

**Report To:** Regional Direction and Delivery Committee

**Meeting Date:** 29 March 2017

**Report From:** Namouta Poutasi, Water Policy Manager

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## **Freshwater Futures: National Scene, Regional Approach and Next Steps**

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### **Executive Summary**

The purpose of this paper is to confirm and approve direction on a range of freshwater management topics discussed at the Regional Direction and Delivery Committee's (RDD) Water workshop held 16 March 2017, particularly relating to:

- The national scene and Council's role with a particular focus on how the Bay of Plenty Regional Council (Council) will work with Territorial Local Authorities at staff and governance levels.
- The current approach to implementing the National Policy Statement for Freshwater Management (NPS-FM) in Kaituna-Pongakawa-Waitahanui and Rangitāiki Water Management Areas.
- Scoping frameworks and assessing feasibility of future National Policy Statement for Freshwater Management (NPS-FM) implementation options, including for a region wide water quality plan change and the order of the next Water Management Areas.

The national freshwater scene is complex and Council staff have determined that current reforms can generally be accommodated within the existing and future work programme. Additional resourcing is likely to be needed for increased monitoring associated with swimmability targets.

The role and interaction of Territorial Local Authorities (TLAs) in the freshwater space is becoming increasingly important. Opportunities relating to a Local Government Futures Water Advisory Group and connecting with TLAs at a governance level are discussed in this paper.

At a regional scale, work is progressing on the Rangitāiki and Kaituna- Pongakawa-Waitahanui Water Management Areas to develop water quality and quantity objectives and limits. This is known as the Plan Change 12 project. The next step in the process is objective setting and approval is sought for the proposed approach, which involves the: identification of in-river values and preferences, then use values preferences, followed by drafting objectives, and examining possible management options. It's likely some iteration will occur between options and objectives prior to finalising objectives.

Key resource management issues in each Water Management Area (WMA) will need to be

addressed by objectives and management options, including nutrient enrichment, rising nitrate levels and over-allocation. Council's 'maintain' approach will not be sufficient to address some of these issues. Further work is required to work through the implications of this, and it is anticipated that an additional 12 months will be needed. Approval of the extension to the timeframe for the Plan Change 12 project is sought.

Direction is sought on the engagement process for Plan Change 12 and other Water Management Areas. An integrated approach to involving community groups, and also iwi and hapū, key stakeholders and the wider community is presented. This current 'involve' approach has been queried. Alternative options include: consultation, involvement (current approach), or collaboration (e.g. Lake Rotorua Nutrient Management Plan Change 10 process). Staff recommend continuing with the 'involve' approach. Of particular note is the latest approach to iwi seeking advice on how and who they want involved in the plan change 12 process.

Council's adopted and publicly notified NPS-FM implementation timeline states Council will confirm the order of the next WMAs to be implemented. Staff will seek direction from RDD on the order of the next WMAs at its next meeting in May 2017.

## **Recommendations**

**That the Regional Direction and Delivery Committee under its delegated authority:**

- 1 Receives the report, Freshwater Futures: National Scene, Regional Approach and Next Steps.**
- 2 Approves investigating and reporting back on options for working with Territorial Local Authorities at a governance level and linking this well with collaboration at an operational level.**
- 3 Approves the proposed adaptive approach for Plan Change 12 project objective setting, engagement, and addressing issues, the updated timeline and process review points, in particular:**
  - a) the approach to objective setting as outlined in Appendix 3.**
  - b) the continuation of the 'involve' approach to engagement for Plan Change 12 and future Water Management Areas as outlined in Appendix 3 and 4.**
  - c) there are issues in the Rangitāiki and Kaituna-Pongakawa-Waitahanui Water Management Areas that mean objectives and management will need to halt water quality decline and in some cases improve' water quality as outlined in Appendix 3.**
  - d) a 12 month extension for phase 3 of plan change 12 project is needed to address issues, apply lessons learnt, and to establish planning frameworks as outlined in Appendix 3.**
- 4 Notes that approval will be sought on the order of the next WMAs at the RDD meeting in May 2017.**
- 5 Notes that the implementation timeline will be reviewed in light of proposed NPS-FM changes, with a view to notifying an amended timeline in March 2018.**

