operational rules for gate operation.

### 2.3 **Lake Rotorua**

- Sediment capping and alum research work continues. Have completed chronic trial to test the impact of the capping materials on native fauna (koura , kakahi and others). Results will be available from NIWA soon.
- Continuing koura monitoring in strategic locations within the lake to identify potential impacts of any future applications.
- Undertaken preliminary investigation into the development of a large terrestrial wetland in the Rotorua catchment.
- Bench marking progressing with nearly all the over 70 hectare properties benchmarked. Staff are working with the Pastoral Collective to facilitate the benchmarking of the remaining 22 dairy farms.
- Completed detainment bund on trust land at Oturoa Road. Sediment monitoring mats have been installed and a PhD student is doing storm-water 'grab' sampling, to measure effectiveness of the structure.

### 2.4 **Lake Rotokakahi**

- First algal bloom on Rotokakahi was noticed on 3 May.
- A number of trout deaths were reported within the Te Wairoa stream on 23 May (outlet of Rotokakahi that flows into Tarawera). The cause is not clear. It was initially thought that anoxic bottom waters within Rotokakahi upwelled exposing trout to low oxygen waters; however lake waters were found to be still stratified during this period and no dead trout were found within the lake itself. It was later hypothesised that bloom material entering the Te Wairoa during darkness could have briefly created inhospitable conditions for fish (i.e. low oxygen and high pH) and the associated changes in nitrate and ammonia levels which fish are very sensitive to. If subsequent blooms follow then water testing of the Te Wairoa during darkness will be conducted to verify this.
- Water uses of the Te Wairoa were notified of potential health issues (drinking water and contact with water).
- Samples of concentrated algae were sent to Cawthorn Institute for algal toxin analysis. It was found that toxin levels were not noticeably elevated.
- Presentations to the Lake Rotokakahi Board of Control trustees, lake owners and Fish and Game have followed with initial discussions around development of an action plan for Rotokakahi.
- Fish and Game continue to monitor changes in water clarity during daily fish trap checks and they notify us of any drastic changes. Joe Butterworth continues monthly water quality sampling of the lake.

## 2.5 Lake Tikitapu

- The TAG (Professor David Hamilton) identified a potential risk with Tikitapu, regarding sediment movement in lake the bottom. This may be signalling a possible water quality decline. The TAG also identified the need to establish the level of P input from storm water. If this shows high P then it may require addressing with appropriate intervention. Staff are planning investigations into both matters.

## 2.6 Lake Ōkaro

- Staff are applying for a 'maintenance' consent to apply low doses of alum or Aqual P to maintain low P levels. In consultation phase.
- Ōkaro farmers; Ōkaro Community Lake Restoration Group (SFF Project), have completed their third annual nutrient management appraisal (using Overseer).

Project Title: Farm and Catchment Environmental Accountability

Grant No.: 09/164

<http://www.maf.govt.nz/environment-natural-resources/funding-programmes/sustainable-farming-fund/sustainable-farming-fund-search.aspx>

## 2.7 Lake Rerewhakaaitu

- Staff are planning to approach the community to implement trials of a wood chip wall and P interventions in some location within the lake catchment with the objective of obtaining good information on performance within the lake and interaction with the local farming practices.

## 2.8 Upcoming event

A field trip is planned through the IWA Diffuse pollution conference, with 70 registered. This is being undertaken with David Hamilton.

## 3 Policy Update

### 3.1 Lake's Strategy

The Strategy for the Lakes of the Rotorua District provides an overall management strategy for the Rotorua Lakes. It is an overarching policy document that gives a vision for the future, with some practical steps to achieve that vision. It covers issues and goals relating to the protection, use, enjoyment and management of the Rotorua Lakes. It is a non-statutory document.

The vision for the Strategy is to ensure: *'The lakes of the Rotorua district and their catchments are preserved and protected for the use and enjoyment of present and future generations, while recognising and providing for the traditional relationship of Te Arawa with their ancestral lakes'*.

The Rotorua Te Arawa Lakes Strategy Group is charged with overseeing the Strategy and providing policy guidance for its implementation. Last year the Group considered an independent review on the Strategy.

It was agreed that a new Strategy be developed whilst retaining the current vision and overriding intent of co-management of the existing Strategy.

Staff from the partner organisations have kicked off the development of the new strategy. A report outlining the scope and process for the development of the Strategy is being presented to at this meeting of the Group.

### **Some ways to get the community involved**

*Art and short story competition (Entries close Friday 21 October 2011)*

We want to hear from the younger generation on why they think the Rotorua lakes are important.

Our Short Story and Art competition is an easy way for youth to tell us what they think while being able to win some great prizes. Our youth are the lakes' future guardians so it is important we give them a chance to tell us their views.

