



If calling, please ask for Democratic Services

Wairarapa Committee

Tuesday 31 October 2023, 10.30am

Committee Room, Greater Wellington Regional Council | Te Pane Matua Taiao,
34 Chapel St, Masterton

Quorum: four members, including two regional councillors

Members

Adrienne Staples, Councillor (Chair)	Greater Wellington Regional Council
Gary Caffell, Mayor	Masterton District Council
Martin Connelly, Mayor	South Wairarapa District Council
Penny Gaylor, Councillor	Greater Wellington Regional Council
Hon. Ron Mark, Mayor	Carterton District Council
Daran Ponter, Councillor	Greater Wellington Regional Council
Amber Craig	Rangitāne ō Wairarapa

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

Wairarapa Committee

1 Purpose

Consider areas and matters of strategic importance to the Wairarapa, and recommend to Council on these matters.

2 Specific responsibilities

2.1 Apply Council's Te Tiriti o Waitangi principles when conducting the Committee's business and making decisions.

2.2 The areas to consider and recommend on to Council include, but are not limited to:

- a Flood protection
- b Land management
- c Biosecurity
- d Biodiversity
- e Climate
- f Public transport
- g Natural resource management
- h Broader areas of common interest to the territorial authorities and Council.

2.3 Consider potential arrangements for a catchment-based governance approach for the Wairarapa, and recommend to Council, as appropriate.

3 Members

3.1 The Councillor elected by the Wairarapa constituency.

3.2 Two other Councillors, appointed by Council.

3.3 Three other members, appointed by Council as follows:

- a The Mayor of Carterton District Council
- b The Mayor of Masterton District Council
- c The Mayor of South Wairarapa District Council.

3.4 Two other members, appointed by Council for each person's skills, attributes or knowledge that will assist the work of the Committee, being:

- a One member, nominated by Ngāti Kahungunu ki Wairarapa
- b One member, nominated by Rangitāne ō Wairarapa.

4 Alternate members

- 4.1 For the members in sections 3.1 and 3.2, Council may nominate a pool of up to three alternate Councillors for appointment by Council. If one of those members is unable to attend a meeting any person from this pool may sit at the table, speak and vote in their place.
- 4.2 Each territorial authority in section 3.3 may nominate an alternate elected member for appointment by Council. If an appointed member is unable to attend a meeting their alternate member may sit at the table, speak and vote in their place.
- 4.3 Each iwi authority in section 3.4 may nominate an alternate member for appointment by Council. If an appointed member is unable to attend a meeting their alternate member may sit at the table, speak and vote in their place.

5 Quorum

Four members, including two Councillors.

6 Voting entitlement

- 6.1 All members have equal speaking and voting rights.
- 6.2 Council's Standing Orders apply to the Committee; except that the Chair, in the case of an equality of votes, does not have a casting vote (and therefore the motion is defeated, and the status quo is preserved).

7 Servicing

The Committee is serviced by Greater Wellington.

8 Committee consideration

- 8.1 Matters of strategic importance to the Wairarapa constituency shall first be referred (including during the development of proposed Greater Wellington plans and policies) to the Wairarapa Committee or its members for their consideration.
- 8.2 Proposals developed by Wairarapa-focused advisory bodies formally established by Council shall be considered by the Committee for direct recommendation to Council for decision.

9 Council's decisions on the Committee's recommendations

- 9.1 Council's decisions on the Committee's recommendations are reported to the Committee.
- 9.2 Where Council makes any decision that is materially different from the Committee's recommendation, Council's report to the Committee will set out the reason(s) for that decision.

10 Remuneration and expenses

10.1 The expenses of the elected members shall be met by the council they represent.

10.2 Non-elected members (who are not otherwise being remunerated) may claim Greater Wellington's standard daily meeting attendance allowances and expenses.

11 Meeting frequency

The Committee shall meet six times each year, with additional meetings as required.

Wairarapa Committee

Tuesday 31 October 2023, 10.30am

Committee Room, Greater Wellington Regional Council | Te Pane Matua Taiao,
34 Chapel St, Masterton

Public Business

No.	Item	Report	Page
1.	Apologies		
2.	Conflict of interest declarations		
3.	Public participation		
4.	Confirmation of the Public Minutes of the Wairarapa Committee meeting on Tuesday 8 August 2023	23.371	6
5.	Annual Asset Management Condition Report for Wairarapa 2022/23	23.544	8
6.	National Policy Statement for Indigenous Biodiversity	23.551	21
7.	Annual Floodplain Management Plan Implementation Report	23.552	72
8.	Flood Risk Management Update	23.528	97
9.	Wairarapa Coast-Eastern Hills Whaitua Development Update	23.542	105
10.	2023 Natural Resources Plan Plan Change 1 Cover Report	23.553	109



Please note these minutes remain unconfirmed until the Wairarapa Committee meeting on 31 October 2023.

Report 23.371

Public minutes of the Wairarapa Committee meeting on Tuesday 8 August 2023

Committee Room, Greater Wellington Regional Council | Te Pane Matua Taiao
34 Chapel Street, Masterton, at 10.07am

Members Present

Councillor Staples (Chair)	Greater Wellington Regional Council
Mayor Caffell	Masterton District Council
Amber Craig (via MS Teams)	Rangitāne o Wairarapa Inc
Mayor Connelly	South Wairarapa District Council
Councillor Gaylor (via MS Teams)	Greater Wellington Regional Council
Hon. Mayor Mark	Carterton District Council
Councillor Ponter	Greater Wellington Regional Council

Karakia timatanga

The Committee Chair opened the meeting with a karakia timatanga.

Public Business

1 Apologies

There were no apologies.

2 Declarations of conflicts of interest

There were no declarations of conflicts of interest.

3 Public participation

There was no public participation.

4 Confirmation of the Public minutes of the Wairarapa Committee meeting on 28 February 2023 – Report 23.76

Moved: Mayor Caffell / Hon. Mayor Mark

That the Committee confirms the Public minutes of the Wairarapa Committee meeting on 28 February 2023 – Report 23.76.

The motion was **carried**.

5 Categorisation of Buildings Affected by Severe Weather – Report 23.330

Graeme Campbell, Principal Advisor, Flood and Resilience, Ben Jessop, People and Culture Manager, Masterton District Council, and Simon Taylor, Programme Manager, Wairarapa Recovery office, spoke to the report.

Moved: Mayor Connelly / Mayor Mark

That the Committee:

- 1 Recommends to Council that it endorses the proposed scope of work for the categorisation of land following cyclone Gabrielle.

The motion was **carried**.

Noted: Te Hunga Whiriwhiri has been engaging with mana whenua regarding this work.

6 Flood Risk Management Update – Report 23.329 [For Information]

Madeliene Playford, Senior Project Manager Engineering, and Graeme Campbell, Principal Advisor, Flood and Resilience, spoke to the report.

7 Public Transport Update – August 2023 – Report 23.305 [For Information]

Samantha Gain, Group Manager, Metlink, spoke to the report.

Noted: The Committee requested that Greater Wellington facilitate a conversation between KiwiRail and the Wairarapa Councils regarding the closure of level crossings in the Wairarapa.

Karakia whakamutunga

The Committee Chair closed the meeting with a karakia whakamutunga.

The meeting closed at 11.03am

Councillor A Staples

Chair

Date:

Wairarapa Committee
31 October 2023
Report 23.544



For Decision

ANNUAL ASSET MANAGEMENT CONDITION REPORT FOR WAIRARAPA 2022/23

Te take mō te pūrongo

Purpose

1. To advise the Wairarapa Committee (the Committee) of progress made with the Environment Group's asset management system, and the overall performance and physical condition of flood protection and erosion control infrastructure assets (assets) in the Wairarapa.

He tūtohu

Recommendation

That the Committee:

- 1 **Recommends** to the Environment Committee that it is satisfied that Flood protection and erosion control infrastructure assets have been managed satisfactorily to the agreed Level of Service (LoS).
- 2 **Notes** that identified issues are being addressed through maintenance and improvement work programmes.
- 3 **Notes** that current budgets are insufficient to ensure that assets are maintained to agreed levels of service in the long term.

Te tāhū kōrero

Background

2. Greater Wellington Regional Council (Greater Wellington) is responsible for flood protection and erosion control infrastructure assets, including land and property, located on 15 river schemes across the Wellington Region. These assets have a total combined value of \$428 million¹ and provide flood and erosion protection to the communities, businesses and infrastructure located on these floodplains.
3. Greater Wellington has a comprehensive asset management system, which demonstrates that the service levels of our infrastructure assets are being maintained in an efficient and cost-effective manner, will perform as designed and, where required, are being improved.

¹ As at 30 June 2020.

4. The Environment Committee has overall responsibility to monitor the maintenance and improvement of these assets on behalf of Council. The Environment Committee relies on feedback from the various committees, subcommittees, scheme advisory committees and friends' groups to confirm infrastructure assets are being satisfactorily maintained to the agreed service level.

Current challenges

5. The context and overall environment in which Operations and Maintenance (O&M) is undertaken has changed significantly, and increased budgets and resources are required to ensure we can maintain agreed scheme service levels and continue to undertake routine O&M activities. Analysis undertaken for the Long Term Plan process has highlighted significant challenges faced by the Environment Group to provide the agreed Level of Service (LoS) within the current budget and resource levels.
6. Central and local government reforms coupled with increasing compliance costs (health, safety and wellbeing, environmental), increasing expectations on how we should work to improve environmental outcomes, partnering with mana whenua and the increasing community desire for consultation and engagement to achieve broader social objectives continue to increase operational resource requirements. To achieve the above and Greater Wellington's Strategic Objectives we require a broader skill set in our workforce.
7. Climate change is also requiring more complex planning, and more frequent and extreme weather events will result in reactive maintenance taking precedence over the annual works programme.
8. Over the past decade we have also constructed a broader range of assets, aside from those that provide flood protection and erosion control, and these assets have different uses and more intensive maintenance requirements, e.g. Tracks, gates, signs, and benches.

Te tāratanga Analysis

Asset performance, criticality, and risk

0. A comprehensive risk-based framework developed at a national level is used to produce a risk profile for each river.
1. The framework assesses both the probability and consequence of failure of a group of assets within a discrete section of the river. Assessing the probability of failure includes analysing the structural strength of stopbanks (intrinsic strength), the capacity of the channel to attenuate flood flows, and the physical condition of infrastructure assets. The consequence of failure relates to risk posed to both the community and environment from failure of a design flood event. Once a probability and a consequence score have been determined for each reach, a risk level is assigned at this level from 'Very Low' to 'Very High'.
2. Application of the framework also highlights where the confidence in the underlying technical information is low and informs the investigative work programme to gather new or additional information to improve this confidence.

3. Assets do not work in isolation; they typically belong to a system of assets that interact or are interconnected. Flood protection and erosion control schemes are no different. A system of assets can be identified as critical in the same way individual assets can.
4. The risk profile produced for each river identifies critical assets systems or reaches, and critical assets within those systems are defined as those which have a high consequence of failure.
5. Generally, most of the infrastructure assets on the Wairarapa Rivers are assessed as 'Very Low' to 'Medium' risk, and this continues the trend from the previous years.
6. There are, however, a small number of sections of rivers that have been assessed as 'Very High' or 'High' risk. This risk can be attributed to one or more of the following failure modes: intrinsic strength, capacity, condition, or consequence. [Attachment 1 – Wairarapa Rivers' risk assessment maps 2023](#) identifies these areas.

Asset Condition and Maintenance

7. Asset condition is a measure of the physical state of the asset and is assessed visually on an annual basis. Asset condition does not identify the criticality of the asset or whether the asset meets the required service level. This criticality is addressed in paragraphs 13 and 14 of this report. Table 1 below outlines the condition rating score definitions.

Table 1: Condition rating score definitions taken from the Greater Wellington Condition Rating Guide

Rating	Asset Condition Rating Score	Definition
1	Very Good Only routine/cyclic maintenance required	Sound physical condition, well maintained. Asset likely to perform adequately with routine maintenance for 10 years or more. No work required.
2	2 – Good	Generally sound physical condition, showing minor wear or deterioration, well maintained. Deterioration has significant impact on asset performance. Only minor work required (if any).
3	3 – Moderate	Acceptable physical condition, but showing some wear or deterioration, well maintained. Some parts of the asset need replacement or repair, but asset still functions safely at adequate level of service. Moderate work required.
4	4 – Poor	Poor physical condition, significant wear or deterioration, parts of the asset need replacement or repair. No immediate risk to health or safety, barely adequate level of service. Substantial work required in short-term.

Rating	Asset Condition Rating Score	Definition
5	5 – Very Poor	Failed or failure imminent. Immediate need to replace most of the entire asset. Health and safety hazards exist, or asset cannot be serviced without risk to personnel. Major work or replacement required.

8. Monitoring asset condition enables us to predict and plan maintenance, forecast replacement requirements, and develop effective and proactive work programmes. This is essential to managing flood risk because it influences the likelihood of asset failure, and, therefore, the performance of the assets to ensure they achieve required service levels.
9. In 2023, there were significant challenges in collecting condition data for assets in the Wairarapa, including:
 - a Several flood events that prevented the inspection of assets due to high water levels.
 - b Implementing a new asset management system, which involved a new way to capture data in the field.
 - c Inconsistencies in the assessment of asset condition.
10. The above factors combined have resulted in a low confidence in condition data, and that the reported condition is better than the actual condition. To rectify this, staff have critically reviewed the condition data, and based on scheme knowledge and engineering judgement, identified areas that required maintenance, which have been combined with the risk profile to produce annual work programs.
11. An improvement plan is in place to ensure that condition data collected in 2023/24 can be relied on, and includes a review of the condition rating guide for ease of use, focused training session for assessors, and improvements to the mobile field app.

Management response

12. All ‘Very High’ or ‘High’ risks shown in **Attachment 1** are known to staff and have been identified for treatment either through an existing Floodplain Management Plan (FMP), a technical investigation or operational work programme. Existing and proposed FMP improvement works are being considered as part of the Activity Management Planning and Long Term Planning Processes. The outcomes of this work will prioritise and budget for the proposed work based on the assessed risks.
13. In the Wairarapa, there are several ‘Very High’ and ‘High’ risk sections.
 - a The urban section of stopbanks parallel to the urban section of the Waipoua River are either ‘Very High’ and ‘High’. All stopbanks have poor intrinsic strength and capacity issues and are predicted to overtop in the 1% Annual Exceedance Probability (AEP) or the 1 in 100 year flood event. Upgrade works can only proceed once agreement has been reached with the Waipoua Working Group. Greater Wellington is working with this group to progress options that focus on addressing the immediate risk to Masterton.

- b 'High' risk sections feature on the Waiohine River at Fuller Bend and west of Greytown due to flood water escaping the channel and flowing towards Greytown. Implementation of the Waiohine River Plan will address these.
- c Implementation of the Te Kāuru Floodplain Management Plan will address two 'High' risks on the Ruamāhanga River, one in the Mount Bruce near Rathkeale Collage and the other in the Te Ore Ore section parallel to River Road in Masterton. The plan will also address one 'High' risk on the Waingawa River to protect Masterton's water supply pipeline.

Ngā hua ahumoni

Financial implications

- 14. The proposed recommendation has no financial implications.
- 15. We are currently seeking increased budget through the Long Term Plan process. The table below shows the forecast budget for two scenarios; The Strategic scenario shows the budget required to maintain our asset base to the level of service agreed with our Council, stakeholders and partners. The Baseline Risk scenario shows a forecast budget which would require a drop in the level of service of our assets.

Table 2: Forecast budgets for Baseline Risk and Strategic scenarios for Wairarapa.

		3-year forecast (\$)	10-year forecast (\$)
Opex	Baseline Risk	15.1 million	61.3 million
	Strategic	17.8 million	74.2 million
Capex	Baseline Risk	18.2 million	33.6 million
	Strategic	22.6 million	70.2 million

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

- 16. The Environment Group and Te Hunga Whiriwhiri continue to explore opportunities for Māori through the consenting space as well as through the future improvement works.

Te huritao ki te huringa o te āhuarangi

Consideration of climate change

- 17. The matters discussed in this report have been considered by staff in accordance with the process set out in the Greater Wellington Climate Change Consideration Guide.
- 18. The assets discussed in this report were developed over an extensive period of time, during which climate change projections (e.g. rainfall intensity, sea level rise etc.) have evolved with the scientific community's understanding of how climate change will affect the Wellington Region. Climate change projections were incorporated into the modelling that underpins relevant management plans and asset designs at the time they were developed. Current climate projections estimate a 25-30% increase in rainfall intensity and a sea level rise of 1.35m and are used for recent modelling projects. The

policy for modelling projects is to use latest national guidance for incorporating climate change into flood risk assessments and responses.

19. The greenhouse gas (GHG) emissions from rock supply for maintenance varies depending on the quarry source of the rock and transport to the work sites. Quarry sources for projects vary. The emissions from rock supply production and transport are not presently part of the organisation’s GHG inventory.
20. Our maintenance will also use heavy machinery to carry out the work proposed in these projects. The emissions from these have not been estimated. However, in the 2018-2019 year, use of heavy machinery mainly for flood protection works at Greater Wellington represented 2% of the total organisational carbon footprint (835 tCO₂e).
21. Greater Wellington land which utilises grazing as a maintenance practice for managing vegetation has been assessed for alternatives to reduce the impact of carbon emissions as a result of this practice. However, it was found that the current practice while paying into the carbon credit scheme is more effective than other options such as mowing. Grazing licenses will continue to be reviewed regularly in future to ensure that the most effective practice of maintaining Greater Wellington land is employed.
22. Quarry selection is the single largest determinant of emissions. While it seemed possible that quarry operations could be improved and cartage distances reduced to help lower emissions, there are few options to obtain rock of the required quality.

Ngā tikanga whakatau

Decision-making process

23. The matters requiring decision in this report have been considered by officers against the requirements of Part 6 of the Local Government Act 2002.

Te hiranga

Significance

24. Officers considered the significance (as defined by Part 6 of the Local Government Act 2002) of this matter, taking into account Council's Significance and Engagement Policy and Greater Wellington’s Decision-making Guidelines. Officers recommend that this matter is of low significance due to the administrative nature of the decision.