- 6 Confirms that the decision has a medium level of significance as determined by the Council's Significance and Engagement Policy. Council has identified and assessed different options and considered community views as part of making the decision, in proportion to the level of significance.**

## 1 Purpose of report

The purpose of this paper is to confirm direction provided at the RDD Water workshop held on 16 March 2017 particularly focused on:

- providing an update on Council's role in water from a national and regional context.
- seeking approval on the current approach, process, issues, engagement, and timeline.
- Outlining next steps in implementing the NPS-FM.

## 2 Context

### 2.1 National Scene and our role

Key actors influencing the national scene for freshwater management, the main national instruments directing, assisting and guiding freshwater management and the Bay of Plenty Regional Council's (Council's) role in this context is described in Table 1 below. A more detailed diagram is contained in Appendix 1.

Table 1. National Scene and Regional Council's role.

National context actors	Main national processes, legislation, guidance, direction and initiatives	Our role
		
Central government Courts Land & Water Forum Waitangi Tribunal Freshwater Iwi Leaders and Advisors Parliamentary Commissioner for the Environment (PCE) Auditor General <i>In an advocacy role:</i> Local Government New Zealand, Regional Sector Group	Proposed suitability for swimming targets National Policy Statement for Freshwater Management 2014 (NPS-FM), including proposed amendments National inquiry into freshwater and geothermal resources (WAI2358) Resource Management Act 1991 (RMA), including proposed changes in Resource Management Amendment Bill (RLAB) – expected enactment in 2017 Treaty Settlements PCE Freshwater reports Court cases Irrigation Acceleration Fund & Crown Irrigation Investments Ltd. Clean-up funds Other national direction instruments (NESSs, NPSs) Environmental reporting (Freshwater domain report due April 2017)	Manage land use, water and discharges under the RMA (including planning, consenting, enforcement). Implement NPS-FM by 2025 (or 2030, subject to conditions) by setting objectives and limits for freshwater quality and quantity throughout the region. Engage with tangata whenua, communities and territorial authorities. Give effect to Treaty Settlements and relevant case law. Non-statutory activities.

The content of current reforms and the implications of these proposals for the Council's freshwater planning work programme are summarised in Appendix 2. Minister Smith has clarified expectations of Councils with respect to meeting the national target of 90 per cent swimmable waterways by 2040 in a 16 March 2017 meeting with representatives on behalf of Regional Sector Chairs and Mayors, attended by Chairman Leeder. In particular it is noted that:

- As a national target, it will be unrealistic for some regions to meet 90 per cent so others will have to meet more.
- The target applies to "large" lakes and "large" (4<sup>th</sup> order) streams and above (as per the proposed changes to the NPS-FM).
- It is assumed that great gains can be achieved through stock exclusion and riparian planting.
- With respect to urban infrastructure, proposals should include work already planned or underway.
- It is assumed that the 90 per cent target can be achieved with little/immediate contribution from urban waterways except in Auckland.
- Minister Smith is open on dates/targets relative to the feedback that will be provided as the work is done by officials and the Regional Sector.

Staff will attend another workshop in Wellington this month to clarify expectations in more detail, which will inform Councils implementation plan. Engagement with Territorial Local Authorities (TLAs) is essential to achieve freshwater outcomes in the urban context and beyond given their role in relation to municipal/drinking/domestic, sewage and stormwater infrastructure, and land use and development rules and controls. This is particularly the case as increased focus is placed on urban issues at a national level. At a regional level, some recent actions of TLAs may influence aspects of freshwater management and engagement with local government in that context. Specifically, Tauranga City Council (TCC) has a new Environment Committee which first met on 28 February 2017. The meeting included discussion on freshwater management issues including response to NPS-FM proposals and freshwater allocation. This new committee provides an opportunity for increased collaboration and initial informal discussions on how this should occur have been initiated.