There are five categories and prizes:

Under 5s	Drawing (\$30 Choice of Toyworld or Book voucher)
5-12 years	Drawing (\$50 Choice of Toyworld or Book voucher)
5-12 years	Writing (\$50 Choice of Toyworld or Book voucher)
13-18 years	Drawing (\$50 Choice of i-tunes top up or Book voucher)
13-18 years	Writing (\$50 Choice of i-tunes top up or Book voucher)

Winning entries (or parts of) may also be used in the final publication of the Strategy for the Lakes of the Rotorua district.

#### *Public workshop*

A public workshop is being organised for December to hear from the wider community. A series of speakers and workshop exercises are being planned and by the end of the day we hope to have established key values and themes, ways to implement a vision.

### **3.2 Action Plans for Lake Tarawera, Ōkataina and Rotokakahi**

Development of Water Quality Action Plans for Lakes Tarawera, Ōkataina, and Rotokakahi is progressing.

To project plans and engagement strategies have been completed. Meeting with key Stakeholders in were completed in July 2011 across all three Action Plans.

Draft nutrient budgets have been completed. We are now looking at information gaps around the science and how these might be addressed.

These action plans will have a streamlined timeline and as we aim to complete all three within 12 months. The three actions plans will be done concurrently and much of the background work and some stakeholder engagement will be done together to further streamline the process.

### **3.3 Land use change interventions for Lake Rotorua**

The Regional Council delegated authority to the Regional Special Projects Committee to develop a position paper for Council on land management and land use change for Lake Rotorua. The Committee considered relevant policy, scientific data, interventions/actions and options to further Council's position on land use and land

management change that contribute towards reducing nutrients in the Lake Rotorua catchment.

A Regional Council Position Paper on land use change for Lake Rotorua was supported by the Rotorua Te Arawa Lakes Strategy Group at its meeting on 16 April 2010 and approved by Regional Council on 4 June 2010. The paper made a series of recommendations for council staff to undertake a number of projects that would reduce nutrients entering the lake in order to meet the sustainable nutrient load of 435 tonnes nitrogen per year and achieve the Target TLI of 4.2.

A piece of work has been undertaken to look at land use management and land use change options and impacts to reduce nutrient loads in Lake Rotorua to a sustainable level of 435 tonnes of nitrogen per year. The initial findings of the consultants were reported back to this Group at its meeting on 25 March 2011.

The economic impact of different options for land use change and land management change scenarios have been completed over three different time periods – 10 years, 25 years and 50 years - have now been completed. A regional and national economic impact assessment of those options has also been completed.

The Bay of Plenty Regional Council has held initial discussions as part of the development of the next Ten Year Plan for 2012-2022.

A mini workshop will be held with the Group after this Committee meeting.

The aim of the workshop to present the information, seek initial Group views and discuss next steps.

### 3.4 **Rules to implement regional nutrient discharges to the Rotorua Te Arawa Lakes**

A report to start a work programme to developing Rules to Manage Nutrient Discharges to the Rotorua Te Arawa Lakes – was presented to this Group for its feedback on 24 June 2011. It was then considered by the Bay of Plenty regional Council, Strategic Policy and Planning C committee on 3 August 2011.

They confirmed that the Policy intent for the management of the Rotorua Lakes in the Proposed Regional Policy Statement is to be implemented through regional rules.

The rules to be developed must look at options to both cap and reduce nutrient discharges. They also approved that a work programme to develop rules could start this financial year with funding of future rule development work being considered through the next Ten Year Plan: 2012-2022. Any reports relevant to rule development will be forwarded to this Group for their involvement.

### 3.5 **Regional Policy Statement update**

What's in the Proposed RPS?

The Proposed RPS provides a framework for sustainably managing the region's natural and physical resources. It highlights regionally significant issues with our land, air, fresh and coastal water, infrastructure and biodiversity, including issues of significance to iwi. It sets out what needs to be achieved (objectives) and how it will be achieved (policies and methods).

It does not contain rules, instead it sets out how we, and city and district councils, need to manage these resources. It is a more directive policy document than the current

operative RPS, especially in relation to regional and district plans and the consideration of resource consents.

It proposes tougher requirements for managing nutrients to the 12 Rotorua Te Arawa Lakes. Two papers presented to the Group today outline the RPS direction.

The first Bay of Plenty Regional Policy Statement (December 1999) will remain operative until the second is approved. The Proposed Bay of Plenty Regional Policy Statement 2010 (RPS) was released on 9 November 2010. The period for making submissions ended on 8 February 2011 and 183 submissions were received. The period for making further submissions ended on 19 May 2011 and 58 further submissions were received.

What happens next?

Staff completed the report containing recommendations on all submission points made to the Proposed RPS. This includes submissions and further submissions.

This report has been made publicly available. The hearings started on Thursday 15 September and conclude by Friday 14 October. Hearings will be held in Tauranga, Rotorua, Whakatāne and Maketū (Whakaue Marae). Deliberations are scheduled to commence on Monday 5 December and will likely continue into 2012.