Te whakatūtakitaki

Engagement

25. Due to the low significance of this matter, no engagement was considered necessary.

Ngā āpitihanga

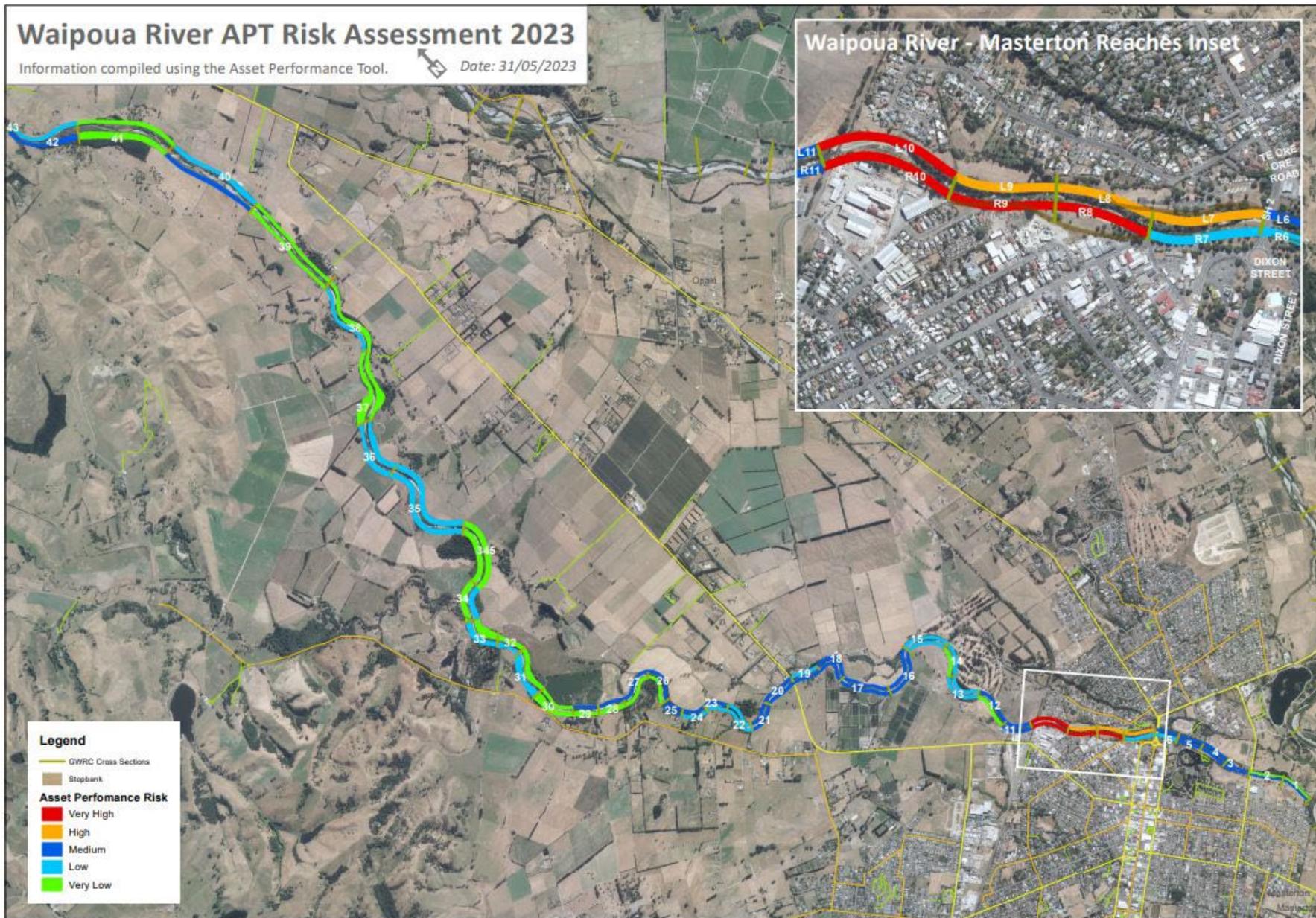
Attachments

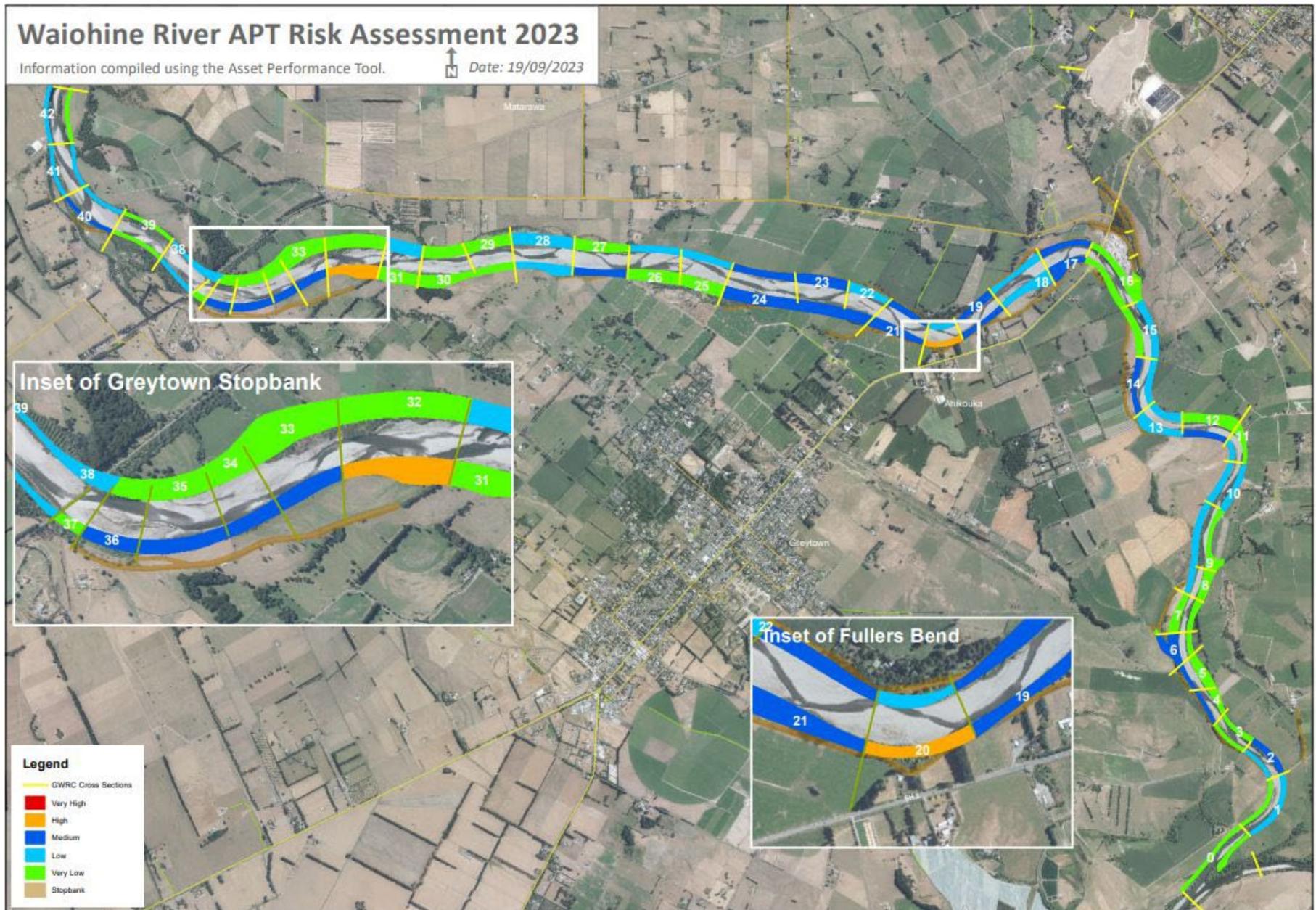
Number	Title
1	Wairarapa Rivers’ risk assessment maps 2023

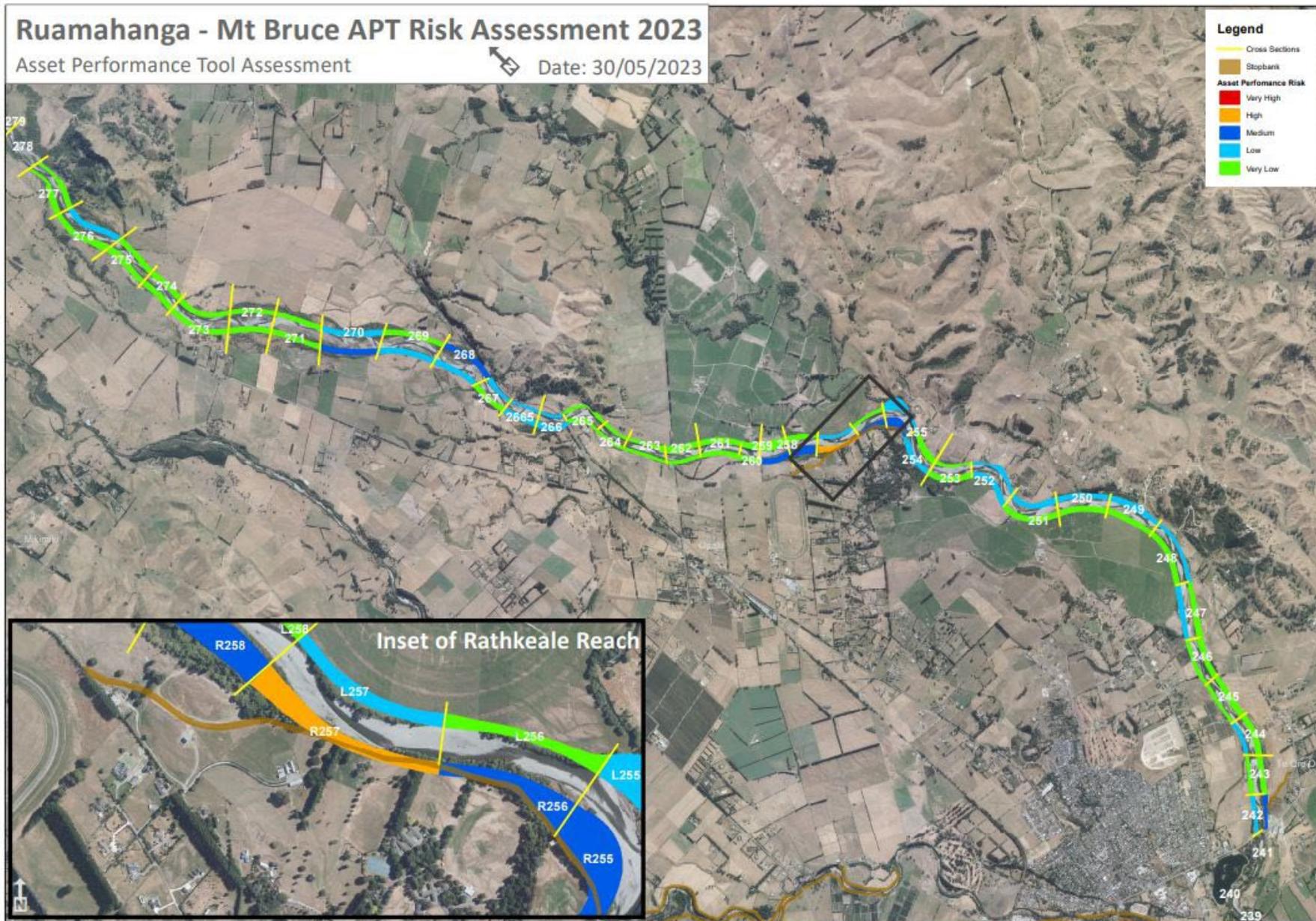
**Ngā kaiwaitohu
Signatories**

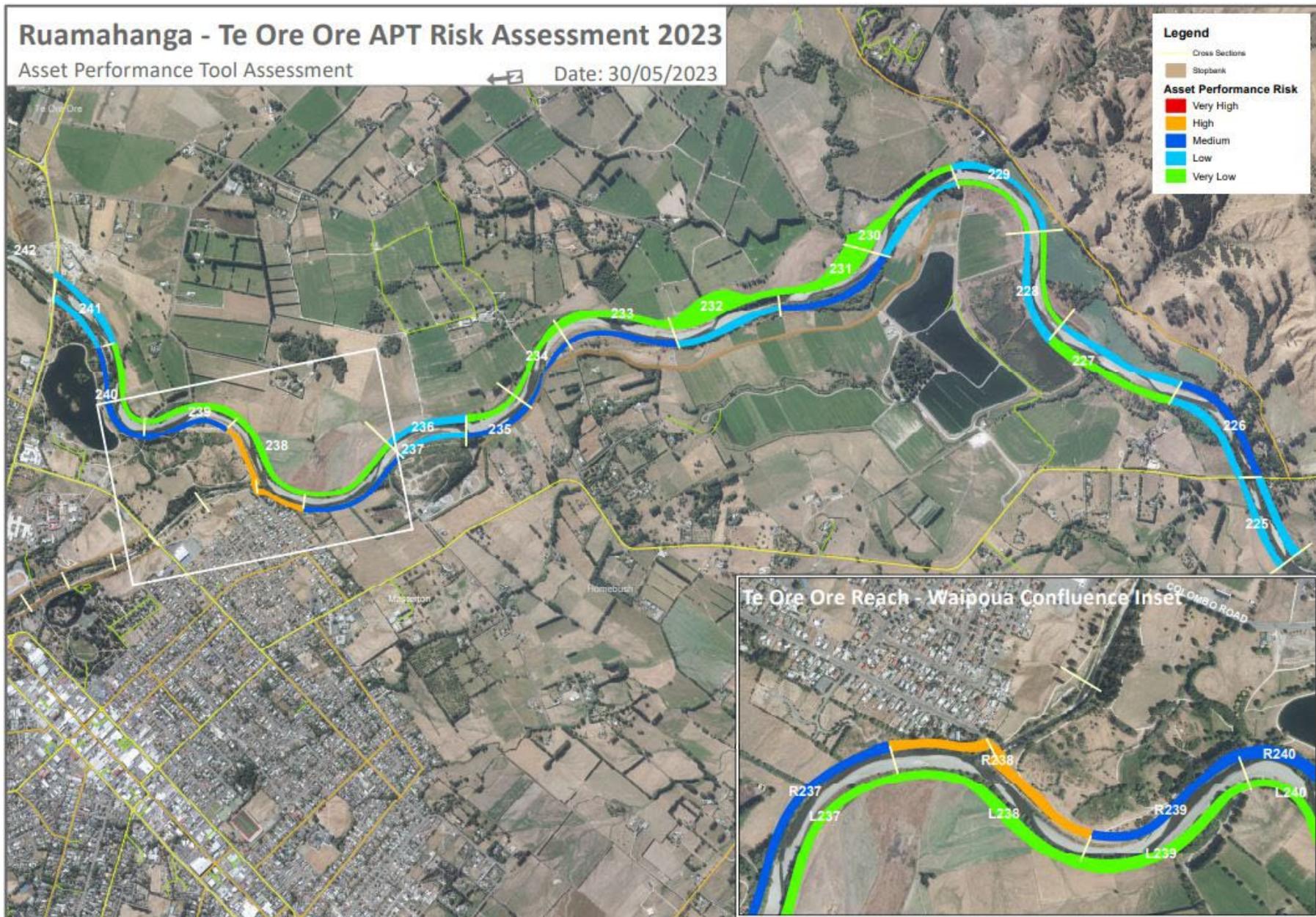
Writer	Lucy Ashford – Team Leader, Flood Operations Planning
Approvers	Jacky Cox – Manager, Logistics and Resourcing Jack Mace – Director, Delivery Lian Butcher – Group Manager, Environment

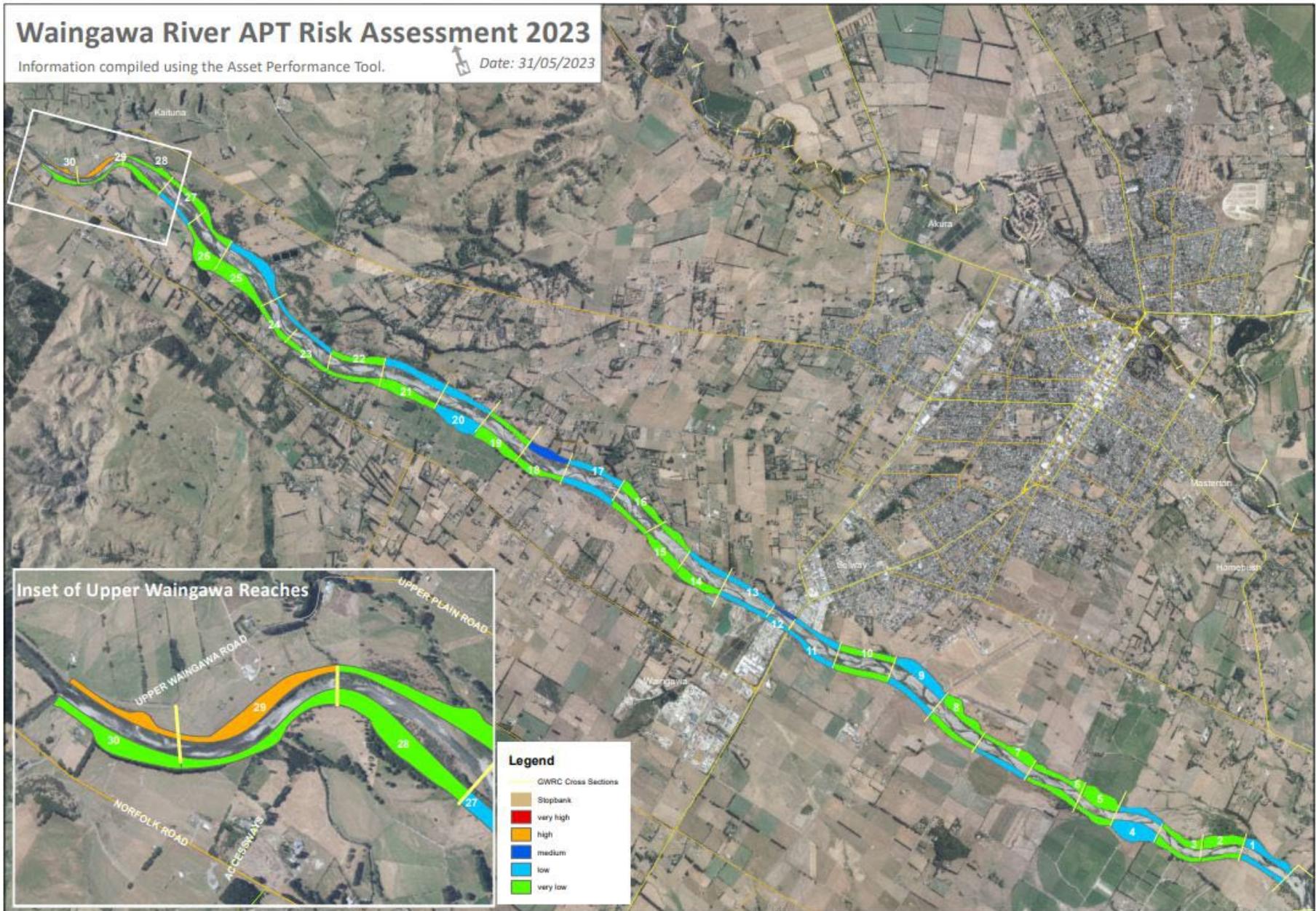
<p>He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>The Wairarapa Committee provides oversight of the development, implementation, and review of the Floodplain Management Plan for the Wairarapa Region; the infrastructure assets that form the flood protection and erosion control scheme are a critical element of this.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>The confirmation from the Wairarapa Committee that the infrastructure assets in the Wairarapa Region have been satisfactorily maintained to the agreed Level of Service (LoS). fulfils one of the Department’s non-financial performance measures in the Long Term Plan. This report and confirmed minutes are supplied as evidence to Audit NZ that the Department has achieved this.</p>
<p><i>Internal consultation</i></p> <p>There was no internal consultation.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>The report notes that there are a small number of areas in the Wairarapa Region that pose either a risk to the communities and businesses on that River’s floodplain. These are identified in an operational or improvement programme.</p>











Wairarapa Committee
31 October 2023
Report 23.551



For Information

NATIONAL POLICY STATEMENT FOR INDIGENOUS BIODIVERSITY

Te take mō te pūrongo

Purpose

1. To update the Wairarapa Committee (the Committee) on the National Policy Statement for Indigenous Biodiversity (NPS-IB) and outline its implications for Greater Wellington.

Te tāhū kōrero

Background

2. Refer to [Attachment 1 – The NPS-IB Background and implications’ paper](#) for more information regarding the development of the NPS-IB.
3. The NPS-IB is the most significant statutory direction on the conservation of indigenous biodiversity since the enactment of the Resource Management Act 1991 (RMA). It was gazetted on 7 July 2023 and came into effect on 4 August 2023.
4. The NPS-IB provides increased clarity and direction to councils on their roles and responsibilities for identifying, protecting, and maintaining indigenous biodiversity. It applies to all public and private land (terrestrial) ecosystems, specified highly mobile fauna and some aspects of wetlands, and aims to maintain indigenous biodiversity so that there is at least no overall loss.
5. Protection of indigenous biodiversity in the coastal marine area is directed by the New Zealand Coastal Policy Statement while protection of indigenous biodiversity in freshwater ecosystems is directed by the National Policy Statement for Freshwater Management (NPS-FM and National Environmental Standards for Freshwater).
6. The Government is also currently exploring whether a biodiversity credit system could help to incentivise the protection and restoration of biodiversity in Aotearoa. This consultation closes on 3 November 2023, and a submission summary ([Attachment 2](#)) will also be shared at the October 31 2023, Wairarapa Committee meeting.

Te tātaritanga Analysis

Overarching requirements

7. A range of decision-making principles are required to be given effect to in all aspects of implementation of the NPS-IB. These are:
 - a prioritise the mauri, intrinsic value and wellbeing of indigenous biodiversity;
 - b take into account the principles of Te Tiriti o Waitangi recognise the bond between tangata whenua and indigenous biodiversity based on whakapapa relationships;
 - c recognise the obligation and responsibility of care that tangata whenua have as kaitiaki of indigenous biodiversity;
 - d recognise the role of people and communities (including landowners) as stewards of indigenous biodiversity;
 - e enable the application of te ao Māori and mātauranga Māori; and
 - f form strong and effective partnerships with tangata whenua.
8. Greater Wellington will need to work together in partnership with mana whenua/tangata whenua¹ throughout all aspects of implementing the NPS-IB, to the extent they wish to be involved. This is further detailed in the next section.
9. The NPS-IB provides a staged approach for implementation. Councils are required to deliver a number of milestones between 2023 and August 2031, as outlined in the table in [Attachment 3](#). A presentation summarising the current status and next steps for implementation is outlined in [Attachment 4](#).

Partnership with mana whenua/tangata whenua

10. The NPS-IB enables mātauranga Māori to be applied at all stages of management of indigenous biodiversity and mana whenua/tangata whenua to exercise kaitiakitanga by actively participating as partners in decisions about indigenous biodiversity, to the extent they wish to be involved. It requires local authorities to have regard to whānau, hapū and iwi decision making structures, so Greater Wellington will need to consider how we provide for this within our partnership framework.
11. Local authorities must work with mana whenua/tangata whenua to investigate the use of mechanisms available under the RMA such as transfers or delegations of power, joint management agreements and Mana Whakahono ā Rohe arrangements.
12. How the NPS-IB is implemented in partnership requires further discussion and consideration between Greater Wellington, mana whenua/tangata whenua, and territorial authorities (TAs). However, there are actions which Greater Wellington can progress in the interim to ensure we 'have our house in order' to support a more meaningful partnership. This includes, but is not limited to:

¹ The NPS-IB states that when local authorities involve tangata whenua as part of NPS-IB implementation, that we have regard to the different levels of whānau, hapū, and iwi decision-making structures. We have used the terms "mana whenua / tangata whenua" in this report to encompass these different levels.

- a continue the focus on integration between Te Hunga Whiriwhiri and within Ropū Taiao, as both groups embed structural changes.
 - b ensure our NPS-IB implementation is well coordinated with our other mahi across Rōpū Taiao to allow for meaningful, strategic conversations with our partners.
 - c consider providing dedicated funding to mana whenua/tangata whenua for the NPS-IB within kaupapa funding, for activities such as cultural monitoring, partnership capacity and the biodiversity strategy, to ensure Greater Wellington's responsibilities under the NPS are met.
 - d continuing to build the capability of Greater Wellington staff to understand te ao Māori and the way in which mātauranga Māori informs the world view of mana whenua.
 - e Advocate for funding from Ministry for the Environment (MfE) to mana whenua that ensures they can inform planning, direction and implementation of NPS-IB requirements.
13. The NPS-IB provides a staged approach to implementation of its requirements. This provides an opportunity to ensure there is sufficient time to enable early, meaningful, participation on activities for all parties.
 14. Additionally, MfE is developing an NPS-IB iwi/Māori implementation plan to provide further guidance, expected by late 2023.