The outcome from Phase One of the BOP joint councils' Local Government Futures work is that councils are likely to look further into some integrated work on water, which could include consideration of a Water Advisory Group. Council already has a TLA Freshwater Collaboration Group operating which provides advice to Council on TLA issues associated with implementation of the NPS-FM. Consideration will be given to Council's existing TLA collaborative group and its function in light of this. Governance level collaboration options can also be considered.

### **3 Current Approach**

In addition to all of the current statutory and non-statutory Council work to maintain and improve water quality Council has a two staged approach to implementing the NPS-FM.

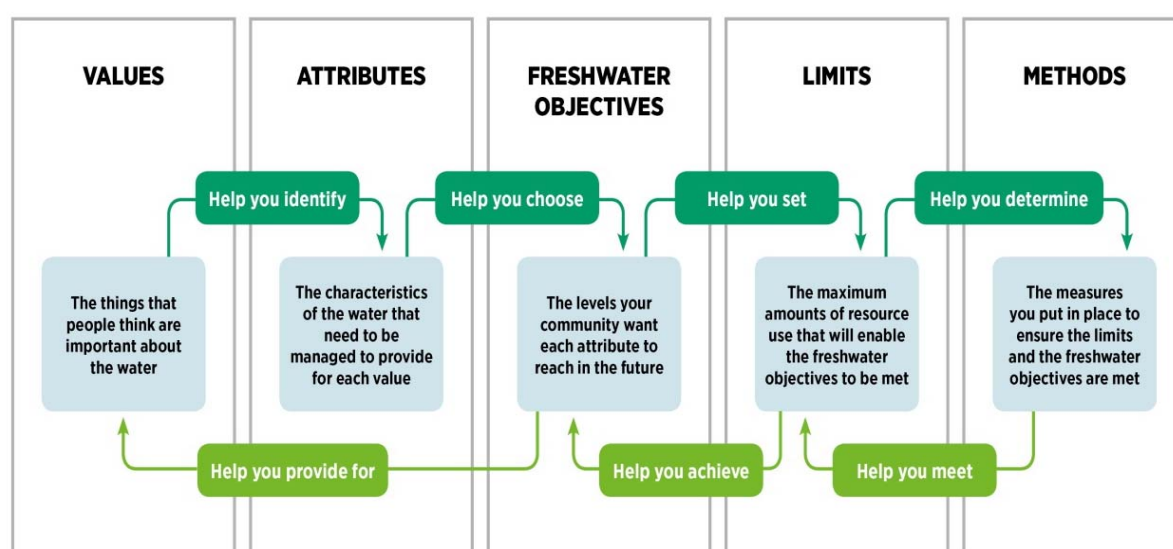
- Stage 1 - Region-wide Water Quantity Plan Change 9 addresses regional water allocation issues by providing interim limits, metering and reporting framework, and improving water allocation and use efficiency across the region.
- Stage 2 - Implementing the NPS-FM across nine surface-water catchment based WMAs across the region, starting with the Rangitāiki WMA and the Kaituna-Pongakawa-Waitahanui WMA (Plan Change 12).

A number of key decisions have been made by Council in implementing the NPS-FM as outlined in Appendix 3.

### 3.1 Objective Setting

The NPS-FM describes how water quality and quantity objectives and limits (where required) will be set through the National Objective Framework shown in Figure 1.

Figure 1 National Objectives Framework



A pre-draft freshwater value set has been approved in principle, values have been identified within the first two WMAs, attributes are currently being assigned and staff have developed the following methodology to develop objectives:

1. Identify current “acceptability of in-river values” through science and community, iwi and hapu engagement.
2. In-river values: Identify the water quality and quantity needs and preferences for these in-river values. This recognises Te Mana o te Wai. At this stage, the acceptable water quality level may be expressed as a range, rather than a specific number.
3. Use values: Identify the water quality and quantity needs and preferences of freshwater use (eg. hydro-electric generation, crop irrigation or point source discharges) now and in the future (as scenarios). Model current and future water quality and quantity under current and future land and water use scenarios to identify likely effect on freshwater needs and preferences.