Warwick Murray  
**Group Manager Land Management**

**15 September 2011**

ROTORUA DISTRICT COUNCIL

12 TH SEPTEMBER 2011

REPORT TO: ROTORUA TE ARAWA LAKES STRATEGY GROUP



ROTORUA LAKESIDE COMMUNITIES SEWERAGE SCHEME PROGRAMME  
PROGRESS REPORT

Report prepared by: Greg Manzano

Report approved by (Group Manager): Nico Claassen

1. EXECUTIVE SUMMARY

Council started with the Mourea (Okawa Bay Sewerage Scheme the first lakeside sewerage scheme) in 2005. Six years into the programme considerable progress has been achieved in the implementation of the programmed sewerage schemes.

This progress report will summarise the Council's accomplishment to date in the implementation of the sewerage scheme programme and identify issues being faced in the implementation of schemes that are currently underway.

2. RECOMMENDATION

THAT THE TE ARAWA LAKES STRATEGY GROUP UNDER ITS DELEGATED AUTHORITY:

RECEIVES THE REPORT, ROTORUA LAKESIDE COMMUNITIES SEWERAGE SCHEME PROGRAMME  
PROGRESS REPORT.

3.0 CURRENT PROGRESS OF THE SEWERAGE SCHEMES

Council started with the Sewerage Scheme in 2005. Six years into the programme, considerable progress has been achieved in the implementation of the programmed sewerage schemes.

Following is a table showing specific details of the programme including current progress:

Sewerage Scheme Area	Cost (Estimated/Actual)	Central Govt. Funding Sources	Progress
Mourea/Okawa Bay	\$8.9M (Actual)	MOH	Completed June 2006
Hinemoa Point	\$1.40M (Actual)	MfE	Completed July 2008
Brunswick/Rotokawa	\$12.5M	MfE	Completed November 2009
Okareka/Blue Lake	\$10.24M (Actual)	MfE	Completed November 2009
Paradise Valley	\$0.353M (Actual)	-	Completed December 2010
Okere Falls/ Otaramarae/Whangamarino	\$14.54M (Estimate)	MfE	Programmed completion December 2011 (Well on track)
Hamurana/Awahou	\$16.60M (Estimate)	MfE	Work start August 2011. Programmed completion December 2012.
Gisborne Point/Hinehopu (Rotoiti)	\$19.00M (Estimate)	MfE	Detailed design well underway. Programmed completion June 2013.
Rotoma	\$13.00M (Estimate)	MOH	Detailed design well underway. Programme completion June 2013.
Tarawera	\$13.80M (Estimate)	-	Feasibility Investigation underway. Programmed completion 2014.
Mamaku	\$7.0M (Estimate)	-	Programmed completion 2015.

#### 4. KEY ISSUES RELATED TO THE PLANNING AND IMPLEMENTATION OF THE SEWERAGE SCHEMES

##### 3.1 HAMURANA/ AWAHOU

The construction of the scheme started on the last week of August 2011 and programmed to be completed in December 2012.

The key issue for this scheme is related to the payment of voluntary lump sum contributions or targeted rates towards the capital cost of the scheme.

##### 3.2 ROTOMA/ Rotoehu Sewerage Scheme

The Ministry of Health subsidy in the amount of \$4.46M (plus GST) was approved. The resource consent application for the treatment plant is the subject of a hearing that started on 5 September 2011 and finishing 16 September 2011

The key issues related to the scheme at this stage are:

Inclusion/exclusion of Kennedy Bay/Otautu Bay to the scheme.

Inclusion/exclusion of Doctors Point to the scheme.

Ministry of Health requirement to complete the project in June 2013. This would be difficult to achieve if the treatment plant resource consent application progresses to the Environment Court.

What BOPRC will require regarding the implementation of the OSET Plan within the area.

### 3.3 Gisborne Point/Hinehopu (Rotoiti)

This scheme will have a common treatment plant and disposal system with Rotoma.

The key issue related to the scheme at this stage is the possible delay of the project if the treatment plant resource consent progresses to the Environment Court

### 3.4 Tarawera

The feasibility study to establish indicative costs of sewerage options available to the community is underway.

There is no Central Government subsidy funding approved for this area.

### 3.5 Mamaku

An initial scoping report has been completed.

There is no Central Government subsidy funding approved for this area.

### 4.0 Rotorua Wastewater Treatment Plant Upgrade

The latest upgrade of the Rotorua Wastewater Treatment Plant using Membrane Bio Reactors (MBR) is progressing.

The \$8.5M upgrade will improve the nitrogen removal capacity of the plant as well as providing for the growth within the catchment for the next 30years. The upgrade will also enable the connection of other newly reticulated communities to the system.

Managers from BOPRC and RDC met on 31 August to discuss the current performance of the existing treatment plant and disposal system including expected performance from the upgraded plant.



## **Public Excluded Section**