Using the model of Mauri Tūhono to apply a holistic lens to implementation

15. Since 2018, Greater Wellington, mana whenua partners, Department of Conservation (DOC), and community members have been working together to support and join up efforts to enhance te taiao. The proposed Kaipupuri Taonga ki te Ao Whānui framework² provides us with shared values, vision, and principles for our mahi together with mana whenua/tangata whenua, communities, and other agencies. This holistic approach, set of values and network of relationships provides the foundation for our work together for te taiao, including NPS-IB implementation and the development of a regional strategy. Greater Wellington will need to talk with mana whenua particularly about how the Kaipupuri Taonga ki te Ao Whānui framework might inform the development of a regional strategy, and what involvement a future Mauri Tūhono implementation entity (yet to be determined) has in the process.
16. Mauri Tūhono has been placed as a korowai aroha around Council's development of its 2024-34 Long Term Plan. It is a framework that promotes transformation in how we work together to care for te taiao. One of the ways it can support is with the shift Rōpū Taiao is making towards integration. Applying a more holistic lens to the implementation of the NPS-IB by integrating it with our other mahi for te taiao, such as the implementing the National Policy Statement for Freshwater Management, Natural Resources Plan etc. (as opposed to them all being addressed in silos) presents efficiency opportunities as well as enabling us to better organise ourselves to be having strategic, holistic, coordinated kōrero with our partners in accordance with tikanga Māori. This

² Developed by Mauri Tūhono ki Te Upoko o Te Ika a Māui; the working group established by Council, mana whenua and DOC to develop a regional biodiversity framework.

reflects the value of ‘Hononga’ from the framework – prioritising our connection with each other in this work. It is also in line with two of the cross-organisational focus areas in the Long Term Plan Strategic Framework: “Active mana whenua partnerships and improved outcomes for Māori” and “Holistic approaches to deliver improved outcomes for te taiao.”

Risks and mitigations

17. The following high-level risks and proposed mitigations have been identified through implementation of the NPS-IB both for Greater Wellington and the region:

Potential Risks	Proposed Mitigations
Lack of clarity on ownership & expectations	<ul style="list-style-type: none"> • Development of Greater Wellington work programme to ensure clear roles and responsibilities, including sufficient budget and resourcing to deliver.
Poor partnership outcomes & increased burden on mana whenua/tangata whenua	<ul style="list-style-type: none"> • Implementation of the NPS-IB requirements is delivered using a holistic approach, in line with Mauri Tūhono. • Greater Wellington to consider the expectations of the NPS-IB and capacity of partners when considering the shape of support packages.
Poor regional outcomes	<ul style="list-style-type: none"> • Implementation of the NPS-IB requirements is delivered using a holistic approach, in line with Mauri Tūhono. • Facilitation of increased knowledge sharing and collaboration regionally. • Greater Wellington to continue advocacy to DOC/MfE, alongside regional colleagues.
National RM reform timeframes/changes affect NPS-IB implementation timings	<ul style="list-style-type: none"> • Greater Wellington to consider timing and implementation of the NPS-IB, in combination with the RM reform and planning framework, to ensure the most strategic and efficient alignment • Greater Wellington to assess whether to defer policy updates on the RPS and NRP to instead incorporate the NPS-IB within the new RSS and NBEP.

Ngā hua ahumoni

Financial implications

18. Implementation of the NPS-IB will have resourcing and funding implications for Greater Wellington. A work programme that is integrated within existing work will need to be developed to determine these implications and their consideration in annual budget cycles and future Long-Term Plans.
19. Resourcing and funding implications will be informed by further discussions with TAs, mana whenua/tangata whenua partners, MfE and DOC to assess the scope of activities

and regional needs. Some initial areas where funding increases are anticipated include the following:

- a Assisting territorial authorities with Significant Natural Area (SNA) identification and mapping, if requested.
- b Resourcing mana whenua / tangata whenua to contribute to implementation, to the level which they wish to be involved.
- c A significantly expanded monitoring program, which ensures that both western science and matauranga Māori are applied equally.
- d Development of the biodiversity strategy in partnership with mana whenua/tangata whenua. Budget for resourcing and implementation of this was sought in the current Long Term Plan process.
- e Expansion or alteration of current funding programmes for landholder restoration in line with NPS-IB priorities.

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

20. The NPS-IB strengthens the responsibility of councils to partner with mana whenua/tangata whenua in the management of indigenous biodiversity, recognising their role as kaitiaki.
21. The decision-making principles of the NPS-IB (outlined in Point 7) and the required integrated approach to delivering them³, reiterate the aspirations that Greater Wellington’s mana whenua/tangata whenua partners have shared with us, such as, “*Value and respect our mātauranga as much as science*”⁴ and “*the mana and mauri of all of our waterways and associated ecosystems ... must be returned to a state of health...*”⁵.
22. The NPS-IB addresses te Tiriti o Waitangi (the Treaty of Waitangi) principles by providing more flexible and locally developed approaches for Māori land. The NPS-IB recognises the historical barriers mana whenua/tangata whenua have faced in occupying, using, and developing their land and the greater extent of indigenous biodiversity on that land compared to general land.
23. Specified whenua Māori under the NPS-IB, aims to maintain and restore indigenous biodiversity, protect Significant Natural Area’s and identified taonga, as well as enable new occupation use and development to support community social, cultural and economic wellbeing. This includes recognition of circumstances where development will prevail over indigenous biodiversity and enabling provision of new papakāinga, marae and ancillary community facilities, dwellings, and associated infrastructure. This

³ <https://environment.govt.nz/assets/publications/biodiversity/National-Policy-Statement-for-Indigenous-Biodiversity.pdf>

⁴ Rangitāne o Wairarapa Inc - <https://www.gw.govt.nz/assets/Documents/2023/06/Memorandum-Background-information-provided-by-GWRC-as-requested-in-RPS-Chairs-Minute-4.pdf>

⁵ Ngāti Toa Rangitira - <https://www.gw.govt.nz/assets/Documents/2023/06/Memorandum-Background-information-provided-by-GWRC-as-requested-in-RPS-Chairs-Minute-4.pdf>

flexibility aims to acknowledge the implications of these historic differences and provide greater control by mana whenua/tangata whenua partners.

24. Where desirable to mana whenua/tangata whenua partners, TAs must identify acknowledged taonga in their district plans and work in partnership to protect and manage taonga as far as practicable and enable sustainable customary use where applicable. This acknowledges the mauri and values of the taonga, and the historical, cultural, and spiritual relationship of mana whenua/tangata whenua with the taonga.
25. The NPS-IB requirements may result in significant resourcing implications for mana whenua/tangata whenua partners. The outcomes for Māori from the NPS-IB will be, in part, affected by the quality of the partnership with Greater Wellington. Greater Wellington needs to ensure that it actively listens and acts in a true partnership approach throughout the implementation journey in order to build on the partnerships which currently exist.

Ngā tūāoma e whai ake nei

Next steps

26. Officers will continue to work in an integrated way across all relevant internal functions and business units, TAs, MfE, DOC, and mana whenua partners, to:
 - a Progress the holistic partnership approach to implementing NPS-IB requirements;
 - b Ensure the expectations of the NPS-IB are understood internally and action immediate requirements to ensure compliance within the consenting space;
 - c Identify funding and resourcing needs to achieve bare minimum requirements and best practice implementation, and
 - d Respond to Hutt City Council and South Wairarapa District Council’s request for support to undertake its district-wide assessment of SNA’s.

Ngā āpitihanga

Attachments

Number	Title
1	The NPS-Background and implications for information paper
2	Summary of submission on Biodiversity Credits Consultation
3	NPS-IB requirements, current status, and next steps.
4	NPS-IB implications for Greater Wellington presentation

**Ngā kaiwaitohu
Signatories**

Writers	Ainslee Brown – Advisor, Environmental Policy Tessa O’Brien – Senior Advisor, Environmental Policy Christina Underhill – Senior Advisor, Environmental Policy Micheline Evans – Kaitohutohu Matua Senior Advisor Mauri Tūhono
Approvers	Fathima Iftikar – Director Strategy, Policy and Regulation Scott Summerfield – Director Matauranga Taiao Lian Butcher – Kaiwhakahaere Matua Taiao Group Manager, Environment Monica Fraser – Te Pou Whakarae, Te Hunga Whiriwhiri

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council’s roles or with Committee’s terms of reference</i> The Committee has responsibility to consider and make recommendations to Council on matters including biodiversity and natural resource management.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The NPS-IB contributes to the outcomes sought in the proposed Long Term Plan Strategic Framework 2024-34 and its overarching theme – to uphold te taiao first – and it will have financial and resourcing implications for implementation. The NPS-IB requires the development of a new regional biodiversity strategy and updates to the RPS, NRP and their associated implementation plans.
<i>Internal consultation</i> Consultation to better gauge current state, next steps, resourcing, and budget implications occurred with Te Hunga Whiriwhiri, Catchment, Strategy, Knowledge and Insights, Regulation, Restoration, and the Environment Group Chief Advisor.
<i>Risks and impacts - legal / health and safety etc.</i> A section outlining high-level risks and mitigations is covered within the report at paragraph 17.

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TO Environment Committee
FROM Jamie Steer, Biodiversity department
DATE 5 February 2020
FILE NUMBER EXTR-12-2250

FOR YOUR INFORMATION

Proposed National Policy Statement for Indigenous Biodiversity – background and implications

Purpose

This memo provides a short introduction to the proposed National Policy Statement for Indigenous Biodiversity (the NPSIB) and information on where to find out more. It also summarises the potential implications for Greater Wellington Regional Council (Greater Wellington). A final section provides information on the Greater Wellington submission on it.

Our draft high-level comments on the submission are attached to this memo (Appendix 1) and we would like the Environment Committee’s feedback on this draft. The final, detailed submission will be submitted for approval at the full Council meeting on 27 February.

Background

On 26 November 2019 the Government released the NPSIB for public consultation.¹ Consultation closes in early March with gazettal scheduled for mid-2020.

The NPSIB sets out objectives, policies and implementation requirements to manage natural and physical resources to maintain indigenous biodiversity under the Resource Management Act 1991 (RMA).

- For a high-level overview of the NPSIB refer to the Government’s 6-page summary document²
- Or for a more detailed analysis refer to the full discussion document.³

Government first began discussing the prospect of this NPS in 1999 (i.e., 20 years ago!). However, a first draft of the NPSIB wasn’t released for public consultation until January 2011. This draft was not progressed due to a perceived lack of stakeholder agreement on its content.

¹ <https://www.mfe.govt.nz/sites/default/files/media/Biodiversity/draft-npsib.pdf>

² <https://www.mfe.govt.nz/sites/default/files/media/Biodiversity/he-kura-koiora-i-hokia-summary.pdf>

³ <https://www.mfe.govt.nz/sites/default/files/media/Biodiversity/he-kura-koiora-i-hokia-discussion-document.pdf>

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In 2016 the Government announced that it would form a collaborative group to re-draft the NPSIB. This Biodiversity Collaborative Group was established in March 2017. It developed a new draft NPSIB and provided recommendations for complementary and supporting measures to maintain New Zealand's indigenous biodiversity.

The Biodiversity Collaborative Group included representatives from Forest & Bird, Federated Farmers, iwi leaders, the Forest Owners Association, the Environmental Defence Society, and extractive/infrastructure industries. In October 2018 the Group delivered its report (including a draft NPSIB) to the Government.⁴ Over the following year the draft NPSIB was further refined by Government before public release.

At the same time Government asked the public for feedback on the development of a revised New Zealand Biodiversity Strategy.⁵ This strategy is due to be released in mid-2020. The New Zealand Biodiversity Strategy will provide a national framework to guide how New Zealand will protect and enhance biodiversity. It is a statement of New Zealand's national goals on biodiversity management, outcomes and priorities to drive action by central and local government, iwi/hapū and the wider public.

To clarify, the New Zealand Biodiversity Strategy is an overarching national strategy for indigenous and non-indigenous biodiversity management across all domains – terrestrial, aquatic and marine. The NPSIB is a regulatory tool under the RMA, primarily to protect indigenous biodiversity on land. The two documents have been developed together with the aim of achieving consistency between them.

Implications

The NPSIB is the most significant statutory direction on the conservation of indigenous biodiversity since the RMA, and before that the Conservation Act 1987. It directs the maintenance of indigenous biodiversity on land (the terrestrial environment), principally through the identification and protection of Significant Natural Areas (SNAs) by territorial authorities. These SNAs must be identified and protected in district plans by 2026.

Protection of indigenous biodiversity in the coastal marine area is directed by the New Zealand Coastal Policy Statement while protection of indigenous biodiversity in freshwater ecosystems is directed by the NPS for Freshwater Management (and proposed National Environmental Standards for Freshwater). Therefore, the NPSIB does not affect, or necessitate amendments to, the proposed Natural Resources Plan which contains the SNAs under the jurisdiction of Greater Wellington (i.e., those associated with wetlands, lakes, rivers and the coastal marine area).

Nevertheless, a range of other actions are to be implemented by local authorities more broadly. These actions represent a considerable resourcing challenge for regional councils. The full list of implementation requirements for regional councils are detailed in Appendix 2 and summarised below. Except where specified, these must all be implemented in full by 2028.

⁴ <http://www.biodiversitynz.org/>

⁵ <https://www.doc.govt.nz/get-involved/have-your-say/all-consultations/2019/proposal-for-new-zealands-next-biodiversity-strategy/>

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1. Change regional policy statements⁶ to:
 - give effect to Hutia Te Rito (being the concept that the health of people, indigenous biodiversity, and the wider environment are interlinked),
 - promote the resilience of indigenous biodiversity to climate change,
 - align SNA identification criteria with the NPSIB (our identification criteria are broadly consistent with the NPSIB),
 - specify where, how and when plans must provide for existing activities that may adversely affect indigenous biodiversity,
 - specify where, how and when controls on subdivision, use and development in areas outside SNAs are necessary to maintain indigenous biodiversity,
 - include objectives, policies or methods for managing the adverse effects of subdivision, use and development in highly mobile fauna areas,
 - record the location of areas (identified by territorial authorities) that contain degraded SNAs and areas that provide important connectivity or buffering functions,
 - include objectives, policies or methods that identify opportunities for restoration and enhancement of those areas,
 - include targets in urban and rural areas in its region for increasing indigenous vegetation cover (if under 10% indigenous vegetation cover),
 - include objectives, policies and methods for increasing indigenous vegetation cover in its region,
 - include new requirements on what must be considered in an assessment of environment effects when a proposed activity may adversely affect significant indigenous biodiversity
2. Work with territorial authorities and tangata whenua to agree a process for:
 - identifying and describing indigenous species and ecosystems that are taonga,
 - mapping or describing the location of taonga (where appropriate)
 - describing the values of identified taonga
3. Work with territorial authorities to:
 - survey and record areas outside SNAs where highly mobile fauna have been, or are likely to be, sometimes present,
 - provide information to communities about highly mobile fauna and their habitats,
 - provide best practice techniques for managing adverse effects on highly mobile fauna and their habitats
4. Consider providing further incentives to landowners for restoration and enhancement in areas that contain wetlands, former wetlands, degraded SNAs, and areas that provide important connectivity or buffering functions
5. Prepare a regional biodiversity strategy in collaboration with territorial authorities, tangata whenua, communities and other identified stakeholders. Regional councils without regional biodiversity strategies (including Greater Wellington) must initiate production of one by 2023. The strategy must be completed by 2026

⁶ In the Wellington region, changes may be folded into the full review of our regional policy statement which is required to be initiated by 2023.

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6. Work with territorial authorities, relevant agencies and tangata whenua to develop a monitoring plan for indigenous biodiversity in their region and each of their districts.

The process for our submission

Greater Wellington's submission on the NPSIB will respond to all 62 questions⁷ posed in the Government discussion document. A high-level summary at the start of the submission will present our key points. We would like Environment Committee's feedback on a draft of this section of the submission at the workshop on 13 February (see Appendix 1). The full submission will be circulated to Council on February 19 for review ahead of the February 27 Council meeting.

When reviewing the draft high-level submission attached to this memo, Environment Committee members may wish to compare the draft points of our submission with those tabled by LGNZ last month (see Appendix 3).

A separate 'road testing' submission will respond to 12 questions Government has posed to a selection of 16 councils, including Greater Wellington. Road testing questions are designed to help determine the implementation requirements of the NPSIB for councils. Government has instructed that input into this submission come from officers only as it is intended to survey requirements at that level. Nevertheless, this submission will be shared with Councillors as well. It will be consistent with the main submission.

Submission timeframe:

- **February 13:** Workshop draft high-level submission points on the NPSIB with Environment Committee
- **February 19:** A full draft submission will be circulated to Councillors. This will include responses to all 62 questions raised in the discussion document. A further draft submission will respond to 12 'road testing' questions (see above)
- **February 27:** Approve final submission at Council meeting
- **March 13:** Submission due to Government

⁷ <https://www.mfe.govt.nz/sites/default/files/media/Biodiversity/he-kura-koiora-i-hokia-discussion-document.pdf>, pp. 95-99.

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Appendix 1: Greater Wellington draft high-level submission points on NPSIB



13 March 2020

Biodiversity Team
Ministry for the Environment
PO Box 10 362
Wellington 6143

Submitted to: indigenousbiodiversity@mfe.govt.nz

Submission on proposed NPS for Indigenous Biodiversity

Please find enclosed Greater Wellington Regional Council's submission on the proposed National Policy Statement for Indigenous Biodiversity

Feel free to contact me on **phone** or **email** if you have any questions or concerns.

Yours sincerely

XXX
Title, department
Greater Wellington Regional Council

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Greater Wellington Regional Council: Submission

To:	Ministry for the Environment
Submission on:	Proposed National Policy Statement for Indigenous Biodiversity

1. Reason for submission

- 1.1 The Greater Wellington Regional Council (Greater Wellington) wishes to make a submission on the proposed National Policy Statement for Indigenous Biodiversity (NPS).
- 1.2 Greater Wellington supports the direction of the proposed NPS. Statutory direction on the protection of indigenous biodiversity under the RMA is long overdue. We see this NPS as a critical step forward for biodiversity conservation in New Zealand.
- 1.3 The maintenance of indigenous biodiversity – alongside freshwater – is one of our council’s top priorities. We invest over \$40 million each year into initiatives that support biodiversity.¹ This work includes our Key Native Ecosystem programme which works with local landowners to protect and restore high value sites for biodiversity across over 48,000 hectares of our region.
- 1.4 Collectively, the regional sector is the second largest investor in biodiversity conservation in New Zealand behind central government.² This emphasises both the commitment of councils and the need to ensure that investments are well coordinated.
- 1.5 All levels of government must work together to ensure this coordination, with clear direction from central government. This NPS, alongside the developing New Zealand Biodiversity Strategy, is an important step towards a clearer and more effective strategic and policy context for our work.

1 Estimated from our 2018/19 spend. Includes initiatives that directly or indirectly support indigenous biodiversity conservation.

2 Government figures estimate that regional councils and unitary authorities collectively spent over \$1 billion on biodiversity conservation in 2017/18. Central government spent over \$1.2 billion during the same period. See <https://www.cbd.int/doc/nr/nr-06/nz-nr-06-en.pdf>, p. 123.

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2. Key points of our submission

2.1 This submission responds to all 62 questions posed in the NPS discussion document with detailed track changes provided in an appendix. The key points of our submission are identified below. In summary these are:

1. We need effective guidance to accompany the NPS and a lot of direct support from central government to implement it. Both of these appear inadequate or non-existent at present.
2. One of the most significant challenges for councils today is responding to the raft of new, and sometimes conflicting, national direction. Government must partner with councils wherever possible to prioritise, plan and execute this work.
3. We strongly support the requirement to identify and protect Significant Natural Areas (SNAs) but are wary of new identification requirements potentially souring relationships with landowners in districts that already have SNAs.
4. Similarly, we believe that the direction to manage effects on SNAs may be too restrictive, making almost any application to develop or use this land impossible. We are concerned that the direction may *nominally* protect SNAs while sacrificing the relationships we rely on to *actually* protect and restore them, and surrounding areas, in future.
5. We support the intention of Hutia Te Rito but suggest that it does not provide enough real world direction to councils or facilitate a genuine leadership role for mana whenua.
6. We do not support the direction to require councils to survey for and protect highly mobile fauna. This is well beyond our capacity. Like some other aspects of the NPS, it may be more effectively implemented by central government under the direction of the New Zealand Biodiversity Strategy.
7. We support the direction for councils to maintain indigenous biodiversity. However, 'restoration' as an overarching objective is beyond the scope of this NPS or the capacity of councils. We need to prioritise our core role of 'maintain' in the first instance – this will be an enormous challenge on its own.

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Councils will need effective guidance and support

The effective implementation of this NPS will require enormous levels of guidance and support from Government. It cannot be a 'dump and run' exercise. We are concerned therefore to find very little indication that support will be forthcoming. The main responsibility delegated to Government though the NPS is the monitoring of its effectiveness 10 years after gazettal (part 4.1) while total guidance and support costs from Government are estimated at only \$1.77-2.65 million.³ We think this will be completely inadequate.

While the NPS provides important direction on many aspects of indigenous biodiversity protection under the RMA its direction does not extend to the level of rules. Councils will be in the familiar position therefore of justifying their interpretation of the NPS direction through hearings and Environment Court proceedings. The most effective way of preventing this (or at least minimising it) would be to provide detailed non-statutory guidance at the time of gazettal. If this is not possible then guidance should appear as soon as possible after this.