4. Draft freshwater objectives: Identify whether a measurable water quality and quantity range can be set which serves all values, or otherwise where the needs and preferences of values conflict. Establish a decision-making framework for assessing objectives based on understanding estimated costs and benefits for each value.
5. Possible management options: Identify and assess management options to achieve the objectives. Revisit objectives if management options are not practicable or affordable.
6. Approve freshwater objectives and management options for inclusion in the draft plan change.

Further details are contained in Appendix 3. The general approach to developing objectives for water quality and water quantity starts with recognising the health of fresh water bodies, the wellbeing of people, and then considers water and land uses and effects on water resources. This approach has been reinforced by the recent changes to the NPS-FM regarding Te Mana o Te Wai and reflects Council's vision Thriving together – mo te taiao, mo ngā tangata.

Several other Regional Councils are delivering specific, numeric water quality and quantity objectives in their plan changes. Some Councils have developed broad strategic regional or catchment scale objectives first covering social, economic and cultural wellbeing, either in their regional plans or within non-statutory catchment plans. Broader objectives are largely delivered by way of the Regional Policy Statement, regional plan, and also by river documents delivered under treaty settlement processes. A region wide water quality plan change may provide opportunity to ensure regional objectives and policies align with these and NPS-FM direction. At a WMA scale, it is important that objectives are as specific and numeric as possible to support limit and rule setting noting that narrative descriptions, particularly for social and cultural value sets may also be appropriate.

### **3.2 Engagement**

Assuming the NPS-FM amendments proposed in Government's Clean Water 2017 document prevail, Council must engage with communities and with iwi/hapū to identify their values and interests associated with fresh water. It must set objectives based on these values and interests. Options for engagement to fulfil this requirement vary as shown in Appendix 4. These include: collaborate; involve (current approach); or consult. Appendix 4 also analyses options for what to engage on including either:

- Engaging to identify values and interests only. Council develops objectives, limits, methods, and draft plan change, then engages with the public on the draft plan change.
- Engaging throughout plan development: to identify values and interests AND during development of objectives, limits, methods and draft plan change. (i.e., the Plan Change 12 approach).

Engagement to date on Plan Change 12 is summarised in Appendix 4.

Staff seek approval to continue to involve key stakeholders, iwi/hapū and the community in the development of water quality and quantity limits for both Plan Change 12 (as outlined in Appendix 4) and future Water Management Areas. Where

staff retain responsibility for policy formation and will develop policy iteratively involving the community and iwi/hapu. Council retains decision making authority.

### 3.3 Resource Management Issues

Key resource management issues in the Kaituna-Pongakawa-Waitahanui and Rangitāiki WMAs are outlined in Appendix 3, including nutrient enrichment and sedimentation in sensitive estuaries (causing declining ecological condition) and some (or parts of) freshwater bodies, risk associated with land use intensification, increasing nitrate trends, existing over-allocation and demand for future use, rising risk of phosphorous contamination, and bacterial levels that are not acceptable for safe swimming *at some locations*.

These key issues reveal that objectives and management options will need to go further than maintaining the status quo; to halting declining water quality trends, improving water quality in estuary catchments in particular, and addressing allocation pressures. This introduces more complexity, tensions and trade-offs to the process. It will potentially affect water and land users more than first assumed when the “maintain” approach was endorsed.

Additional time is needed to work through the implications for addressing these issues. As a result a 12 month extension is required to complete this work.

### 3.4 Timeline

While phases of the PC12 project and freshwater futures programme have been represented as linear, they are overlapping and iterative in practice.

As noted in reports to the previous RDD meeting on 23 February 2017 and at the recent RDD workshop on 16 March, Plan Change 12 will take longer than first anticipated (an extra 12 months) for a number of reasons. The development of Plan Change 12 is Council’s first full implementation of new national policy, requiring new policy, technical and engagement frameworks. As the Plan Change 12 project has progressed and as a body of experience and approaches develops throughout New Zealand, staff clarify, refine and itemise next steps in more detail, with technical and policy teams in Council. Other reasons are contained in Appendix 3.

While there will be a delay for delivery of a plan change for the first two WMAs, the overall programme timeframes to set limits across the region by 2025 may still be achievable. The proposed changes to the NPS-FM provide opportunity to review and notify an updated timeline by March 2018, which, subject to conditions may included extending the end date to 2030 if needed.

The new timeframe for Plan Change 12 project is as follows:

September 2016 – December 2017	September 2017- March 2018	April 2018 – June 2018	July 2018 – June 2019
Phase 3:	Phase 3:	Phase 3:	Phase 4:
<ul style="list-style-type: none"> <li>Model selection and building</li> <li>Objectives</li> <li>Scenarios and options</li> <li>Assessment and decisions</li> <li>Engagement</li> </ul>	<ul style="list-style-type: none"> <li>Plan drafting</li> </ul>	<ul style="list-style-type: none"> <li>Consultation on draft</li> <li>Amendments</li> </ul>	<ul style="list-style-type: none"> <li>Notify proposed plan</li> <li>Submission analysis and reporting</li> <li>Hearings</li> <li>Decisions</li> </ul>

Based on an initial analysis of upcoming work implications this one year extension of timeline will mean that the whole project team will be involved in Plan Change 12 delivery during the 2016/2017 and 2017/2018 years as we work through the most intensive part of plan development. Council has the budget and staff resources required to do this, but it does mean that less staff resource may be available for initiating two more WMAs in 2017/2018. This is discussed in section 3.5.

At this stage it is not anticipated that this one year delay will need additional funding through the Long Term Plan process for the Rangitāiki or Kaituna-Pongakawa-Waitahanui Water Management.

Staff seek approval to continue with this current approach.

## 4 Items for which further response will be provided

Councillors have raised several questions relating to implementing the NPS-FM for response by staff at future RDD meetings. Table 2 outlines when and how Council officers will provide response.

**Table 1: Questions raised by Councillors and pending actions in response.**

Item	Actions
Seek further information on the next Water Management Areas and other options	Scoping and feasibility of the next Water Management Areas will be reported at the May RDD meeting. Scoping of other options will be reported in late 2017.
What is Council's strategy for current resource consenting in advance and in anticipation of having limits in place.	Consents Manager to provide brief explanation of how NPS-FM direction is accommodated into analysis of consent applications prior to plan changes that implement the NPS-FM. Report to RDD May 2017.
What options are there for building governance relationships with TLAs on fresh water and linking this with staff/operational level collaboration?	Report to Council with options May 2017.
Do we need to review our policy for stock exclusion and fencing?	Accommodate review of Regional Water and Land Plan (RWLP) stock exclusion policies into scheduled review of efficiency and effectiveness of the RWLP and scoping for a region wide water quality amendment to the RWLP. Update report June 2017.  Integrated Catchment Management to advise on the need for review of operational policies/programmes supporting stock exclusion. Report June 2017.
Is where and how we monitor and report on E. coli and swimmability fit for purpose?	Initiate analysis of current swimmability monitoring, modelling and reporting, and alternative options in light of recent central government direction. This will be wrapped in to a wider plan for responding to: <ul style="list-style-type: none"> <li>proposed amendments to the NPSFM requiring amendment to regional plans relating to swimmability; and</li> <li>Hon. Minister Smith's national targets for swimmability.</li> </ul> Update report to RDD June 2017.

Advise on the implications of Local Government New Zealand's Water 2050 programme with respect to NPSFM implementation.	Update in June 2017 after LGNZ symposium in May 2017.
Do we understand CCA levels under kiwifruit and risk to freshwater?	Some research has been done on this. Council maintains the HAIL register of contaminated sites. Generally these contaminants are attached to soil and do not leach readily into water. Copper, Chromium and Arsenic are not routinely monitored for in freshwater but staff are not aware of any specific freshwater quality issues.

## 5 Māori implications

The proposed objecting setting process aligns with Māori values as mentioned previously, where water quality starts with the health of the water and then examines what is affecting it. Principles of Te Mana o Te Wai and Mātauranga Māori are being woven through the project. More specifically Council is developing a Mātauranga Māori Tool that will assist to recognise, receive, record and take into account mātauranga Māori in council processes. The Mātauranga Māori Project is still under development. Amendments to NPSFM require that freshwater monitoring plans must include Mātauranga Māori methods. Staff are seeking expert advice in this regard.