The writing and production of such guidance would not be easy, requiring clarifications of a raft of complex terms and potentially contentious subtleties introduced through the NPS. To avoid lengthy delays in its production Government might consider partitioning and then staging the release of such guidance (e.g., through a series of guidance notes). This could allow for the most contentious areas to be addressed as a matter of priority with those of lower urgency addressed later in the schedule.

Guidance on its own will not be sufficient however. Government must also be prepared to get involved with the messy business of implementation. We would advise allocating a support team of RMA specialists to this through a dedicated work programme – ideally using staff that have been involved in supporting the NPS's development to date. Those specialists could work closely with councils to ensure the effective implementation of the NPS. In some cases it may also be necessary to second staff into individual councils for a period of time to assist directly.

Government will need to directly resource implementation

Greater Wellington supports the general direction for regional councils to monitor the state and trends of indigenous biodiversity in their jurisdictions through the use of regional monitoring plans (part 3.20). Nevertheless, it must be recognised that councils have vastly disparate rating bases, making all requirements of this nature both manageable for some and wildly optimistic for others.

³ See NPSIB Section 32 evaluation and cost benefit analysis: https://www.mfe.govt.nz/sites/default/files/media/Biodiversity/npsib-section-32-evaluation_0.pdf, pp. 7-8.

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Regional councils have worked for years at a national-level to harmonise their research processes in this area but translating this into consistent processes ‘on the ground’ remains difficult, with Government support and assistance critical. National direction, in other words, will not succeed in achieving consistency without corresponding levels of direct involvement. This may necessitate dedicated staff and funding support.

Whether the requirements of this NPS are realistic or not within the given timeframes is an open question. It is a question defined not only by the resourcing of individual councils but by the requirements to implement so much other related recent direction, including the proposed Freshwater Package and NPS for Urban Development. Timeframes may be further stretched by increasing requirements to update and improve on aging infrastructure.

Rather than waiting for individual councils to figure this out, we suggest that Government should instead take the lead on directing the timeframes for how this and other national direction is to be implemented. This will require detailed analysis – work that will likely reveal conflicts across the range of direction but that may be resolved through effective planning and resourcing. More consideration may need to be given to staging the implementation of this work across work streams.

Identifying Significant Natural Areas alone will be a big step forward

Greater Wellington supports the requirement for territorial authorities to identify Significant Natural Areas (SNAs) within their jurisdictions as soon as reasonably practicable (part 3.8). Most councils have either already achieved this or should be able to do so within the six year period anticipated. A minority of councils may struggle to do so due to financial constraints. Government should be proactive in identifying these councils and offering the necessary support.

We note that the identification of SNAs – and the regulations generally associated with them – have often proven contentious with landowners, placing a heavy resourcing burden on councils. A recent dispute in Hutt City centred on landowners’ perceptions that SNA identification was optional.⁴ We see statutory direction to make this process compulsory as one of the key directions of this NPS. It removes the need for councils to demonstrate that SNA identification and protection is the most effective mechanism for maintaining indigenous biodiversity.

We suggest that the Government should avoid labouring over the consistency of existing SNAs, focusing instead on simply getting them established in the first instance. This will be a significant achievement in and of itself – one that will have taken over 20 years to realise.

⁴ <https://www.stuff.co.nz/environment/108986095/hutt-city-abandons-controversial-sna-plan-to-protect-biodiversity>

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Refinement can come later and is anticipated in the direction to update them within 10 years in any case (as per part 3.8(7)).

Greater Wellington generally supports the proposed principles and criteria for identifying SNAs. These are mostly consistent with those identified in the Regional Policy Statement for the Wellington Region⁵ and the approach councils have taken to identifying SNAs in our region to date. However, we do not support the ranking of SNAs into 'High' and 'Medium' areas. We believe that too much further resourcing will be required to undertake this exercise by councils that have already begun or concluded their SNA identification process. For these councils, re-assessment may negatively affect existing relationships with landowners. This inefficiency is compounded by the fact that the vast majority of development or use will be impossible within SNAs regardless of their ranking (see further below), making the exercise redundant for most landowners anyway.

We also suggest that part 3.14 (identified taonga) should be incorporated into part 3.8 (identifying significant natural areas). The existing approach rightly treats tangata whenua values for indigenous biodiversity as separate and distinct from the values identified by ecologists. Nevertheless, our experience is that treating this as a separate exercise is inefficient and not consistent with Hutia Te Rito.

Our regional policy statement includes a tangata whenua criterion for identifying significant indigenous biodiversity. This replicates the intention of parts 3.8, 3.14 and Appendix 1 (criteria for identifying SNAs). An advantage of this approach is that it avoids compartmentalising Māori values, placing the emphasis on commonalities rather than differences. In particular, it recognises the value-based dimensions inherent in the identification of significant indigenous biodiversity, whether assessed through a western scientific lens or a mātauranga Māori one.

The balance between protection and use needs refinement

Greater Wellington supports the general direction to manage effects both on SNAs (part 3.9) and outside of them (part 3.13) to ensure the maintenance of indigenous biodiversity. That said, we are not convinced on the way that effects are proposed to be managed under the NPS. The existing direction, in particular, may be too restrictive, likely requiring a non-complying status for most activities within SNAs. This may be difficult to accept for many landowners given the extent of land that is likely to meet the criteria for significance under part 3.8.

While we support the protection of the values of SNAs, regulators need to be careful that in protecting those values they do not alienate the landowners on which that protection

⁵ <https://www.gw.govt.nz/assets/Plans--Publications/Regional-Policy-Statement/Regional-Policy-Statement-full-document.pdf>, pp. 104-105.

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relies. Much of the indigenous biodiversity on this land exists, after all, only because landowners have worked to protect or restore it, or because the land has been 'neglected' – sometimes due to financial hardship. This may be especially so on Māori land. The contributions of people to maintaining and restoring indigenous biodiversity recognised under part 3.7(c-f) (social, cultural and economic wellbeing) thus appear forgotten here. Put simply, we must keep landowners on side with us.

Our reading of the proposed NPS is that development or use in 'high' value SNAs would be close to impossible, meaning that these areas would essentially become de facto legal covenants. Even in 'medium' value SNAs the inclusion of 'ands' at the end of each clause (3.9(2)a-c) would restrict most development to consent applications relating to nationally significant infrastructure, or for mineral or aggregate extraction.

Both rankings involuntarily impart most of the restrictions of a QEII National Trust conservation covenant on landowners, while offering none of the support that organisation provides. Again, the absence of any explicit recognition of the essential contributions of landowners to the maintenance and restoration of these areas is notable. Support relies on local authorities providing optional incentives (part 3.16(5)) – something they already do, but are often hard pressed to adequately fund. Government might consider providing funds to complement or supplement those provided by local authorities.

Greater Wellington supports the direction to apply an effects management hierarchy approach to the management of effects on significant indigenous biodiversity. We also support the direction to use a principled approach to the use of biodiversity offsets and biodiversity compensation. Below we make detailed suggestions aimed at enhancing the effectiveness of these while allowing, in some circumstances, for the consideration of a greater range of effects within SNAs. These suggestions are directed at ensuring that an appropriate balance is struck between use and protection, noting that an approach aligning with either end of this spectrum would result in undesirable outcomes for indigenous biodiversity.

In short, our suggestions emphasise an adherence, in all circumstances, to the internationally-accepted effects management hierarchy, something the current hierarchy is not technically in alignment with. If a two-tier approach for SNAs is retained, we suggest refining this to a more pragmatic distinction between 'outstanding' and 'significant' rather than 'high' and 'medium' – and with outstanding limited to the best-of-the-best as per the direction of the NPS for Freshwater Management. We ask that a broader range of effects on SNAs be able to be anticipated, but that applications to offset effects on significant values require 'net gain' rather than 'no net loss' outcomes. This would help to reconcile the 'appropriate' subdivision, use and development anticipated under part 3.7(b) with the intention of objective 1 (maintain indigenous biodiversity).

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More direction is required on how to incorporate the values of iwi/Māori

We support the recognition of tangata whenua as kaitiaki in the proposed NPS (part 3.3) but suggest that the direction does little to strengthen the existing RMA requirement to recognise and provide for the relationship of Māori with their culture and traditions. The general direction provided may be useful to councils that do not have established relationships with local iwi but otherwise offers nothing new, especially to those with longstanding partnerships as we do with our six mana whenua in the Wellington region.

The central concept introduced in the NPS – Hutia Te Rito (part 3.2) – encompasses the idea that the health of people, indigenous biodiversity (including taonga species), and the wider environment are interlinked. Greater Wellington supports this but notes again that, on its own, the notion of interconnectivity is fairly time-worn. It is not clear how such a truism necessarily helps with the protection of indigenous biodiversity.

Compounding this issue is the sense that this NPS does not promote a genuine leadership role for mana whenua, or provide a mechanism to enable this. It instead relies on existing relationships with councils, even while these are identified in the discussion document as inadequate. Without amendment to, or guidance on, Hutia Te Rito it is doubtful that the NPS will improve these relational matters even for the one issue it seeks to address.

The discussion document description of Hutia Te Rito emphasises the role of iwi/Māori as kaitiaki in council activities that protect and manage indigenous biodiversity. We think that the concept should be re-framed and strengthened to give clearer direction on how local authorities must give effect to this aspect (e.g., through te ao Māori, mātauranga Māori, tikanga Māori). This would provide the sort of pragmatic direction for councils that is currently missing.

We do not support a council responsibility for highly mobile fauna

We do not support the proposed council roles for surveying and recording the presence of 'highly mobile fauna' (part 3.15). While well-intentioned, this direction is well beyond most councils' resourcing or expertise. The identification and protection of the habitats of threatened and at risk species (i.e., the only ones meeting the definition of 'highly mobile' under this NPS) is, in any case, already provided for under parts 3.8-3.9.

Outside these areas, the provision of national-level guidance would be helpful for directing the types of habitats where highly mobile fauna may also be found, how their presence in these areas might be encouraged, and how effects on them should be considered through Assessments of Environmental Effects (AEEs). This guidance would best be provided by

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Government, with support from the regional sector and others. Such an initiative might sit well under the New Zealand Biodiversity Strategy.⁶

The focus should be on maintenance rather than restoration

Greater Wellington recognises the importance of restoration to the protection and maintenance of indigenous biodiversity. Protecting what is left will not in itself stem the decline. This reality is reinforced through parts 3.16 (restoration and enhancement), 3.17 (increasing indigenous vegetation cover), and 3.18 (regional biodiversity strategies) in this NPS. In saying that, we reiterate earlier local government sector feedback on this NPS⁷ that maintenance should be the focus. This aligns with the role of regional councils under RMA section 30(1).

We believe that the best role for this NPS is in the regulatory arena – especially in the control of ongoing human impacts. The challenge there is enormous and the NPS will be, frankly, hard pressed to succeed in achieving the maintenance of indigenous biodiversity in that arena alone. Adding restoration, particularly beyond SNAs, to that mix is almost certainly beyond the resourcing of local authorities.

At worst, restoration may draw scarce funds away from the areas where they are most needed for maintenance. This is inefficient as restoration is an enormously more risky, resource intensive and drawn out process than maintenance. It is much easier to maintain the values of an existing forest, for example, than it is to grow a new one from scratch. Although there is a role for restoration in this NPS, especially within SNAs, we'd suggest that the main thrust of restoration work is best directed through the New Zealand Biodiversity Strategy.

We are generally supportive of the requirement for regional councils to prepare a regional biodiversity strategy (part 3.18). However, this is primarily because we feel that the likely alternative – direction under the New Zealand Biodiversity Strategy – is unlikely to produce results. We are also concerned that the requirements of Appendix 5 may be too prescriptive. The substantial list of pre-determined requirements may make it difficult to bring the community along with the process. We would suggest providing more flexibility in the makeup of regional strategies to ensure that they complement and build on the existing biodiversity protection work already occurring in each region.

⁶ On a related note, the NPS seems to attempt to take on everything substantive that the Strategy is otherwise likely to direct. It should be the other way around with the Strategy providing the general framework and impetus and the NPS directed to achieving the most relevant parts of the puzzle under the RMA.

⁷ LGNZ letter to Minister Mahuta, May 2019.

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Final statement

We reiterate our support for the intent of this NPS and look forward to working with central government agencies on its implementation. While almost all of the requirements of this NPS are directed at councils, we will not be able to do this alone. As noted above, we will need a huge amount of guidance and support from central government to achieve this, and we will rely enormously on the effort and goodwill of our communities. We think some further refinement to the NPS is needed to ensure that this community support is maintained throughout its implementation.

In several places we have noted the lack of clarity around the role of the New Zealand Biodiversity Strategy in relation to this NPS. We understand that this is the result of the two being developed in parallel. However, it is critical that this relationship is made plain prior to gazettal. The NPS naturally sits under the Strategy but with the latter's suspected 'lack of teeth' it presently seems it's the other way around. We need the two to work in concert, with the Strategy directing a whole of government approach that positions the NPS and the role of councils as one part of that whole.

Thank you for the opportunity to make a submission on the proposed policy statement. Please do not hesitate to contact Greater Wellington to discuss any of the points raised.

[Signature]

XXX XXX

XXX, Greater Wellington Regional Council

Date: 13 March 2020

Address for service:

Dr Jamie Steer
PO Box 11646
Manners Street
Wellington 6142

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Appendix 2: Implementation requirements of the NPSIB

The following detail what Greater Wellington (i.e. [regional councils/local authorities](#)) must do to implement or give effect to the objectives and policies of the NPSIB if gazetted in its current form:¹

3.2 Hutia Te Rito

- (1) [Local authorities](#) must recognise and provide for Hutia Te Rito in implementing this National Policy Statement.
- (2) This requires, at a minimum, that [local authorities](#) must –
 - a) recognise and provide for the interrelationships between te hauora o te tangata (the health of the people) and –
 - i. te hauora o te koiora (the health of indigenous biodiversity); and
 - ii. te hauora o te taonga (the health of species and ecosystems that are taonga); and
 - iii. te hauora o te taiao (the health of the wider environment); and
 - b) recognise the maintenance of indigenous biodiversity requires kaitiakitanga and stewardship; and
 - c) take steps to ensure indigenous biodiversity is maintained and enhanced for the health, enjoyment and use by all New Zealanders, now and in the future.

3.3 Tangata whenua as kaitiaki

- (1) When making or changing policy statements and plans to give effect to this National Policy Statement, every [local authority](#) must –
 - a) involve tangata whenua by undertaking consultation that is early, meaningful and (as far as practicable) in accordance with tikanga Māori; and
 - b) collaborate with tangata whenua to –
 - i. identify taonga, as required by clause 3.14, recognising tangata whenua have the right to choose not to identify taonga; and
 - ii. develop objectives, policies and methods that recognise and provide for Hutia Te Rito.
- (2) [Local authorities](#) must, with the consent of tangata whenua and as far as practicable in accordance with tikanga Māori, take all reasonable steps to incorporate mātauranga Māori relating to indigenous biodiversity in implementing this National Policy Statement.
- (3) [Local authorities](#) must take all reasonable steps to provide opportunities for tangata whenua to exercise kaitiakitanga over indigenous biodiversity, including through measures such as –

¹ Parts 3.8-3.10 apply only to territorial authorities. Party 3.11 applies only to geothermal ecosystems, none of which are represented in the Wellington region.

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- a) bringing cultural understanding to monitoring;
- b) providing appropriate methods for managing and protecting identified taonga; and
- c) allowing for sustainable customary use of indigenous vegetation.

(4) **Local authorities** must take all reasonable steps to provide opportunities for tangata whenua to be involved in decision-making relating to indigenous biodiversity in implementing this National Policy Statement.

3.4 Integrated approach

Local authorities must manage indigenous biodiversity and the effects on it of subdivision, use and development, in an integrated way, which means –

- a) recognising the interactions ki uta ki tai (from the mountains to the sea) between the terrestrial environment, freshwater and the coastal marine area; and
- b) providing for the coordinated management and control of subdivision, use and development, as it affects indigenous biodiversity across administrative boundaries; and
- c) considering the requirements of strategies and other planning tools required or provided for in legislation and relevant to indigenous biodiversity.

3.5 Resilience to climate change

When making or changing policy statements or plans or regional biodiversity strategies, **local authorities** must promote the resilience of indigenous biodiversity to climate change, including at least by –

- a) providing for the maintenance of ecological integrity through natural adjustments of habitats and ecosystems; and
- b) considering the effects of climate change when making decisions on –
 - i. restoration and enhancement proposals; and
 - ii. managing and reducing new and existing biosecurity risks; and
- c) maintaining and promoting the enhancement of, the connectivity between ecosystems and between existing and potential habitats, to enable migrations so that species continue to find viable niches as the climate changes.

3.6 Precautionary approach

Local authorities must adopt a precautionary approach toward proposed activities where –

- a) the effects on indigenous biodiversity are uncertain, unknown or little understood; but
- b) those effects are potentially significantly adverse.

3.7 Social, economic and cultural wellbeing

In implementing this National Policy Statement, **local authorities** must recognise –

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- a) that the maintenance of indigenous biodiversity contributes to the social, economic and cultural wellbeing of people and communities; and
- b) that the maintenance of indigenous biodiversity does not preclude subdivision, use and development in appropriate places and forms, within appropriate limits; and
- c) that people are critical to maintaining and enhancing indigenous biodiversity; and
- d) the importance of forming partnerships between [local authorities](#), tangata whenua, landowners, people and communities in maintaining and enhancing indigenous biodiversity; and
- e) the importance of respecting and fostering the contribution of landowners as stewards and kaitiaki; and
- f) the value of supporting people and communities in understanding, connecting to and enjoying indigenous biodiversity.

3.12 Existing activities in SNAs

- (1) This clause applies to the management of the effects of existing activities on SNAs.
- (2) [Regional councils](#) must make or change their policy statements to specify where, how and when plans must provide for existing activities that may adversely affect indigenous biodiversity.
- (3) In providing for existing activities in their policy statements and plans, [local authorities](#) must –
 - a) ensure the continuation of an existing activity will not lead to the loss, including through cumulative loss, of extent or degradation of the ecological integrity of any SNA; and
 - b) ensure the adverse effects of an existing activity are of no greater character, intensity or scale than they were before the National Policy Statement commencement date.
- (4) In regions and districts where pastoral farming is an existing activity, [local authorities](#) must ensure their policy statements and plans recognise that –
 - a) indigenous vegetation may regenerate in areas that have previously been cleared of indigenous vegetation and converted to improved pasture; and
 - b) as long as the regenerating indigenous vegetation has not itself become an SNA in the time since the last clearance event, the periodic clearance of indigenous vegetation as part of a regular cycle to maintain improved pasture is unlikely to compromise the protection of SNAs or the maintenance of indigenous biodiversity; and
 - c) consideration of effects (under Schedule 1 of the Act or through a resource consent application) may be required in the following circumstances, to ensure the outcomes in subclause (2) are met:
 - i) a proposed clearance is likely to have adverse effects that are greater in character, intensity or scale than the adverse effects of clearance that has previously been undertaken as part of a regular cycle to maintain improved pasture on the farm:
 - ii) there is inadequate information to demonstrate that a proposed clearance of regenerating indigenous vegetation is part of a regular cycle of clearances to maintain improved pasture:
 - iii) a clearance is proposed in an area that supports any threatened or at-risk species:

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iv) a clearance is proposed in an area that supports alluvial landforms that have not been cultivated (ie, the land as not been disturbed for the purpose of sowing, growing or harvesting pasture or crops).

(5) In this clause –

clearance refers to the removal of indigenous vegetation by cutting, crushing, application of chemicals, drainage, burning, cultivation, over-planting, application of seed of exotic pasture species, mobstocking and/or changes to soils, hydrology or landforms

improved pasture means an area of land where exotic pasture species have been deliberately sown or maintained for the purpose of pasture production, and species composition and growth has been modified and is being managed, for livestock grazing

regular cycle means the periodic clearance of regenerating indigenous vegetation that is demonstrated to be part of a consistent management regime in place for the purpose of maintaining improved pasture.

3.13 General rules applying outside SNAs

(1) **Local authorities** must take steps to maintain indigenous biodiversity outside SNAs, including by making or changing their policy statements and plans to do all the following:

a) specify where, how and when controls on subdivision, use and development in areas outside SNAs are necessary to maintain indigenous biodiversity:

b) apply the effects management hierarchy to adverse effects, except that biodiversity compensation may be considered as an alternative to biodiversity offsetting (and not only when biodiversity offsetting is not demonstrably achievable):

c) specify where, how and when, for any area outside an SNA, the assessment and classification required by clause 3.8(1) is required.

(2) If an area outside an SNA is assessed as significant indigenous vegetation and significant habitat of indigenous fauna following an assessment in accordance with Appendix 1, a **local authority** must manage the adverse effects on indigenous biodiversity in the area as if the area were an SNA.

(3) In preparing policy statements and plans giving effect to subclause (1), **local authorities** must have particular regard to the potential of Māori land to provide for the social, cultural and economic wellbeing of Māori.

3.14 Identified taonga

(1) Every **regional council** must work together with all the territorial authorities in its region and with tangata whenua (in the manner required by clause 3.3) to agree a process for –

a) identifying indigenous species and ecosystems that are taonga; and

b) describing the taonga; and

c) mapping or describing the location of the taonga; and

d) describing the values of each taonga.

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(2) **Local authorities** must recognise tangata whenua have the right to choose not to identify taonga and to choose the level of detail at which identified taonga or their location or values, are described.

(3) Territorial authorities must make or change their district plans to include (to the extent agreed to by tangata whenua) the description of identified taonga and their values and a description or map of their location.

(4) **Local authorities** must manage identified taonga located in an SNA in accordance with clause 3.9.

(5) In relation to identified taonga located outside SNAs, **local authorities** must –

- a) manage them as necessary to protect the taonga and their values; and
- b) provide opportunities to restore and enhance them and their values.

3.15 Highly mobile fauna

(1) Every **regional council** must work together with the territorial authorities in its region to survey and record areas outside SNAs where highly mobile fauna have been, or are likely to be, sometimes present (in this clause referred to as highly mobile fauna areas).

(2) If it will help manage highly mobile fauna, a territorial authority must (where possible) include in its district plan a map or description of the location of highly mobile fauna areas.

(3) **Local authorities** must provide information to their communities about –

- a) highly mobile fauna and their habitats; and
- b) best practice techniques for managing adverse effects on any highly mobile species in their regions and districts, and their habitats.

(4) **Local authorities** must include objectives, policies or methods in their policy statements and plans for managing the adverse effects of subdivision, use and development in highly mobile fauna areas, as necessary to maintain viable populations of highly mobile fauna across their natural range.

3.16 Restoration and enhancement

(1) This clause applies to the following areas:

- a) wetlands:
- b) SNAs whose ecological integrity is degraded:
- c) areas that provide important connectivity or buffering functions:
- d) former wetlands.

(2) Territorial authorities must identify the location of areas referred to in subclause (1)(b) and (c) and **regional councils** must record those locations (with appropriate descriptions) in their regional policy statements.

(3) **Local authorities** must promote, through objectives, policies and methods in policy statements and plans, the restoration and enhancement (including through reconstruction) of areas to which this clause applies.

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(4) The objectives, policies or methods must identify opportunities for restoration and enhancement of those areas, prioritising all of the following over other indigenous biodiversity restoration projects:

- a) wetlands whose ecological integrity is degraded or where the presence of indigenous species is reduced:
- b) SNAs whose ecological integrity is degraded:
- c) areas that provide important connectivity or buffering functions:
- d) former wetlands that no longer retain their indigenous vegetation or habitat for indigenous fauna, but where reconstruction is likely to result in that vegetation or habitat being regained:
- e) any national priorities for indigenous biodiversity protection.

(5) In areas to which this clause applies, **local authorities** may provide incentives for restoration and enhancement and in particular on Māori land, in recognition of the opportunity cost of maintaining indigenous biodiversity on that land.

(6) **Local authorities** may impose or review restoration or enhancement conditions on resource consents and designations relating to activities in areas prioritised for restoration and enhancement.

3.17 Increasing indigenous vegetation cover

(1) Every **regional council** must assess the percentage of the urban and rural areas in its region that have indigenous vegetation cover.

(2) The **regional council** must specify which areas it will treat as urban for the purposes of this clause (which must be predominantly urban in character) and which it will treat as rural (which must be predominantly non-urban in character).

(3) The assessment of the percentage of indigenous vegetation cover may be done by a desktop analysis, by ground truthing or both.

(4) For urban areas, if the assessment indicates an area has less than 10 per cent indigenous vegetation cover, the **regional council** must include in its regional policy statement a target (expressed as a percentage figure within a specified time) for increasing indigenous vegetation cover in that area to at least 10 per cent of the area.

(5) For rural areas, if the assessment indicates an area has less than 10 per cent indigenous vegetation cover, the **regional council** must include in its regional policy statement a target (expressed as a percentage figure within a specified time) for increasing indigenous vegetation cover in the area.

(6) For any urban or rural area where the assessment indicates the area already has 10 per cent or more indigenous vegetation cover, the **regional council** may include in its regional policy statement targets (expressed as a percentage figure within a specified time) for increasing indigenous vegetation cover in the area.

(7) Every **regional council** must include objectives, policies or methods for increasing indigenous vegetation cover in its region and for achieving the targets set under this clause, giving priority to all of the following:

- a) areas to which clause 3.16 applies:

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- b) areas representative of ecosystems naturally and formerly present:
- c) ensuring species richness:
- d) restoration and enhancement at a landscape scale across the region.

3.18 Regional biodiversity strategies

- (1) Every **regional council** must prepare a regional biodiversity strategy in collaboration with territorial authorities, tangata whenua, communities and other identified stakeholders.
- (2) **Local authorities** must have regard to the relevant regional biodiversity strategy when developing restoration and enhancement objectives, policies and methods for inclusion in regional policy statements and plans.
- (3) Every regional biodiversity strategy must be prepared in accordance with Appendix 5 and any regional council that, at the commencement date –
 - a) has a regional biodiversity strategy, must update the strategy to comply with Appendix 5 within six years after the commencement date; or
 - b) is in the process of preparing a regional biodiversity strategy, must complete the strategy in a way that complies with Appendix 5 within six years after the commencement date.
- (4) **Regional councils** that, at the commencement date, do not have a regional biodiversity strategy must initiate preparation of a strategy within three years after the commencement date and must complete it within six years after the commencement date.

3.19 Assessment of environmental effects

- (1) **Local authorities** must change their plans to include a requirement that the following information be included in any assessment of environmental effects whether all or any part of the site covered by the application is in or affects –
 - a) an SNA; or
 - b) an area of indigenous vegetation; or
 - c) a habitat of indigenous fauna; or
 - d) an area identified as highly mobile fauna area (as described in clause 3.15), in which case it must include information about the use of the area by highly mobile fauna; or
 - e) an area providing connectivity or buffering; or
 - f) an area identified as or containing, identified taonga.
- (2) **Local authorities** must make or change their policy statements and plans to include a requirement that the assessment of environmental effects required by clause 7(1) of Schedule 4 the Act –
 - a) for the purposes of clause 7(1)(c) of Schedule 4 of the Act –
 - i. addresses effects of the proposal (if relevant) on the areas referred to in subclause (1)(a)(i) to (vi); and

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- ii. includes sufficient information to demonstrate the effective management of adverse effects as required by this National Policy Statement; and
- b) for the purposes of clause 7(1)(d) of Schedule 4 of the Act, addresses –
 - i. the effects on identified taonga; and
 - ii. ecosystem services associated with indigenous biodiversity at the site; and
 - iii. the site’s role in maintaining the ecological integrity of and connections between it and the wider ecosystem; and
- c) uses biodiversity methodologies consistent with best practice for the ecosystem types present at the site; and
- d) considers including mātauranga Māori and tikanga Māori assessment methodology where relevant.

(3) **Local authorities** must directly insert the following policy into their plans in accordance with section 55(2A) of the RMA within one year of commencement date:

“If the regional policy statement or this plan requires a site to be assessed to determine whether it is an area of significant indigenous vegetation of significant habitat of indigenous fauna:

(a) the assessment must be done in accordance with Appendix 1 of the National Policy Statement for Indigenous Biodiversity 2020.; and

(b) any site confirmed as an SNA through that assessment must be classified as High or Medium in accordance with Appendix 2 of the National Policy Statement for Indigenous Biodiversity 2020.”; and

(4) **Local authorities** may amend their plans to remove the policy in (3) when replacing with like-for-like content as part of a plan change to give effect to this National Policy Statement.

3.20 Monitoring by regional councils

- (1) **Regional councils** must, by working with territorial authorities, relevant agencies and tangata whenua, develop a monitoring plan for indigenous biodiversity in their regions and each of their districts.
- (2) Every monitoring plan must –
 - a) establish methods and timeframes for monitoring the maintenance of indigenous biodiversity in, and the ecological integrity and physical extent of, SNAs, taonga outside SNAs, and other areas outside SNAs; and
 - b) include methods and timeframes for monitoring progress towards, and achievement of, restoration and enhancement objectives established under clauses 3.16 and 3.17; and
 - c) use best practice methods, or nationally agreed standards or methods, for monitoring areas that allow for comparability; and
 - d) to the extent possible, where tangata whenua agree, use scientific monitoring methods and mātauranga Māori and tikanga Māori monitoring methods equally; and

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- e) recognise the importance of long-term trends in monitoring results, and the relationship between results and the overall state of indigenous biodiversity; and
 - f) establish methods, such as action plans, for responding to monitoring that indicates the objectives of this National Policy Statement will not be met.
- (3) Methods and timeframes may include different methods and timeframes relating to SNAs, taonga outside SNAs, and other areas outside SNAs.

Appendix 3: LGNZ draft key messages for submission on NPSIB on behalf of local government, January 2020

Key message	Context
We support the governments focus on improving biodiversity outcomes	Greater central government focus on biodiversity is positive and we support its overarching outcomes. Local government is one of the biggest investors in biodiversity management in New Zealand. Many councils are already doing good work for indigenous biodiversity – much of it in collaboration with other players, including mana whenua, central government, landowners and communities. The need to do more is clear, but it is important to make sure that the responsibility to respond is shared across the whole system, not just put on councils through the NPSIB. To achieve this, roles and responsibilities need to be made clearer, which could be a key outcome of the New Zealand Biodiversity Strategy review.
We support a more explicit role for Māori	Local government absolutely supports a more explicit role for Māori. It is important that requirements of the NPSIB don't cut across already-established good regional and local relationships with iwi.
Relationships with landowners will be important if we want to succeed	Effective biodiversity protection is underpinned by building relationships and supporting landowners to get the job done – this is critical for success. The protection and maintenance of indigenous biodiversity on private land is a public good and our interventions should enable and support landowners to look after it on our behalf. We encourage government to build and maintain a strong dialogue with landowners, not just industry associations.
We would like to see a package of interventions, both regulatory and non-regulatory, that addresses the challenge – we reemphasise that the NPSIB is only a singular tool affecting one part of the system	A package of interventions is required to address the biodiversity challenge, both regulatory and non-regulatory, as is a better value proposition for biodiversity supported by economic drivers. The NPSIB is only a singular tool affecting one part of the system and cannot address the challenge alone. Non-regulatory interventions for landowners and communities, such as partnership, proactive projects, funding, positive acknowledgement, community support and facilitation are proven to be effective when used in a wider programme. Central Government could play more of a role in this space.
Protection should be our first priority before restoration. We support a priority-based staged implementation approach to the NPSIB that first focusses on where protection is needed most	While restoration is an important part of indigenous biodiversity management, we believe that our priority and the priority of the NPSIB should be protection of remaining indigenous biodiversity. Efforts should not be watered down by trying to achieve everything all at once. The NPSIB proposes a 'one size fits all' approach to protect, maintain and restore biodiversity – the core of which is identification and protection of significant natural areas. We are concerned about the urgency to respond in this way across the whole of New Zealand. Some areas with high proportions of indigenous vegetation and habitat do not warrant such a response and priority should be elsewhere in areas where biodiversity is depleted. Better prioritisation is likely to yield better results and a more sensible approach to implementation.
Integration between national instruments will be important to enable effective implementation	The NPSIB must work alongside wider government policy – we support an all-of-government approach. It's important that there is coherency between instruments, and they do not confuse, distract or provide contrary direction for councils and landowners. Central government has a role in ensuring these tools have been developed to be implemented in an integrated way, not just at policy level.
The classification of Significant Natural Areas coupled with the proposed effects management policies could be unduly restrictive	The criteria and thresholds for identifying what is 'significant' could potentially include a substantial area of land, which when combined with the policy directions on avoiding effects and the effects hierarchy, could be unduly restrictive on land use.
We do not support the inclusion of highly mobile fauna, regional strategies and restoration policies	<p>We acknowledge that resource management plans have a role in managing impacts on highly mobile fauna, through habitat protection. However, we do not agree with councils being given the role of protection and sourcing and dissemination of data for highly mobile fauna. This would present a significant shift in roles between DOC and councils (species conservation and habitat protection, respectively) and places species conservation in an RMA framework. Also noting that councils do not necessarily have the information and expertise to undertake this role.</p> <p>We acknowledge that regional strategies can be an effective tool to achieve cross-organisational direction, alignment and coordination, but we don't support the inclusion of mandatory regional strategies in the NPSIB. This places the requirement for a broad non-statutory strategy within a narrow statutory framework. We need a whole-of-system strategy for biodiversity – not just RMA – the NPSIB isn't the right tool to deliver this.</p> <p>We acknowledge that restoration can be as appropriate as protection, but we should prioritise protection first and foremost. We should use the right tool for the job – the NPSIB should focus on bottom lines for biodiversity protection. The NPSIB should then leave councils the ability to either be more stringent in RM plans or provide for restoration using other tools.</p>
Monitoring will require central government leadership and support	Monitoring and reporting are an important part of 'telling the story'. Without specified methods, there is a risk that data obtained through monitoring will be incompatible from one area to the next and fail to provide a complete picture across NZ. The development and implementation of a monitoring programme in each region is likely to be extremely expensive for councils. The monitoring system will need some central government funding and support.
NPSIB implementation will be difficult and costly for councils, especially in the wider context of other national direction that will need to be implemented over the next five years	<p>We are concerned about implementation costs associated with the NPSIB. This includes both the social and economic costs to our communities and the costs on our sector in implementing the NPSIB. When looking at the bigger picture across all the national direction that needs to be implemented in the near future, the task looks near impossible. Implementing policies such as identification and mapping of significant natural areas will be particularly costly and time-consuming for most councils and landowners.</p> <p>We are particularly concerned about the burden this will place on ratepayers in areas with smaller rating-bases, which also tend to have more areas of indigenous biodiversity to protect. This creates a situation that is untenable for these councils, where cost-effective services simply cannot be provided.</p> <p>Additional points:</p> <ul style="list-style-type: none"> • We must focus on policy that can be turned into practical action that works and doesn't cut across the good work already going on • The requirements the proposed NPSIB are likely to lead to a national skills shortage of planners and ecologists • It is unclear for some policies what successful implementation looks like • Timeframes for implementation must be realistic, otherwise it won't happen
Central government implementation support will be critical	Supporting measures, such as clear guidance, funding, monitoring and ecological and planning expertise will be required. Central government need to ensure sufficient budget is made available to provide this support to local government, iwi/hapū and landowners.

NATIONAL POLICY STATEMENT FOR INDIGENOUS BIODIVERSITY

Table 1. NPS-IB requirements and implications for GW and TA's, current status of implementation, and next steps.

Timeframe	National Policy Statement milestone	Current status	What is needed?
Resource Consents			
Effective immediately	<ul style="list-style-type: none"> GW must give effect to the NPS-IB where new activities or developments requiring consent may have adverse effects on indigenous biodiversity. Significant Natural Area's (SNA's)¹ identified in a policy statement or plan have immediate effect. 	<ul style="list-style-type: none"> Status: Underway; some immediate action required There are existing gaps in the consenting process and information available to consent applicants and officers to address the immediate requirements of the NPS-IB – action required. Existing guidance on the Effects Management Hierarchy will assist in implementation of the NPS-IB through the consenting process. 	<ul style="list-style-type: none"> Prioritisation of immediate information, data, and training requirements to support relevant consent decisions, e.g., creation of a new threatened species map layer and new training for consent officers. Current resourcing capacity to deliver this is being determined.
Biodiversity Strategy			
Start by August 2026, Completed by 2033	<p>Develop a regional biodiversity strategy:</p> <ul style="list-style-type: none"> in collaboration with TA's, tangata whenua, and communities, and that demonstrates a coordinated approach and reflects community aspirations 	<ul style="list-style-type: none"> Status: To initiate The 2016 GW Biodiversity Strategy (internal guidance) can provide an initial point of reference. The proposed Mauri Tūhono framework outlines a shared set of values to underpin a holistic approach, and provides an existing network of relationships (see point 14 below). Neither meet the criteria outlined in the NPS-IB. Change 1 to the RPS introduces new objectives and policies that align with the requirements of the NPS-IB. This includes requiring the development of a Regional Biodiversity Strategy (Method IE.3) 	<ul style="list-style-type: none"> Further scoping to determine how best to deliver a holistic approach with our partners. Dedicated funding and resourcing required for this has been requested through the LTP.
Significant Natural Area's			
By August 2028	<ul style="list-style-type: none"> TA's to have identified, mapped, and notified all SNA's and taonga in their districts. Where requested, GW must assist TA's to identify and map SNA's. 	<p>Status: Partially complete</p> <ul style="list-style-type: none"> SNA identification has been required under the Regional Policy Statement (RPS) since 2013. Five TAs in the Wellington Region have identified SNA's in their operative District Plans: Kāpiti Coast District Council, Porirua District Council, South Wairarapa District Council, Carterton District Council and Masterton Council (in the combined Wairarapa District Plan). Wellington City Council have identified SNAs in their proposed District Plan. Hutt City Council and Upper Hutt City Council paused their process after initiating, awaiting release of the NPS-IB. A formal request for GW to assist Hutt City Council with this has been received. South Wairarapa District Council has also requested assistance from GW to identify SNAs, as part of their RPS submission. 	<ul style="list-style-type: none"> GW needs to determine the scope of 'assistance' provided to TA's including funding and resourcing implications. Assistance could include ecological expertise and ground truthing, a shared GIS platform, and/or a dedicated officer position to support regional implementation. GW to consider the request from Hutt City Council and South Wairarapa District Council to identify what is required to be able to respond to them. Undertake a review to compare SNA criteria between the RPS and NPS-IB and that previously mapped SNA's are aligned.
Update Policy Statements and Plans			
	<p>GW must have notified changes to their policy statement and plans to give effect to the NPS-IB, including developing objectives, policies, and methods to:</p>	<ul style="list-style-type: none"> Status: Underway The operative Regional Policy Statement (RPS) and Natural Resources Plan (NRP) contain existing policy direction to identify indigenous ecosystems and habitats with significant indigenous biodiversity values 	<ul style="list-style-type: none"> Review of existing provisions relating to indigenous biodiversity in the RPS and NRP. Assessment required as to which elements of the NPS-IB can be provided for through the RPS Change 1

¹ SNA's = significant indigenous vegetation or significant habitat of indigenous fauna that qualify as SNAs

<p>By August 2031 (or earlier)</p>	<ul style="list-style-type: none"> • promote the restoration of indigenous biodiversity based on NPS-IB priorities, • avoid adverse effects on indigenous biodiversity, • maintain, restore, and protect indigenous biodiversity on specified Māori land, • record areas outside SNA's used by highly mobile fauna and • assess the percentage of indigenous vegetation cover in urban and non-urban environments in the region and set targets to achieve at least 10 percent coverage. 	<p>across the region and protect these from inappropriate subdivision, use and development.</p> <ul style="list-style-type: none"> • The RPS allocates responsibility for land use controls to maintain indigenous biodiversity, with GW being responsible for ecosystems in the coastal marine area, wetlands and the beds of lakes and rivers and TA's having primary responsibility for terrestrial ecosystems. • Change 1 to the RPS introduces new objectives and policies that align with the requirements of the NPS-IB. These are to: <ul style="list-style-type: none"> ○ maintain indigenous biodiversity generally, not just significant indigenous biodiversity; ○ promote the resilience of indigenous biodiversity to climate change and recognise the role of indigenous biodiversity in mitigating the effects of climate change; ○ recognise the values and roles of mana whenua/tangata whenua as kaitiaki and landowners and the community as stewards. • The release of the national Resource Management Reforms will impact policy timeframes. Development of Wellington's new Regional Spatial Strategy (RSS) and Natural and Built Environment Plan (NBEP) are expected to commence within the next 6-8 years, replacing the RPS and NRP. • Initial assessment by K&I indicate that achieving the 10% target coverage of indigenous vegetation cover will not be easily achievable nor even possible for some towns. 	<p>hearings process and what will require a separate Policy Statement or Plan Change process. Submissions to RPS Change 1 allow for amendments to be made as part of the hearings process to the Indigenous Ecosystems provisions to further align with the NPS-IB (noting Change 1 was notified prior to the gazetted version of the NPS-IB).</p> <ul style="list-style-type: none"> • Assessment on whether to defer policy changes to incorporate within the new RSS and NBEP (RM reform). • Giving effect to the NPS-IB within the RPS and NRP will have resourcing and funding implications for GW business units (and partners). • Review of existing funding programmes (i.e., Wetland, Riparian and Farm Environment) to determine their alignment to the NPS-IB restoration priorities.
<p>Develop a Monitoring Plan</p>			
<p>As soon as practicable</p>	<p>GW must begin developing a monitoring plan that covers methods and timeframes which assess:</p> <ul style="list-style-type: none"> ○ ecological integrity and physical extent of SNA's; ○ restoration activities; ○ the percentage of urban and non-urban indigenous vegetation cover; and ○ include mātauranga Māori and tikanga Māori monitoring methods equally to the extent possible. 	<ul style="list-style-type: none"> • Status: To initiate • Existing programs will be insufficient to meet the monitoring requirements of the NPS-IB, given the expansion of expectations. • Mātauranga Māori and tikanga Māori monitoring methods are not used equally. • RPS Change 1, Method IE.4 "<i>Kaitiaki indigenous biodiversity monitoring programme</i>" requires GW to work in partnership with mana whenua to establish and resource kaitiaki programmes to: <ul style="list-style-type: none"> (a) monitor and evaluate the ecosystem health and trends of the region's indigenous biodiversity and the extent to which Te Mana o te Wai and Te Rito o te Harakeke is being given effect to, and (b) develop action plans to respond to the monitoring results, including informing the regional biodiversity strategy in Method IE.3. 	<ul style="list-style-type: none"> • Further engagement with partners is needed to identify how mātauranga Māori and tikanga Māori monitoring methods can be applied equally, including how GW might support resourcing mana whenua partners with this. • GW will continue to advocate to the Ministry for the Environment (MfE) and the Department of Conservation (DOC) for practical and cost-effective approach standards for monitoring by regional councils. • Further work is required to determine the scope of resourcing requirements for this expansion of responsibilities.