Iwi and hapū engagement for Plan Change 12 is continually adapting. The initial parallel hui-a-iwi process has been reviewed as a result of lessons learnt from other processes. On this basis a letter was sent to all iwi seeking preferences as to how they might want to be involved in this process based on a range of options. Once feedback is received a more tailored approach will be provided.

The proposed 12 month extension to Plan Change 12 will provide more time for involving iwi and hapū effectively.

The proposed change to the order of Water Management Areas and the development of a region wide water quality plan change will impact Māori differently. The soft start to Tauranga aligns with the fact that the Tauranga Moana Iwi Collective Treaty of Waitangi claim is still progressing. Rotorua iwi are likely to be primed for understanding the complexities of water quality limits given the recent Lake Rotorua Nutrient Management Plan Change. Iwi with interest in the Tarawera River, Whakatāne and Tauranga River may be disappointed at the postponement of work for several years. Maori land owners with aspirations for large scale land use change will need water to develop and will be affected by a regional plan change addressing land use conversion/intensification. However the risks of not getting rules in place are high in some catchments.

## 6 Analysis of Options

### 6.1 Objective Setting Options

Analysis of objective setting options is contained within Section 3.1 of this report.

### 6.2 Engagement Approach

Options for engagement approaches are contained within Appendix 4.

### 6.3 Resource Management Issues

The NPS-FM and RMA requires Council to maintain or improve water quality. The NZCPS also requires Council to improve water quality in the coastal environment where it has deteriorated such that it is having significant adverse effects on ecosystems, natural habitats and recreation, or restricting uses like aquaculture, shellfish gathering and cultural activities. The 'status quo' management option will not meet this requirement. Objectives and management options are yet to be explored and assessed and direction on these will be sought from RDD at a later date.

### 6.4 Timeframe Extension

There are three key options for the Plan Change 12 timeframe extension:

Options	Benefits	Costs
1. Status quo timeline	No additional costs.	This would result in very limited engagement, and limited time for technical and planning assessments. This is likely to affect plan quality and robustness through the hearing process, as potentially more contention.
2. Extend timeline now for 12 months (Preferred)	Provides more time to address issues and greater opportunities for the public to understand the proposed programme and Plan Change 12 process.  Increased opportunity for clearer Central Government direction in accordance with their work plan.  At this stage costs will be accommodated within existing work plan.	Condensing programme timeframes for other WMAs to meet 2025 target.  Implications are difficult to determine and quantify until more detailed work begins.
3. Extend timeline in future	As above.  Further opportunities to more accurately assess potential future timeline shifts.	Not indicating a known timeframe shift would show a lack of transparency

## 7 Community Views

The extension of timeframe, the order of the next Water Management Areas, and potential for a region wide water quality plan change have similar implications for the community as outlined for Māori in Section 4. Additional time for Plan Change 12 process allows staff more time to work through options and implications and to discuss these with community groups, iwi and stakeholders. Feedback from Local Authorities and members of the Regional Water Advisory Panel will be sought in relation to the order of the Water Management Areas.

## **8 Significant Plan or Policy Inconsistency**

The 'adaptive and iterative approach' has been factored into the Freshwater Futures programme and NPS-FM implementation PC12 project. National changes that affect our planning processes were anticipated and our process is able to be adapted accordingly.

## **9 Council's Accountability Framework**

This project and the Freshwater Futures programme directly contributes to the Water Quality and Quantity Outcome in Council's Long Term Plan 2015-2025 by setting water quality and quantity limits in time limited stages and catchments across the region by 2025.

This work is planned under both the Land and Water Framework activity and the Regional Planning and Engagement group of activities in the Long Term Plan 2015/2025. This work is part of achieving the following KPI's:

- That 100% of RMA planning documents meet RMA legislative compliance requirements.
- The number of notified plan changes which are actively being progressed with the community for Freshwater quality and quantity limits.