National Policy Statement – Indigenous Biodiversity (NPS-IB) Implications for Greater Wellington

About the NPS-IB



Most significant national direction on the conservation of indigenous biodiversity (IB) since the RMA



Gazetted on 07 July 2023, and came into effect on 04 August 2023



Provides increased clarity and direction to councils on their roles and responsibilities for identifying, protecting, and maintaining indigenous biodiversity



Applies to all public and private land (terrestrial) ecosystems, specified highly mobile fauna and some aspects of wetlands



Aims to maintain IB, with at least no overall loss



Requires GW and mana whenua/tangata whenua to work in partnership to implement

NPS-IB implementation timeline

Date	National Policy Statement milestone
Effective immediately	<ul style="list-style-type: none"> • GW must give effect to the NPS-IB where new activities or developments requiring consent may have adverse effects on indigenous biodiversity • Significant Natural Area's (SNA's) identified in a policy statement or district plan have immediate effect
Started by August 2026, completed by 2033	<ul style="list-style-type: none"> • GW must develop a regional biodiversity strategy
By August 2028	<ul style="list-style-type: none"> • Territorial authorities (TA's) to have identified, mapped, and notified all SNA's and taonga in their districts • Where requested, GW must 'assist' territorial authorities to identify and map SNA's
By August 2031 (or earlier)	<ul style="list-style-type: none"> • GW must have notified changes to their policy statement and plans to give effect to the NPS-IB
As soon as practicable	<ul style="list-style-type: none"> • GW must begin developing a significantly expanded monitoring plan for indigenous biodiversity in the region

Current Status

Regulatory

SNAs - *Underway*

- Varying levels of SNA implementation in region
 - Five TA's have SNAs in their District Plan
 - WCC in their proposed District Plan
- Hutt City Council and SWDC have already indicated they would like assistance from GW

Non-Regulatory

Biodiversity Strategy – *To be confirmed*

- GW Biodiversity Strategy (2016) initial point of reference
- Mauri Tūhono framework outlines a shared set of values for a holistic approach to partnership & implementation, and provides a network of existing relationships
- Catchment Plans may also play a role

Regional Plan and Consents – *Underway, immediate action required*

- Immediate impacts for some consent decisions: Priority need for training/data to assist in consent decisions (e.g. threatened species map layer)
- Operative RPS and NRP contain existing policy direction to identify significant indigenous ecosystems and habitats
- New objectives and policies introduced in NRP Change 1 and RPS Change 1 are aligned with NPSIB (potential for minor tweaking through hearings process)

Monitoring Plan – *To Initiate*

- Expanded monitoring plan to cover ecological integrity, extent of SNA's, restoration activities, % indigenous vegetation cover in urban & non-urban, & Māori monitoring methods equally to the extent possible
- Some existing monitoring for terrestrial biodiversity (bird surveys)
- K&I working with regional sector & MFE on developing practical monitoring methods

What is needed?

Regulatory

SNAs

- Now: Respond to Hutt City and SWDC
- Undertake a review to compare SNA criteria between the RPS & NPS-IB

Non-Regulatory

Biodiversity Strategy

- Further scoping to determine how best to deliver a holistic approach with our partners, particularly in relationship to implementing Mauri Tūhono
- Dedicated funding and resourcing required for this (has been requested through recent LTP).

Regional Plan and Consents

- Prioritisation of immediate data and training needs to support relevant consent decisions & if resourcing required.
- Review of existing provisions relating to IB in the RPS and NRP.
- Submissions to RPS Change 1 allow for amendments through the hearings process
- Assessment on whether to defer policy changes to incorporate within the new RSS and NBEA Plans (RM reform).
- Determine resourcing and funding implications for GW business units (and partners).

Monitoring Plan

- Review of existing funding programmes to assess alignment to restoration priorities.
- Determine GW and mana whenua/tangata resourcing implications, and potential support package.
- Continue advocacy to MfE & DOC for practical and cost-effective approach standards
- Taonga co-ordination role TBD

Holistic approach to implementation & partnership

Mauri Tūhono

- provides us with **shared values and vision** for our mahi together with mana whenua, other councils, communities, and government agencies
 - It has been embedded as a **korowai aroha** around GW's Long Term planning process, and
 - this holistic approach could be used to **guide the partnership** between GW, tangata whenua and TA's and implementation of the NPS-IB.
-
- This holistic and coordinated view and approach should extend across all policy and programs – including NPS-FM, RPS, NRP, etc.
 - MFE guidance on NPS-IB tangata whenua implementation is expected late 2023.

Next Steps

Staff will continue to work with THW and other relevant internal functions and business units, TA's, MfE, DOC, and tangata whenua, to:

- Progress the holistic partnership approach to implementing NPS-IB requirements;
- Ensure the expectations of the NPS-IB are understood internally and action immediate requirements to ensure compliance within the consenting space;
- Identify funding, ownership and resourcing needs to meet minimum requirements and best practise implementation; and
- Respond to requests for SNA assistance



Patai/Questions?



Exploring a biodiversity credit system for Aotearoa New Zealand

Helping nature and people thrive



Context



The Ministry for the Environment (MfE) is currently consulting on whether a Biodiversity Credit System (BCS) could help to incentivise the protection and restoration of native wildlife in Aotearoa NZ.



The consultation comes alongside the release of the National Policy Statement for Indigenous Biodiversity 2023.



The Operational Policy team have sought feedback across the organisation and the Farmers Reference Group to understand how a BCS could be designed and what impact it could have for Greater Wellington and our communities.



Feedback has been used to draft a submission to MfE.

Background

NZ is a global biodiversity hotspot, 1/3 of these species and 2/3 of their habitats are at risk of being lost.

Many of the most at-risk species and special habitats are on private land (including whenua Māori).

New sources of funding are needed to help landholders & others protect and manage our biodiversity.

Credits present one opportunity to harness philanthropic, corporate and business sector funding, towards our biodiversity goals.

What are biodiversity credits and how could it work?



A financial and legal instrument (can be bought and sold)



Each credit represents a unit of action taken, or an outcome achieved to protect, restore, or expand indigenous biodiversity (e.g. reconnecting bush remnants, predator fencing, planting, pest/weed control or enhancing legal protection)



By purchasing credits, people and organisations can help fund environmental projects/activities and then claim credit for their contribution to 'nature-positive' activities and outcomes.

What is being proposed?



No preferred or proposed design at this stage, however suggestions have been given around outcomes a system may look to achieve, and principles which underpin the development and implementation of it



Designs elsewhere are seeing three broad approaches are emerging for biodiversity credits based on:

Measuring biodiversity **outcomes** (e.g. % increase in IB in a hectare)

Measuring biodiversity **activities** (e.g., plantings, predator fencing, pest/weed control)

Standardising **projects** (nature repair certificates against various projects)



Potential role for central government

Market enablement and support via non-regulatory tools;

Market administration (e.g. by establishing a regulatory framework and standards for credit monitoring, verification, reporting, sales and claims); or

Market investor (e.g. as a buyer of credits).

Potential underlying principles and outcomes for a NZ biodiversity credit system

Permanent (over 100 years) or long-term (25-year) positive impact

Transparent, verifiable claims

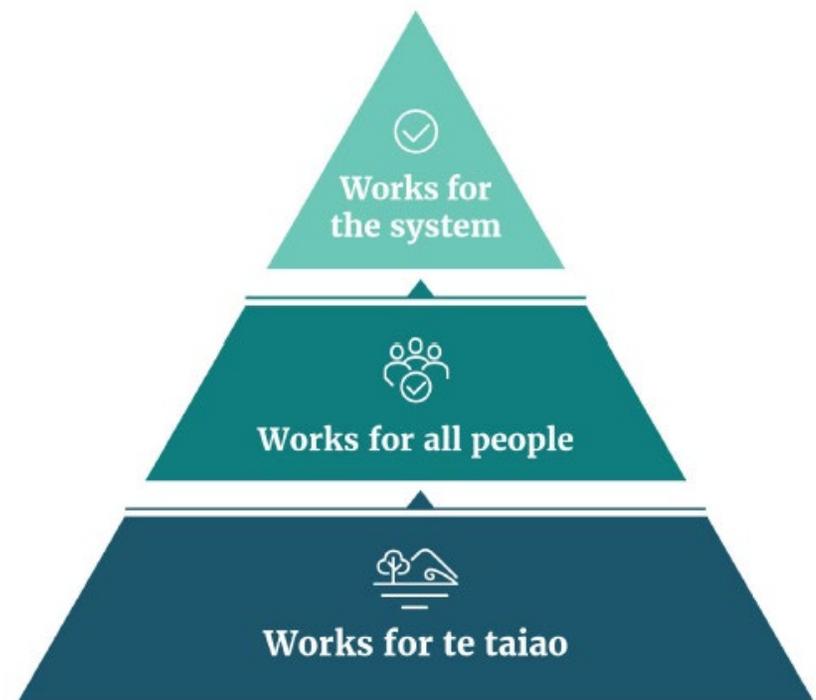
Robust, with measures to prevent abuse of the system, and to address reversals in outcomes

Reward nature-positive activities additional to business as usual

Complement domestic and international actions for biodiversity

Clear rules for the claims investors can make for their impact, with ways to prevent 'greenwashing'

Maximise positive impact on biodiversity (including uplifting mauri and mana of biodiversity)



Proposed position



Generally supportive of the design principles & funding opportunity this presents.
However, the risks and potential for perverse outcomes is significant, so suggest a **considered and cautious approach**.



The system should ensure most threatened/at risk and remnant biodiversity are prioritised, and to strike a balance between local/regional and national priorities. Could explore development of a prioritisation framework



Strong consensus that any BCS should **not be used for offsetting purposes**. Too high risk of perverse outcomes, and may contribute to further loss.



A coordinated whole-of-system approach is taken - to ensure that credits provide a value add, are strategic and complementary to other domestic biodiversity programs – important for stakeholders.



Ensuring Maori have their Te tiriti obligations seen through this process around partnership, participation and protection. That it is sustaining and restoring the mauri of te taiao and people through entwining collective efforts

Risks & Recommendations



System oversight and monitoring are fundamental to ensuring success, integrity, participation & additionality. Pro's and cons of the role of central government (more analysis needed, and may depend on scale).



Concern about administrative burden for participants including oversight role, landholders, & mana whenua, and any potential monitoring expectations of Councils. Need to ensure benefits outweigh costs.



Maximise lessons from biodiversity and carbon credit systems/projects internationally and domestically, noting extra challenges in quantifying biodiversity



Conduct local pilots to better determine what system parameters will enable local success, and that it's working for landholders and mana whenua, etc.



Recommend extensive consultation with councils, subject matter experts, mana whenua, and DOC on a preferred design/s, and assessment of buyer's interest in line with preferred design and biodiversity priorities.

Timeline



Wairarapa Committee
31 October 2023
Report 23.552



For Information

ANNUAL FLOODPLAIN MANAGEMENT PLAN IMPLEMENTATION REPORT

Te take mō te pūrongo

Purpose

1. To advise the Wairarapa Committee (the Committee) on the progress made to 30 June 2023 in implementation of the Te Kāuru Floodplain Management Plan, the Waiōhine River Plan and operational matters in the lower Wairarapa Valley.

Te tāhū kōrero

Background

2. The Te Kāuru Floodplain Management Plan (Te Kāuru) was adopted by Council in June 2019. Capital funding to implement the major projects within the FMP was not available until 1 June 2022, therefore progress was slow for the first two years. However, planning, rates and governance changes were possible in that time.
3. The Waiohine River Plan (the WRP) was adopted by Council in April 2022. At the time there was no capacity to start the implementation of the WRP, however the new rate required for the capital funding was able to be established by 1 June 2022.
4. The Lower Wairarapa Valley Development Scheme (LWVDS) has a capital fund to enable substantial works to be carried out where required. The most recent project was the Pukio East stopbank retreat.
5. All operations works in relation to Te Kāuru, WRP and LWVDS have continued through this financial year with additional work required due to numerous flood events.

Te tātaritanga

Analysis

Floodplain Management Plan Implementation

Te Kāuru Floodplain Management Plan (2019).

6. During the financial year 1 July 2022 to 31 June 2023 the implementation of Te Kāuru began. The projects that were started are outlined below, with some projects completed within this timeframe.

Rate and Governance changes – Te Kāuru

7. The rating change from a targeted riverside landowner rate to the Te Kāuru catchment wide rate was successfully implemented and started on 1 July 2022. This rating change

- enabled the capital projects within Te Kāuru to commence and changed how operational funds were utilised within the schemes.
8. Instead of a set budget for operational work in each scheme within the Upper Ruamāhanga catchment, there is now one budget that can be utilised across the entire area.
 9. With the change to the Te Kāuru catchment wide rate, governance was able to be aligned with Te Kāuru FMP recommendations. The existing river schemes were disestablished, and new River Management Groups (RMGs) were established. This enabled anyone residing within the Te Kāuru catchment to become involved with river management and operational works planning. The first meeting of the RMGs took place just outside of this financial year, during the week starting 17 July 2023.
 10. The Upper Ruamahanga River Management Advisory Committee (URRMAC) met three times to discuss matters such as:
 - a The rating changes.
 - b Ministry for the Environment (MfE) jobs for nature project progress.
 - c Kānoa – Regional Economic Development and Investment Unit (REDIU) project progress.
 - d River Management Advisory Group establishment and URRMAC representative’s role in representing these groups.
 - e Design lines – what are they, how are they used, why are they being updated.

Capital projects – Te Kāuru

Climate Resilience programme

11. The Kānoa – funded Climate Resilience Programme Project at River Road in Masterton was completed on 30 June 2023. The project was the installation of six 1,000 tonne rock groynes at the closed Masterton District Council (MDC) landfill site. There were some delays, such as rock supply, which meant that the project was not finished as soon as originally planned. The main rock supply quarry had to stop supply as they were unable to progress their resource consent application. Because of this an alternative rock supply had to be sourced, which took time and the rock was more expensive.
12. Engagement with our mana whenua partners was a crucial part of the success of the River Road project. Regular hui took place between Greater Wellington and our mana whenua partners, Kahungunu ki Wairarapa and Rangitāne o Wairarapa. Our partners were involved in the co-design of this project, as well co-design of work for the further two stages (150m rock revetment and 11 further groynes). Further hui are to be held regarding the final stage of the project that involves the 11 groynes.
13. A significant outcome from working with Kahungunu ki Wairarapa was a strengthened relationship between the iwi and Ara Poutama Aotearoa (the Department of Corrections). This relationship has enabled a programme to be developed by Kahungunu for ex-prisoners to reintegrate into their communities, reconnecting with their whenua and marae. This will be furthered by programmes assisting them to develop marketable skills, including growing seedlings for projects like ours.

River Road – Stage two

14. Stage two of River Road is a 150-metre rock revetment (wall) starting at the confluence of the Ruamāhanga and Waipoua rivers. During this financial year easements were put in place for the properties that will receive this erosion protection structure. The design has been finalised, and rock supply has been sourced. Construction will commence this summer 2023/24.

Memorandum of Understanding – Masterton District Council raw water supply

15. A draft memorandum of understanding (MoU) for the MDC raw water supply was developed to confirm responsibilities. MDC's raw water supply pipeline runs along the Waingawa River. This MoU is yet to be finalised.

Paierau Road – flood signage

16. Paierau Road flood signage project took longer than anticipated due to a lack of contractors available to install the signs. We had hoped to have the signs in place before the end of this financial year, however the signs were installed in September 2023.

Te Kāuru – Operational works

17. At the beginning of the financial year, the operations teams work was to address the large number of erosion problems that developed after numerous flooding events. The eastern rivers, such as the Kopuaranga River, suffered serious bank erosion and debris blockages.
18. By the end of this financial year the operations team had completed all the required in-channel works ahead of fish spawning the river berm above the rail bridge on the Waipoua river had been widened and lowered, as outlined in the Te Kāuru FMP. However, blockages within the eastern river schemes remain a problem.
19. An erosion site opposite the Masterton District Council closed landfill at Little Avondale Farm was repaired.
20. Cyclone Gabrielle caused erosion damage throughout various rivers. Impacts were mainly felt in the east with large blockages. In the Waingawa River, a large erosion bay threatened powerlines. Large willow trees were tied along the riverbank with wire rope to protect the area from further erosion.

Waiōhine River Plan (2022)

21. A new Project Manager was employed to implement the Waiōhine River Plan in May 2023.

Waiōhine River Plan – Operational works

22. The focus at the beginning of the year was around construction of gravel groynes, removal of vegetation on stopbanks, a river walkover with the Waiōhine Action Group, clearing tree blockages in the Mangatarere river and gravel extraction from targeted river beaches.
23. Native plants were supplied by the Waiōhine scheme to the community group who undertook a community planting day at the Kuratawhiti Street access point.

24. The Mangatarere stream had a major erosion event outside of the scheme extent, which increases the flood risk to the Carterton township. This issue is currently being worked through.

Lower Wairarapa Valley Development Scheme – Operations

25. The Lower Wairarapa Valley Development Scheme (LWVDS) was less affected by the high flow events experienced in the upper catchment in the early part of this financial year. However, as the year progressed there were three moderate flood events that did affect the catchment. The community requested a meeting, which was held on 23 May 2023 in Pirinoa with a turnout of approximately 30 people. One of the main outcomes of the meeting was the desire to create a community catchment group. Work commenced on how this would best be achieved.
26. Stopbank repair works continued along the Ruamāhanga River. The Mahaki Road stopbank requires retreating, which involves a relocation of a Powerco pole. Final design and consultation with Powerco is underway, with construction to commence in the summer of 2023/24.
27. Other general works continued throughout the financial year, these included gravel extraction, vegetation clearance and willow pole planting.

Ministry for the Environment Project (Jobs for Nature)

28. During this financial year the MfE riparian planting project achieved the following:
 - a 25ha of planting
 - b 5.7kms of fencing
 - c Site preparation for the remaining 25ha of planting
 - d Ongoing maintenance of the 50ha planted in years one through three.

Flood Modelling

Waipoua Urban Catchment Plan and Upper Ruamāhanga rural modelling

29. Flood hazard modelling for both the Waipoua river urban reach and the Wairarapa rural area was calibrated ahead of producing the 1% Annual Exceedance Probability (AEP) flood hazard outline. By the end of the financial year the flood hazard maps had been peer reviewed and supplied to the Wairarapa Combined District Plan team.

Wairarapa Aggregate Demand

30. At the beginning of this financial year Greater Wellington were leading the work with the aggregates industry, principally focussing on long term solution to address the increase demand for materials (sand, gravel, rocks, etc).
31. Contact was made with GNS's geologists regarding the nature and location of alluvial and 'blue rock' resources in the Wairarapa.
32. GNS have progressed this project to producing a series of 'opportunity zones' i.e., potential areas for exploratory field investigations. There are 340 such zones in the Wellington region.

Summary of progress

Implementation progress

33. In the 2021-31 Long Term Plan, the resilient future community outcome for flood protection has the strategic priority of ‘communities safeguarded from major flooding’. The level of service is to ‘provide the standard of flood protection agreed with communities’, with the performance measure ‘major flood protection and control works are maintained, repaired and renewed to the key standards defined in the relevant documents’. Implementing the FMPs and maintaining the existing and new assets achieves this strategic priority.
34. Table 1 shows the percentage of progress of the recommendations within the respective FMPs. Note that expenditure used for stage one of River Road, Masterton (Te Kāuru FMP), was central government funded (Kānoa).

FMP or Scheme	Actual % Complete to June 2022	Actual % Complete to June 2023
LWVDS	41%	42%
Waiōhine	33%	34%
Te Kāuru FMP funded spend	0%	17%

Table 1 – Implementation Progress (structural measures)

35. Table 2 outlines the financial summary of the implementation of the FMPs. These figures are based on the original FMP costs. The figures in the table have been indexed to 2023-dollar values using reserve bank CPI calculator. (Noting that: Index value based on 30 June value. No inflation included for year estimate originated. General CPI values have been used).

FMP	Original FMP Total 40 year estimate (\$M) - Adjusted for Inflation	Expenditure to June 2023(\$M) ²	Total Budgeted to 2031 (\$M) ²	Total expenditure forecast to 2031 (\$M) ²
LWVDS	13.0	8.8	11.7	20.5
Waiōhine	2.1	1.1	2.1	3.2
Te Kāuru	33.4	2.2	10.6	12.8

Table 2 – FMP Implementation Financial Summary

Ngā hua ahumoni Financial implications

36. For this reporting period, projects are within the current flood protection budgets.
37. Kānoa funded projects required part funding from Greater Wellington, and officers have brought Long Term Plan funding forward to enable the gains for these projects to be realised.

Ngā Take e hāngai ana te iwi Māori Implications for Māori

38. Greater Wellington is required to manage land and water within a range of statutory requirements, including giving effect to Te Mana o Te Wai and considering Te Tiriti o Waitangi in the development and implementation of the Council's strategies, plans, programmes and initiatives.
39. Implementation with mana whenua partners is guided by Te Whāriki – the new Māori Outcomes Framework as part of Council's Long-Term Plan 2021–31.
40. Cultural liaison or co-design contracts have been signed by Te Rūnanga o Toa Rangatira Inc., Rangitāne ō Wairarapa Inc., Ngati Kahungunu ki Wairarapa Charitable Trust and Port Nicholson Block Settlement Trust for enhanced involvement and collaboration on programme work for the Climate Resilience Programme.

Te huritao ki te huringa o te āhuarangi Consideration of climate change

41. Greater Wellington is required to manage land and water within a range of statutory requirements, including giving effect to Te Mana o Te Wai and considering Te Tiriti o Waitangi in the development and implementation of the Council's strategies, plans, programmes and initiatives.
42. Implementation with mana whenua partners is guided by Te Whāriki – the new Māori Outcomes Framework as part of Council's Long-Term Plan 2021–31.
43. Ngāti Toa Rangitira and Taranaki Whānui ki Te Upoko o Te Ika are members of the RiverLink Board.
44. Cultural liaison or co-design contracts have been signed by Te Rūnanga o Toa Rangatira Inc., Rangitāne ō Wairarapa Inc., Ngati Kahungunu ki Wairarapa Charitable Trust and Port Nicholson Block Settlement Trust for enhanced involvement and collaboration on programme work for the Climate Resilience Programme.

Ngā tūāoma e whai ake nei Next steps

Te Kāuru Floodplain Management Plan (2019).

45. Completion of Stage two – River Road, Masterton (150m rock revetment) will be achieved by the end of summer 2023/24.
46. Finalisation of the design and procurement for Stage three – River Road, Masterton.
47. Contamination report for South Masterton stopbank.
48. Commencement of buffer planting – riparian planting of native trees.
49. Commencement of development of the Environmental Strategy with community and iwi partners.
50. Options assessment for the Waipoua river urban reach, now that the flood hazard has been identified.

Waiōhine River Plan (2022)

51. Consultation with directly affected landowners, final stopbank designs, flood modelling and consent application.
52. Appointments to the Waiōhine River Plan Advisory Committee (completed 21 September 2023) and meeting commencement.
53. Ongoing maintenance works including Fullers Bend erosion repair.
54. Development of the Environmental Strategy, with community and iwi partners.

Lower Wairarapa Valley Development Scheme (LWVDS) - Operations

55. Awaroa Sill upgrade
56. Whakawhiriwhiri streamworks to manage flooding
57. Mahaki stopbank relocation.

Ngā āpitihanga

Attachment

Number	Title
1	Annual Floodplain Management Implementation presentation
2	Te Kāuru Floodplain Management Plan summary progress table
3	Lower Wairarapa Valley Development Scheme summary progress table

Ngā kaiwaitohu

Signatories

Writers	<p>Madeliene Playford – Senior Project Manager – Engineering, Floodplain Management Plan Implementation</p> <p>Sharyn Westlake – Team Leader – Floodplain Management Plan Implementation</p>
Approvers	<p>Jacky Cox – Manager – Logistics and Resourcing - Delivery</p> <p>Jack Mace – Hautū Whakatutuki Director Delivery</p> <p>Lian Butcher – Kaiwhakahaere Matua, Taiao Group Manager, Environment</p>

He whakarāpopoto i ngā huritaonga Summary of considerations
<p><i>Fit with Council's roles or Committee's terms of reference</i></p> <p>The Committee's specific responsibilities include overseeing the development and review of Council's environmental strategies, policies, plans, programmes and initiatives in the areas of river control and flood protection.</p>
<p><i>Contribution to Annual Plan / Long term Plan / Other key strategies and policies</i></p> <p>The projects contained within this report deliver on Greater Wellington's strategic priority area of te tū pakari a te rohe/regional resilience, and support delivery of Greater Wellington's strategic priority area of te oranga o te wai māori me te rerenga rauropi/freshwater quality and biodiversity.</p>
<p><i>Internal consultation</i></p> <p>Specific projects consult with groups and departments across Greater Wellington where relevant to that project.</p>
<p><i>Risks and impacts: legal / health and safety etc.</i></p> <p>The purpose of implementation floodplain management plans is to reduce the risk to communities and improve the region's resilience.</p>

Wairarapa Annual Floodplain Plan Management Implementation

1 July 2022 – 30 June 2023

Presented by:

Madeliene Playford – Acting Team Leader, Floodplain Management Plan Implementation, Greater Wellington Regional Council



Highlights of the 2022 – 2023 financial year

Milestone met during the 2022 – 2023 financial year:

- The first financial year with the Te Kāuru catchment rate
- Completion of the Kānoa Climate Resilience project known as Site 12 – River Road, Masterton
- New rate to enable the Waiōhine River Plan capital works
- Additional resource within the FMP Implementation team
- Governance changes as outlined in the Te Kāuru FMP and Waiōhine River Plan.
- Successful continuance of the MfE Riparian Management Jobs for Nature project

The new Te Kāuru rate

The new Te Kāuru catchment wide rate went live on 1 July 2022. The new rate has allowed the following to occur:

- Commencement of the capital programme outlined in the FMP. The first one of these being Stage 2 of River Road, Masterton. A 150m rock revetment at the confluence with the Ruamāhanga and Waipoua rivers;
- Enable the completion of the governance changes outlined in the FMP;
- Allow the operations team to look across the Te Kāuru catchment and prioritise work instead of being restricted by scheme extent budgets.

Kānoa Climate Resilience – Site 12 River Road, Masterton



Kānoa Climate Resilience – River Road, Masterton



Kānoa Climate Resilience – River Road, Masterton



Additional resource

The Floodplain Management Plan Implementation team has grown in this financial year. This growth has enabled the commencement of some of the capital projects outlined in both the Te Kāuru FMP and the Waiōhine River Plan.

Fraser Woods and Kristin Robinson are both experienced project managers who bring with them a wealth of experience in the construction industry. Fraser started in March (Te Kāuru) and Kristin in May (Waiōhine) this year.

Both Fraser and Kristin are also assisting our Operations team with their larger projects.

Governance Changes

Te Kāuru FMP governance changes are now complete with the final step of disestablishing the river schemes and establishing the River Management Groups (RMGs) to enable everyone in the Te Kāuru catchment to become involved.



MfE Riparian Management – Jobs for Nature

Over the 2022-2023 financial year the MfE Jobs for Nature riparian planting programme achieved the following:

- 25ha of Planting completed
- 5.7 kms of fencing completed
- Site preparation for the final 25ha of planting
- Ongoing maintenance of the 50ha planted in years one through three.

MfE Riparian Management – Jobs for Nature



MfE Riparian Management – Jobs for Nature

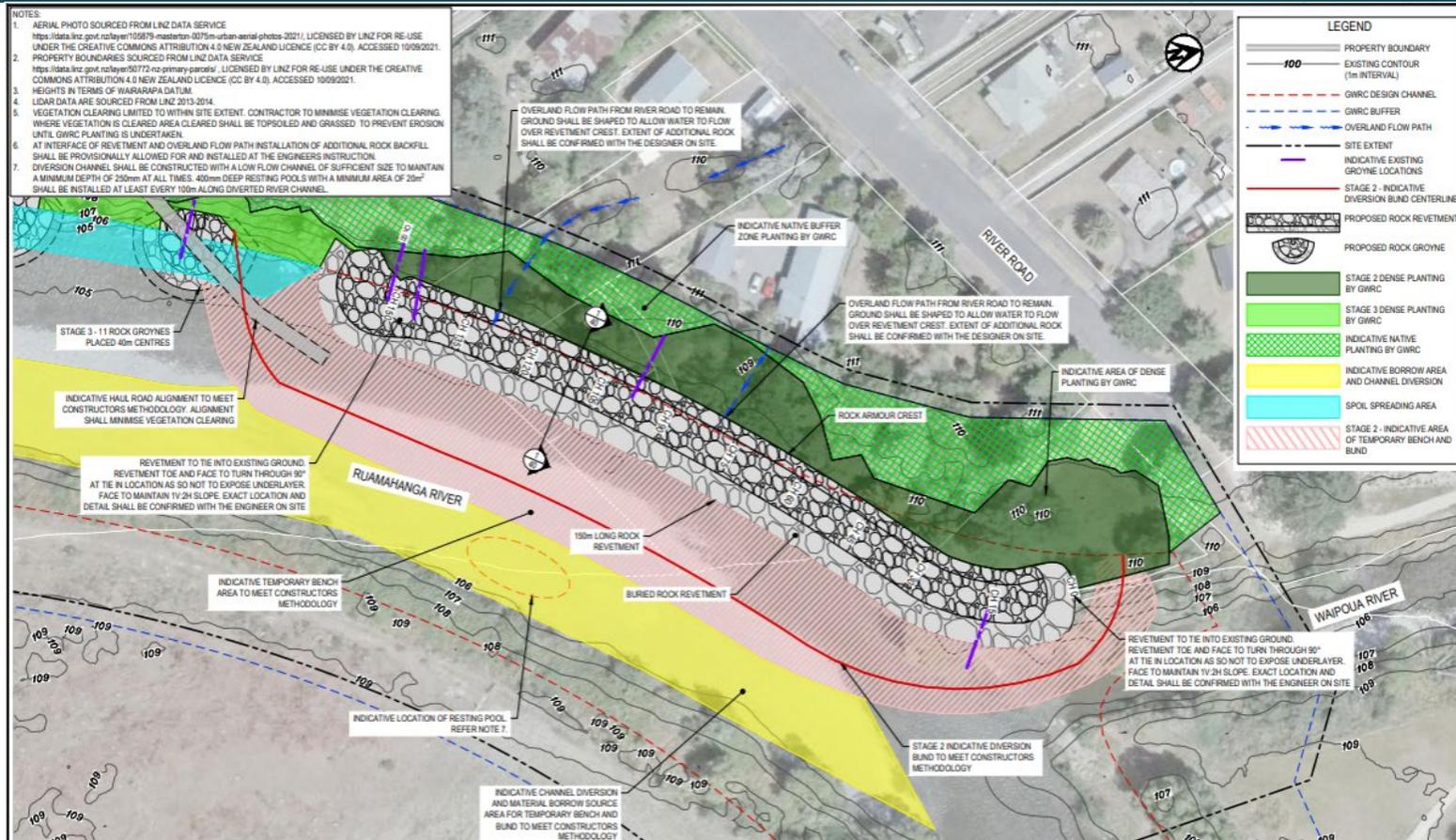


Looking forward – 2023 - 2024

The following projects are underway in this current financial year:

- Stage two - River Road, Masterton. 150m rock revetment will be completed this coming summer.
- Stage three – River Road, Masterton. Hui with Iwi to commence shortly to enable the final design for this stage. We are then planning to construct the erosion protection in the summer of 2024/25.
- Paierau Road – flood warning signage. This was completed in September 2023.
- Waiōhine River Plan – ongoing consultation with affected landowners, finalise design of the stopbanks and rerun of the flood hazard modelling,
- Government funded crack willow removal in the eastern rivers. Not just in the flood scheme space.

Stage 2 River Road, Masterton



Te Kāuru Floodplain Management Plan summary progress table

IMPLEMENTATION TE KAURU FMP	UPDATED JUNE 2023			COST \$M FMP	Target % Complete		Percent Complete to Date	
				\$37.99	100.00%		1.18%	
WORK PLANNED IN FMP	Type	REACH	PRIORITY	COST \$M FMP	100.00%	% Complete	1.18%	Te Kauru (Page #)
Design Line Review	Monitoring	Western	High	\$0.20	0.53%	1	0.53%	15
Pool Riffle Run Envelopes	Monitoring	Western	High	\$0.05	0.13%	0	0.00%	19
Emergency Management and Flood Warning Improvements	Monitoring	All	High	\$0.10	0.26%	0	0.00%	23
New Governance and Funding Structures	Monitoring	All	High	\$0.05	0.13%	1	0.13%	30
Wairarapa Combined District Plan Review (includes designations)	Other	All	High	\$0.20	0.53%	1	0.53%	20
Riparian Planting of the Buffer	Non-Structural	All	High	\$25.00	65.82%	0	0.00%	17
Pest Plant and Animal Management	Non-Structural	All	High	\$3.30	8.69%	0	0.00%	18
Strategic Land Purchase	Non-Structural	All	High	\$5.00	13.16%	0	0.00%	41
Waingawa River	Operational Activities	14 to 17	High	\$0.04	0.11%	0.5	0.05%	135
Waipoua River	Operational Activities	9 to 13	High	\$0.05	0.14%	0.2	0.03%	100
Ruamahanga River	Operational Activities	1 to 8	High	\$0.14	0.37%	0.2	0.07%	49
Kopuaranga River	Operational Activities	18	High	\$0.02	0.06%	0.2	0.01%	163
Whangaehu River	Operational Activities	22	High	\$0.00	0.01%	0.2	0.00%	163
Taueru River	Operational Activities	29	High	\$0.00	0.01%	0.2	0.00%	163
River Road erosion protection works	Structural	5	High	\$0.63	1.66%	0.5	0.83%	78
Urban Waipoua Structural	Structural	13	High	\$0.00	0.00%	0	0.00%	131

Attachment 2: Report 23.552

IMPLEMENTATION TE KAURU FMP	UPDATED JUNE 2023			COST \$M FMP	Target % Complete		Percent Complete to Date	
Community Officer	Other	All	Low	\$0.06	0.16%	0	0.00%	25
Hood Aerodrome erosion protection	Structural	17	Low	\$0.76	2.00%	0	0.00%	160
Environmental Strategy	Monitoring	All	Medium	\$0.20	0.53%	0	0.00%	24
Riparian Management Officer	Other	All	Medium	\$0.12	0.32%	0	0.00%	27
Kopuaranga River Scheme extensiion (24km)	Other	N/A	Medium	\$0.00	0.00%	0	0.00%	164
Rathkeale College stopbank	Structural	4	Medium	\$1.00	2.63%	0	0.00%	70
Paierau Road Flood Hazard	Structural	12	Medium	\$0.02	0.05%	0	0.00%	122
MDC raw water supply erosion protection	Structural	16	Medium	\$0.32	0.84%	0	0.00%	150
South Masterton stopbank	Structural	16	Medium	\$0.59	1.55%	0	0.00%	152
MDC Homebush WWTP	Structural	5	TBC	\$0.13	0.33%	0	0.00%	80

Lower Wairarapa Valley Development Scheme summary progress table

Work	Spent to date					Revised Schedule								2020/21	Actual 2021/22	Actual 2022/23	Forecast 2023/24	Forecast for 6 yrs	Total for 11 years
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20						
																	0		
Upgrade of stopbanks	73,580	119,776															0	193,356	
Rock groynes(Xs 20-21RB)																	0	0	
Boulder groynes (RC - LB)																	0	0	
Boulder groynes (Donald - LB)																	0	0	
Bufferzone planting				47,696													0	47,696	
Delta Investigation												50,000	50,000				100,000	100,000	
																	0		
Stopbank upgrade							402,000	470,000									872,000	872,000	
Fencing & planting		19,325		2,554													0	21,879	
Land/stopbank/fencing			446,266			71,500					335,000						406,500	852,766	
																	0		
Planting			3,520														0	3,520	
Fencing			1,218														0	1,218	
Rock/boulder groynes/retards		172,617	180,827	98,600													0	452,044	
Boulder groynes U/s Shelton						4,500											4,500	4,500	
Boulder groynes Wildes						35,000											35,000	35,000	
Boulder groynes Guscott																	0	0	
Clumps/boulders Tuckers						60,000		30,000									90,000	90,000	
Boulder groynes Herricks				14,827													0	14,827	
Upgrade S/B Kershaw																	0	0	
Boulder groynes Handyside							9,000										9,000	9,000	
Boulder groynes Ashton							10,500										10,500	10,500	
Develop Tawaha Spilway																	0	0	
																	0		
S/b setback 20m	25,500																0	25,500	
Culvert upgrade									70,000								70,000	70,000	
Remove overburden																	0	0	
Boulder groynes																	0	0	
Boulder groynes		20,952															0	20,952	
Battering/Boulders						20,000		15,000									35,000	35,000	
Flood Gate						20,000											20,000	20,000	
W.Cabling/Boulder								50,000									50,000	50,000	
Remove overburden																	0	0	
Boulder groynes																	0	0	
S/b setback 20m or b/groynes				8,636													0	8,636	
Boulder groynes																	0	0	
Remove overburden																	0	0	
S/b setback 20m + b/groynes	103,250	75,127		36,172													0	214,549	
Boulder groynes	60,350																0	60,350	
Boulder groynes	65,000						11,000										11,000	76,000	
Boulder groynes	51,420																0	51,420	
Boulder groynes	83,950					10,000											10,000	93,950	
Boulder groynes	81,200																0	81,200	
Purchase property								430,000									430,000	430,000	
Rock berm (rip rap)	98,750	144,209	21,305														0	264,264	

Attachment 3: Report 23.552

Remove overburden																		0	0
Remove overburden																		0	0
Retreat stopbank																	480,000	480,000	480,000
S/b setback				481,549	909,574													0	1,391,123
Boulder groynes	130,650																	0	130,650
S/b setback 20m											364,005	323,798	25,000	4,000	0	450,000	1,166,803	1,166,803	
Remove overburden								60,000										60,000	60,000
Remove overburden								40,000										40,000	40,000
Benching/groynes		35,854																0	35,854
Boulder groynes				31,571														0	31,571
Benching/groynes		36,168																0	36,168
Scour protection								95,000	20,000									115,000	115,000
Boulder Protection																		0	0
Regrade, remove trees, culverts						55,000	231,000	170,000	120,525	50,000				175,000	4,000	250,000	0	801,525	801,525
																		0	0
Boulder rip rap	101,850	82,640	68,137	57,680	69,045	52,000	92,000	10,000	60,000									214,000	593,352
Planting the slope		1,690	26,813	32,197	18,915	35,000	20,000	7,000		0								62,000	141,615
boulder rip rap					27,691	60,000												60,000	87,691
						21,000												21,000	21,000
								230,000										230,000	230,000
Remove build up		44,270																0	44,270
Total cost	875,500	752,628	779,657	765,084	1,040,052	444,000	775,500	752,000	1,105,525	70,000	335,000	414,005	373,798	200,000	8,000	250,000	930,000	5,403,828	9,616,749
	9.10%	7.83%	8.11%	7.96%	10.82%	4.62%	8.06%	7.82%	11.50%	0.73%	3.48%	4.31%	3.89%	2.08%	0.08%	2.60%	9.67%	1.00	
	9.10%	16.93%	25.04%	32.99%	43.81%	48.43%	56.49%	64.31%	75.80%	76.53%	80.02%	84.32%	88.21%	90.29%	88.29%	92.89%	97.96%		

Wairarapa Committee
31 October 2023
Report 23.528



For Information

FLOOD RISK MANAGEMENT UPDATE

Te take mō te pūrongo

Purpose

1. To update the Wairarapa Committee (the Committee) on:
 - a Wairarapa aggregate resource opportunities
 - b Implementation progress for the Te Kāuru Upper Ruamāhanga Floodplain Management Plan (TKURFMP); including progress of both the Ministry for Environment (MfE) and Climate Resilience Programme - Government funded projects.
 - c Implementation progress for the Waiohine River Plan
 - d The ongoing operational maintenance of the Wairarapa Rivers schemes
 - e The progress of investigation projects; Waipoua Urban Catchment Plan, Mangatāre River Plan, flood hazard mapping for the Wairarapa Combined District Plan changes and regional initiatives.

Te tāhū kōrero

Background

2. Please refer to the Wairarapa Flood Protection Update Report – Report 23.425 that was circulated to the Committee.

Te tātaritanga

Analysis

3. This section provides an update on the Flood Protection works in the Wairarapa since the last Wairarapa Committee Meeting.

Wairarapa Aggregate Resource Opportunities

4. Te Waihanga (The New Zealand Infrastructure Commission) has reviewed all the work undertaken by GNS to date and is arranging a meeting with all councils in the Wellington Region to discuss the findings and next steps.
5. The meeting is proposed for 21 November 2023 and all eight territorial authorities (TA) and Greater Wellington Regional Council will be invited. A letter to the respective chief executives will be sent out shortly inviting representative who would be able to provide

guidance on the strategic planning, regulatory and infrastructure elements of the findings to date.

6. A key outcome from the meeting will be direction on how the resource locations identified to date could be managed to ensure they are available for future generations to access efficiently.
7. Following the November 2023 meeting with Council representatives, Te Waihanga will arrange meetings in early 2024 with industry and then the public to update them on the findings of the study.

Government Funding bid

8. A bid application to the Local Government Flood Resilience Co-investment Fund for clearing of crack willow blockages in the eastern rivers and two erosion repair sites on the Waipoua river (within the urban reach) was submitted to the Department of Prime Minister and Cabinet (DPMC) on 1 September 2023. On 5 October 2023 we received notification that we were successful in obtaining \$3.5 million of the Recovery and Flooding Resilience fund for the crack willow blockage removal in the eastern rivers in the Wairarapa. This decision was publicly announced on 6 October 2023.
9. The process from here is to finalise the details of the initiative, with final paperwork to follow. Work can then commence on detailed planning and delivery of the project.

Te Kāuru Upper Ruamāhanga Floodplain Management Plan – Implementation

The Upper Ruamāhanga River Management Advisory Committee

10. The Upper Ruamāhanga River Management Advisory Committee (URRMAC) has not met since on 15 August. That meeting was to discuss the outcomes from the first River Management Group (RMG) meetings, which were undertaken the week beginning 17 July 2023.
11. Another meeting will be scheduled before the end of this calendar year.