### **9.1 Current Budget Implications**

This work is being undertaken within the current budget for the Land and Water Framework Activity and the Regional Planning and Engagement Activity in the Annual Plan 2016/17. There are no immediate implications for the current financial year.

### **9.2 Future Budget Implications**

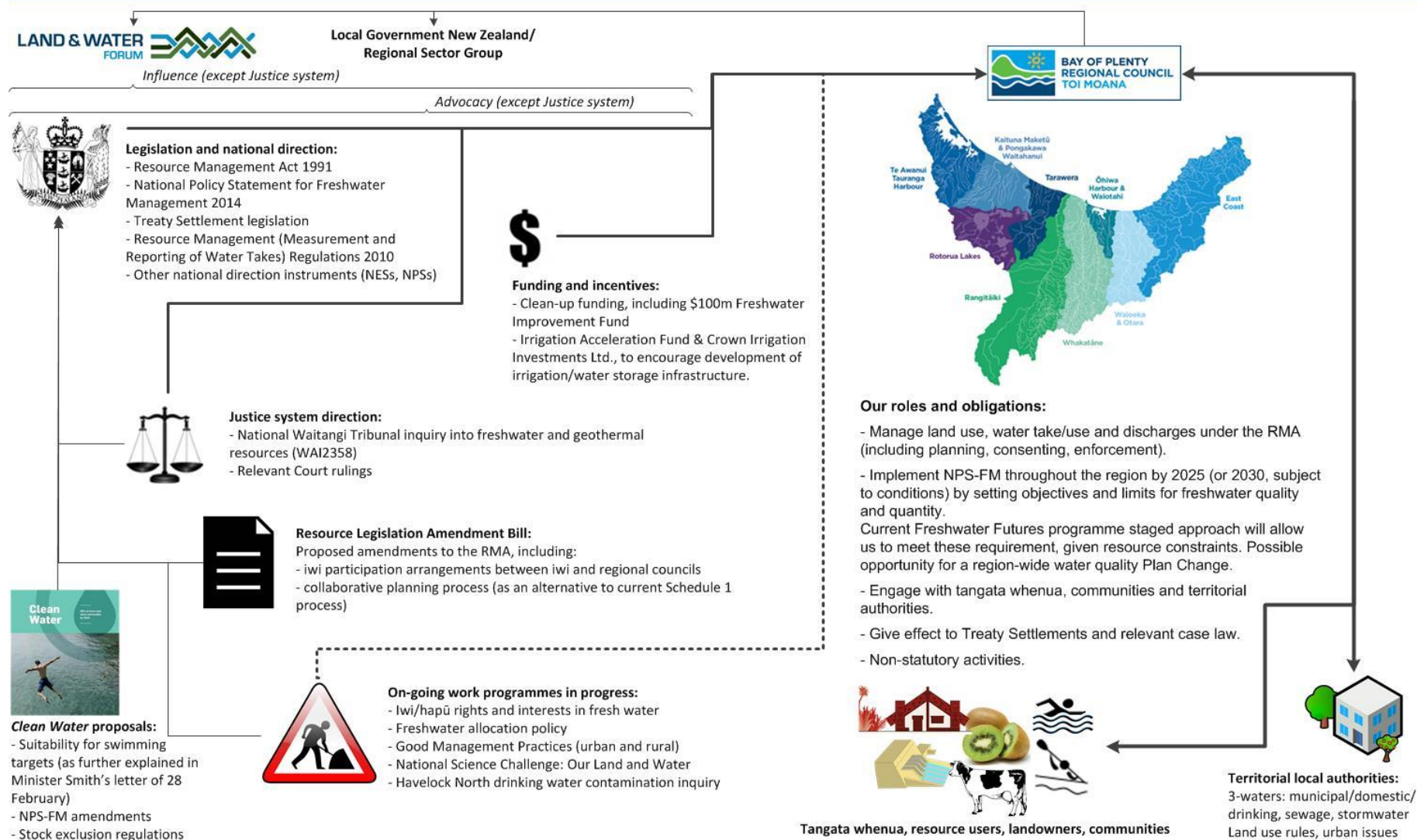
Future work on each plan change is provided for in Council's Long Term Plan 2015-2025. As implementation progresses potential future budget implications will be clarified. We have noted previously that there will be increased monitoring requirements to meet proposed swimmability requirements. At this stage, it is anticipated that additional budget will be required through the LTP to address swimmability targets, and for future implementation options. Further information will be reported to May RDD.