River Road, Masterton erosion protection works

12. Stage One of the River Road, Masterton is now completed (as of 30 June 2023).
13. Stage Two – 150 metre rock revetment construction works will commence in summer 2023. We are hoping to start before the end of 2023, but this is dependent on final pre-construction documentation.
14. Discussions with mana whenua regarding Stage three works are to commence once our partners have availability. At present the proposal is for 11 x 1000 tonne rock groynes.
15. Programme progress is being regularly communicated to partners and stakeholders (including iwi, Fish and Game, Department of Conservation, and Masterton District Council (MDC)) via email correspondence.

Memorandum of Understanding – Masterton District Council raw water supply

16. A draft Memorandum of Understanding (MOU) for erosion protection of a raw water supply pipe along the edge of the Waingawa River is currently with MDC for review.

Paierau Road – flood signage

17. Paierau Road flood signage project is now complete with the signs installed in September.



Te Kāuru Upper Ruamāhanga Floodplain Management Plan – Operational work

18. The Waingawa River has seen continued environmental enhancement work being undertaken at the South Road and Skeets Road access points. The work has involved clearing pest plants, creating public walking tracks and planting 3065 native plants. This work aligns with Te Kāuru to formalise and establish access points and establishing vegetative buffers.
19. The Upper Ruamāhanga River Mount Bruce scheme has had a bulldozer clear vegetation build ups and flood debris from a number of high beaches.
20. There has been ongoing gravel extraction at various sites to address problem gravel beach build ups.

Waiōhine River Plan - Implementation

21. The Waiōhine River Plan Advisory Committee members were appointed at the Council meeting on 21 September 2023 after the Nomination Evaluation Group reviewed the 23 nominations.
22. All nominees have been contacted and advised of the outcome. The first meeting will be in mid-November 2023.
23. Scoping of the stopbank work continues. We have contacted both directly affected landowners and are continuing dialogue with them. We are continuing to keep concerned residents outside of the stopbanks protection areas up to date with progress. There is an estimated timeline of having the final flood modelling, design, and resource consent application ready by the end of 2023. However, consultant availability has meant this will most likely be pushed into early next year.

Waiōhine River Plan - Operations

24. Investigation into suitable rock supply for the Fullers Bend Revetment is underway so future work can resume in the coming construction season (this summer).

Mangatarere River - Operations

25. There has been erosion outside of the Mangatarere River Scheme boundary that has increased the flood risk to the Carterton township. Because this location is outside of the scheme, a resource consent application to repair the erosion was prepared and submitted, but has been withdrawn due to lack of Iwi consultation. A site meeting was held with hapū representatives on 28 August 2023 to listen to concerns in repairing the erosion site. Other options were discussed onsite, and we are expecting feedback from hapū members. Once Greater Wellington has received feedback, a new resource consent application will be prepared and submitted.
26. Greater Wellington has also met with Carterton District Council (CDC) to highlight the risk to the town from this erosion, and to further discussions on managing flood risk from the Mangatarere River.

Wairarapa Flood Hazard Mapping

27. Flood hazard mapping for the Upper Wairarapa is progressing through the approvals process. The Mangatarere Stream mapping for Carterton has been assessed by an independent auditor and is now considered final. This will be issued to CDC as 'final' in the next two weeks for consideration in land-use planning and development control.
28. Mapping for Donalds and Abbots Creeks is progressing well, with the hydrology assessments being completed ahead of peer review in the coming month.

Lower Wairarapa Valley Development Scheme

29. The Ruamāhanga River below the Waiōhine confluence has seen ongoing gravel extraction from aggrading beaches.
30. The Turanganui River partially breached its banks during a higher flow event. Due to the risk to Te Rata Road and cutting off access to residents, mitigation works were undertaken under 'Urgent and Unavoidable' conditions in the Lower Wairarapa Valley Development Scheme (LWVDS) consent.
31. Further stopbank repairs are ongoing in the Mahaki Road area of the Ruamāhanga River. The Capital works project to realign the stopbank has commenced, with a Project Manager identified. A Powerco post supporting overhead cables requires relocation. Powerco have been to site, and we are awaiting their proposal.
32. Willow pole planting has been completed in Tauanui and Cross Creek rivers and isolated sites in the Ruamāhanga River.
33. Repaired pumps for the Moonmoot and Te Hopai pump schemes have now been fitted and are operational. A fault with one of the Te Hopai flap gates has just occurred and we are investigating to determine the cause and required repair works.
34. An inspection on the second pump at Te Hopai has revealed that it is in a corroded state and replacement parts will be required. We are awaiting scheme members confirmation that they want this work to go ahead.

35. Meetings with the gravity scheme members regard a review of future maintenance works and rating requirements for each drain have been held, but attendance was poor.
36. Internal discussion within Greater Wellington is taking place regarding the risk from the gravity and pumped drainage schemes and rating and insurance issues. The insurance for the pumps has had a significant increase this year, with the insurer advising that there is likely to be another significant increase next year.

Ministry for the Environment ‘Jobs for Nature’ Project Update

37. Weed vegetation maintenance activities in previous planted sites (approximately 50 hectares) are completed. We will restart activity late September to early October 2023 depending on how the planting season progresses.
38. Pest animal control is continuing across all sites with a variety of pest animal species continuing to be caught. The rabbit fencing at Kuratawhiti Street appears to be preventing incursions and the remaining population within the fence are being managed to prevent plant damage. Ongoing surveillance across all sites will continue.
39. Planting of the winter 2023 is ongoing and is almost complete.

Regional Investigations Initiatives

Emergency Management

40. The Knowledge Water team is completing the recruitment of new engineers to progress the emergency management projects currently programmed. These include automated warning systems to replace the phone tree in the Wairarapa and flood forecasting.
41. The automated warning systems project is moving into its trial phase with a view to selecting a low-risk portion of the current Wairarapa phone tree system to test the system on. Once the trial has been completed, we’ll be aiming to complete the roll out of the system and integrate it into our flood response procedures.

Ngā hua ahumoni

Financial implications

Kānoa Climate Resilience and MfE Projects

42. These projects are being funded with budgets being brought forward in the Long-Term Plan (LTP).
43. Ruamāhanga River Scheme River Road (Stage 2) costs are detailed below:

LTP or Annual Plan description:	Te Kāuru Capex Implementation
Capex allocated:	\$2.3 million (LTP 2018-28)

44. Project 4: Ruamāhanga River Major Rivers Riparian Management Project (MfE) costs are detailed below:

LTP or Annual Plan description:	Wairarapa River Scheme Maintenance
Loan allocated:	\$0.8 million (debt)
Internal Funding:	\$1.7 million (LTP 2018-28)
Third Party Funding	\$2.5 million

Ngā Take e hāngai ana te iwi Māori

Implications for Māori

45. Greater Wellington is required to manage land and water within a range of statutory requirements, including giving effect to Te Mana o Te Wai and considering Te Tiriti o Waitangi in the development and implementation of the Council’s strategies, plans, programmes and initiatives.
46. Implementation with mana whenua partners is guided by Te Whāriki – the new Māori Outcomes Framework as part of Council’s Long Term Plan 2021–31.
47. The Department is continuing to explore opportunities for Māori through the consenting space as well as through the Climate Resilience projects.
48. Cultural liaison or co-design contracts have been signed by Rangitāne ō Wairarapa Incorporated and Ngati Kahungunu ki Wairarapa Charitable Trust for enhanced involvement and collaboration on programme work for the Climate Resilience Projects.

Te huritao ki te huringa o te āhuarangi

Consideration of climate change

49. Each project within the catchment considers and responds to the predicted impacts of climate change when considering the appropriate response to the issue the project seeks to address.
50. This programme aligns with the 2015 Climate Change strategy, which states ‘we will help the region adapt to climate change’. The projects increase climate change adaptation and resilience to natural disasters in the region.
51. The greenhouse gas (GHG) emissions from rock supply vary depending on the quarry source of the rock and transport to the work sites. Quarry sources for projects vary. The emissions from rock supply production and transport are not presently part of the organisation’s GHG inventory.
52. Targeted planting has been carried out to mitigate CO₂ emissions for the Kānoa projects.
53. Greater Wellington currently assesses options to address flood risk based on the predicted impacts of climate change over the next 100 years. Unless specified differently for specific projects, these values are an increase in rainfall intensity of twenty percent, and a sea level rise of 0.8 metres.

**Ngā kaiwaitohu
Signatories**

Writers	Madeliene Playford – Senior Project Manager, Floodplain Management Plan Implementation Andy Brown – Team Leader Knowledge – Water Hamish Fenwick – Team Leader Flood Operations Delivery
Approvers	Sharyn Westlake – Team Leader FMP Implementation Jacky Cox – Manager Logistics and Resourcing Jack Mace – Director Delivery Lian Butcher – Kaiwhakahaere Matua, Taiao Group Manager Environment

He whakarāpopoto i ngā huritaonga Summary of considerations
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>The Committee is to consider areas and matters of strategic importance to the Wairarapa and recommend to Council on these matters.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>The projects contained within this report deliver on Greater Wellington’s strategic priority area of te tū pakari a te rohe/regional resilience, and support delivery of Greater Wellington’s strategic priority area of te oranga o te wai māori me te rerenga rauropi/freshwater quality and biodiversity.</p> <p>All river matters discussed here are included in the Long Term Plan.</p>
<p><i>Internal consultation</i></p> <p>Specific projects consult with groups and departments across Greater Wellington where relevant to a project.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>The purpose of implementation floodplain management plans in implementing asset management procedures is to reduce the risk to communities and improve the region’s resilience. Greater Wellington has adopted procedures and processes to minimise risks. Working with community committees enables a wider understanding of the risks before adoption of work programmes.</p>

Wairarapa Committee
31 October 2023
Report 23.542



For Information

WAIRARAPA COAST-EASTERN HILLS WHAITUA DEVELOPMENT UPDATE

Te take mō te pūrongo

Purpose

1. To inform the Wairarapa Committee about development of the Wairarapa Coast-Eastern Hills Whaitua approach with progress of the Whaitua Kāpiti Committee underway provided as relevant context.

Te horo

Context

Kāpiti

2. The Whaitua Kāpiti Committee (the Committee) was established by Council (*Establishment of the Whaitua Kāpiti Committee – Report 22.374*) in August 2022 to support Council giving effect to the National Policy Statement for Freshwater Management 2020 (NPS-FM). Appointments to the Committee were completed in February 2023.
3. The Committee is using a Tiriti House model, which proposes a Tiriti approach to decision-making providing for equal recognition of and input from each house (Mana Whenua House and Kāwanatanga House). This partnership recognises both types of authorities (rangatiratanga and kāwanatanga) functioning together.
4. The Terms of Reference provides for at least 12 committee meetings. The final committee meeting is scheduled for 6 December 2023 at which stage we plan to have a draft Whaitua Implementation Plan (WIP).

Wairarapa Coast

5. The Wairarapa Coast Whaitua was scheduled to begin in the second half of 2023 with the purpose of giving effect to the National Policy Statement for Freshwater Management 2020 (NPS-FM) by the December 2024 deadline. The timing for this is linked to staff capacity, currently under consideration.
6. The approach for the Wairarapa Coast Whaitua will be determined with mana whenua and community and this discussion has not begun in earnest yet although a number of early connections have occurred.

Te tātaritanga

Analysis

Kāpiti

7. The Committee had a two-day intensive workshop in October, and has added an additional meeting to the schedule, proposed for 6 December 2023. The Committee has a strong commitment to stay on track with their end of year timeframe for producing the draft Whaitua Implementation Programme (WIP) document.
8. Across these meetings the committee achieved decision outcomes on proposed Te Mana o te Wai objectives for the Regional Policy Statement (RPS), draft Freshwater Management Units (FMUs) and has developed long-term Freshwater Visions across the FMUs.
9. The Committee is continuing to populate a WIP template with the decisions as they go. Draft narrative elements of the WIP will begin in the coming month with designated writers for each House capturing the committee's views.
10. Content for the Resource Management Act 1991 (RMA) section 32 report that will underpin the plan change to the Natural Resources Plan (currently scheduled for next year) is also being captured alongside the WIP document.
11. Greater Wellington Regional Council Directors Nicola Patrick and Tania Parata are continuing to engage with the taurite (co-chairs) to explore options to support the committee's request to continue having input to the section 32 report and draft plan change document in 2024. Discussion on options is ongoing.
12. Resourcing challenges that were causing frustration for both the Kāwanatanga and Mana Whenua Houses have had partial resolution through confirmation of resourcing for key personnel that is more equitable plus recent changes to honoraria payments. There are a couple of further items that may need resourcing that are going through scoping before they are confirmed.

Wairarapa Coast

13. This Whaitua process will look different from other Whaitua processes, as each one has been different. Meetings may be less frequent and use different approaches, reflecting the availability of this largely rural community, but still aim to build the same trusted relationships.
14. Pre-design work is looking at identifying key National Policy Statement – Freshwater Management (NPS-FM) requirements and what is achievable within the timeframes with a strong emphasis on an implementation-focused, wider, and ongoing catchment planning process. The approach must enable the community to be engaged in a practical and meaningful way while keeping environmental outcomes at the forefront.

Ngā hua ahumoni
Financial implications

Kāpiti

15. Any requirements for the committee beyond the WIP production will be considered separately and are yet to be determined.

Wairarapa Coast

16. The financial and wider resourcing implications are still to be determined.

Ngā Take e hāngai ana te iwi Māori
Implications for Māori

Kāpiti

17. The Terms of Reference for the Whaitua Kāpiti Committee were drafted in conjunction with, and approved by, Ātiawa ki Whakarongotai Charitable Trust, Ngā Hapū o Ōtaki, Ngāti Toa Rangatira and the wider Whaitua Committee.
18. In upholding the Terms and our Tiriti House commitments, the Whaitua Kāpiti process is developed in conjunction with mana whenua representatives.

Wairarapa Coast

19. The approach for the Wairarapa Coast Whaitua will be determined with mana whenua.

Ngā tūāoma e whai ake nei
Next steps

20. The remaining Whaitua Kāpiti Committee meetings scheduled for 2023 will be held on the following dates:
- a 1 November
 - b 8 November
 - c 6 December.
21. Discussions with Wairarapa Coast mana whenua partners are to be scheduled.

Ngā kaiwaitohu
Signatory/Signatories

Writers	Tash Styles – Catchment Manager, Wairarapa Coast Michele Frank – Catchment Manager, Kāpiti Nicola Patrick – Director, Catchment
Approver	Fathima Iftikar – Acting Group Manager, Environment

<p style="text-align: center;">He whakarāpopoto i ngā huritaonga Summary of considerations</p>
<p><i>Fit with Council’s roles or with Committee’s terms of reference</i></p> <p>The Committee is to consider areas and matters of strategic importance to the Wairarapa and recommend to Council on these matters.</p>
<p><i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i></p> <p>The Whaitua Programme contributes to Council’s obligations to give effect to the National Policy Statement – Freshwater Management (NPS-FM) through engagement with mana whenua and the community.</p>
<p><i>Internal consultation</i></p> <p>This report was prepared by Catchment and reviewed by Te Hunga Whiriwhiri.</p>
<p><i>Risks and impacts - legal / health and safety etc.</i></p> <p>There are no known specific risks and impacts related to this report beyond the constrained circumstances as outlined.</p>

Wairarapa Committee
31 October 2023
Report 23.553



For Information

2023 NATURAL RESOURCES PLAN PLAN CHANGE 1 COVER REPORT

Te take mō te pūrongo

Purpose

1. To provide the Wairarapa Committee with an update on the Natural Resources Plan (NRP) Plan Change 1 (PC1).

Te horopaki

Context

2. Plan Change 1 to the NRP will be notified on 30 October 2023. This presentation ([Attachment 1](#)) will provide an update on the background of PC1 and the content of the changes proposed.
3. PC1 implements the recommendations from Te Awarua-o-Porirua and Whaitua Te Whanganui-a-Tara whaitua implementation programmes (WIP). Minor region-wide changes are also included in this Plan Change.
4. Submitters are invited to contribute input on PC1 during the submission period running from 30 October to 15 December 2023.

Ngā āpitihanga

Attachment

Number	Title
1	Natural Resources Plan Plan Change 1 Presentation

Ngā kaiwaitohu

Signatories

Writer	Natasha Tomic – Team Leader Environmental Policy
Approver	Matt Hickman – Kaiwhakahaere Matua Manager Policy Fathima Iftikar – Director, Strategy, Policy and Regulation Lian Butcher – Group Manager, Environment

He whakarāpopoto i ngā huritaonga Summary of considerations
<i>Fit with Council's roles or with Committee's terms of reference</i> The Wairarapa Committee has responsibility to consider matters of strategic importance to the Wairarapa. NRP PC1 is a key natural resource management tool and important step in the wider NPS-FM 2020 and whitua implementation program.
<i>Contribution to Annual Plan / Long Term Plan / Other key strategies and policies</i> The current work programme for the Natural Resources Plan, Plan Change 1 has been approved through the 2021-31 Long Term Plan. There are no contributions to any other strategies and policies.
<i>Internal consultation</i> Internal consultation was not required for this development of this report.
<i>Risks and impacts - legal / health and safety etc.</i> The Wairarapa Committee will be advised of any risk and impacts from this report.

2023 NRP Plan Change 1

Wairarapa Committee – 31 October 2023

Timing

- Limited consultation with mana whenua, Ministers and TAs: 18 August
- Council approval for notification: 26 October
- Notification: 30 October
- Submissions: 30 October – 15 December
- Further submissions February 2024
- Hearings mid 2024

Context for NRP Plan Change 1

- Gives effect to the NPS-FM 2020 – a key step in whaitua implementation
- Plan Change 1 scope:
 - **Covers Te Awarua-o-Porirua Whaitua and Whaitua Te Whanganui-a-Tara only**
 - Turns whaitua documents into statutory plan change
 - Follows the whaitua recommendations
 - Signals direction for next set of plan changes
 - Results in additions to whaitua chapters in NRP
 - Includes minor region-wide changes and tidy from PNRP process
 - Does not include water allocation in Te Whanganui-a-Tara (2024).

Key NPS-FM directions

- Te Mana o Te Wai is the only objective in the NPS-FM
- Te Mana o Te Wai hierarchy and principles underpin everything
- Freshwater outcomes as objectives
- Spatial units - freshwater management units
- Target Attributes States (TAS) - detailed (usually numeric) objectives
- Limits - rules that limit resource use
- Other rules that control resource use to achieve TAS
- Action Plans.

Spatial management – Freshwater Management Units

- NRP is required by NPS-FM 2020 to use spatial management units called Freshwater Management Units (FMU)
- FMUs were identified in the WIPs
- Whaitua boundaries define an FMU
- Whaitua FMU is then divided into sub-units called part-FMUs
- Some minor changes from WIPs proposed.

PC1 Objectives

- Objectives are about what we want waterbodies to look like. They are about the water body
- Developed in whitua processes by following the National Objectives Framework from NPS-FM
- Many more numeric and detailed objectives at a finer scale than in current NRP
 - This is a big shift!
 - Detail assists in justifying management responses
 - Allows development of numeric limits and more specific targets
 - Provides better mechanism for monitoring achievement of community and mana whenua goals
 - Allows better plan effectiveness monitoring
- Both Whitua processes completed before NPS-FM 2020
 - Some additions and minor changes to objectives required

Management of Activities

- Policies and rules in PC1 control people's activities. They are about what people do on the ground. Modifying what people do on the ground influences what waterbodies look like
- Operative NRP does not have limits – **addition of limits as rules is a big policy shift**
- Addition of limits clearly states the maximum amount of resource activity allowed.
 - This is a new requirement
 - **No** new activity can make water quality worse
 - Existing activities **must** improve
- To achieve PC1 objectives we need limits (as rules) + other rules + non-regulatory methods (in Action Plans)
- PC1 will clearly signal the non-regulatory methods that contribute to achieving of the detailed objectives – **this is also a big policy shift**
 - These will be included in the NRP as 'Other Methods'

NRP PC1 – Key directions



Wastewater and stormwater networks – more specific requirements through consents, focus improvement to reach *E. coli*, copper and zinc targets



Urban development and redevelopment – new consent controls, higher standards for water sensitive design, financial contribution to offset new contaminant loads, development outside planned areas is prohibited



Sediment management – farming on highest erosion risk land must revegetate 50% area in ten years; significant Council support required; forestry is highly controlled



Nutrient management – focused farm environment plan system; registration required for smaller farms (4-20ha) with high stocking rates



Council to prepare and deliver Freshwater Action Plans for targeting of non-regulatory delivery

Other: Water allocation

Permitted takes - Te Awarua-o-Porirua only

- Remove the existing PA rule
- Replace with new rule permitting takes up to 2.5 L/s, 5m³/day and 10m³ per calendar month
- Takes for reasonable domestic needs or reasonable needs for animal drinking that are provided for by section 14(3)(b) of the RMA are additional to the takes permitted under the NRP and are not impacted by the plan change.

Consented takes - Te Awarua-o-Porirua only

- Reduce total consented allocation available in all catchments **to 20% of the mean annual low flow** of the relevant stream (reduced from 30%)
- Replace percentage allocation limits and minimum flows with **specific numbers** in the Porirua, Pāuatahanui & Horokiri catchment management units.

Other: Region-wide provisions

- Indigenous Ecosystem schedules updates due to new information since NRP proposed 2015:
 - Schedule F4: Sites with significant indigenous biodiversity values in the coastal marine area (14 new sites; 1 update)
 - Schedule F5: Habitats with significant biodiversity values in the coastal marine area (2 new sites)
- Air quality chapter - amendments to improve the functionality of the plan and address minor drafting issues
- Beds of lakes and rivers chapter - resolving various minor drafting issues