Beverley Hughes  
**Senior Planner (Water Policy)**

**for Water Policy Manager**

**23 March 2017**

# Freshwater management: national context and Bay of Plenty Regional Council's role



## Current Reform Implications on Freshwater Planning

Requirements	Topic	Implications for freshwater planning				
			Positive, no or minimal implications		Uncertain or moderate implication	
NPS-FM 2014 (status quo)	Main driver of Freshwater Futures programme, requirement to set objectives and limits for freshwater quality and quantity by 2025 (or 2030 under certain conditions).					
Clean Water proposals, including suitability for swimming targets as explained in MfE's letter (28/2/17)	Suitability for swimming targets and recreational values	Need to be given effect under Freshwater Futures programme. Potentially onerous requirements in Minister Smith's letter to develop draft targets by October 2017, ahead of a collaborative process, and continuous improvement beyond targets to compensate for regions with relatively poor water quality. Inconsistencies between letter, consultation document and website make assessment of implications difficult. Additional monitoring is needed to meet daily monitoring requirements and associated resourcing. Opportunity for a region-wide water quality plan change to accommodate these targets.				
	<ul style="list-style-type: none"><li>- Monitoring macro-invertebrates</li><li>- Maintain or improve quality</li><li>- Managing N and P</li><li>- Economic wellbeing</li><li>- Infrastructure</li><li>- Coastal lakes &amp; lagoons</li><li>- Te Mana o Te Wai</li></ul>	Minimal implications, largely consistent with current practice or easily accommodated within Freshwater Futures programme.				
	Monitoring values including through Maturanga Māori	Practical implementation of this monitoring could be challenging.				
	Stock exclusion regulations	Opportunity to remove any stock exclusion provisions from Plans if less onerous than proposed regulations.				
Resource Legislation Amendment Bill (as reported back from Select Committee on 6 March 2017)	Mana whakahono a rohe/iwi participation arrangements	Consistent with current tangata whenua engagement practices.				
	Single development and consultation process for national direction	Shorter process for the government to make national direction or changes to existing national direction (e.g. NPS-FM), could be a double-edged sword.				
	Collaborative planning process	Providing explicitly for an alternative to the current Schedule 1 process. If Council decided on a collaborative approach then this path could be used.				
	Streamlined planning process	More flexibility for Councils to tailor process to issues being considered.				
	Use of models in plans	Better provision for use of models like OVERSEER, which are essential in freshwater management. Supports Council's approach in Lake Rotorua Nutrient Management Plan Change 10.				
	National planning standards	Prescribing the form and some content of Regional Plans, again could be a double edged-sword.				

## Appendix 3: Council's Current Approach to Implementing the National Policy Statement for Freshwater Management

### 1 Summary

This paper provides a brief update on the Bay of Plenty Regional Council's current approach to implementing the National Policy Statement for Freshwater Management 2014 (NPS-FM) by 2025 given the national and regional context explained previously. Topics covered include past Council decisions, the current adaptive approach, engagement, and extension of timeline.

### 2 Context

This section of the report provides background to Council's current approach to implementing the NPS-FM.

#### 2.1 Regional Adaptive Approach

Council adopted an adaptive two stage approach to implementing the NPS-FM in October 2012.

- *Stage 1* - Region-wide Water Quantity Plan Change 9 addresses regional water allocation issues by providing interim limits, metering and reporting framework, and improving water allocation and use efficiency across the region.
- *Stage 2* - Implementing the NPS-FM across nine surface-water catchment based WMAs across the region, starting with the Rangitāiki WMA and the Kaituna-Pongakawa-Waitahanui WMA (Plan Change 12).

#### 2.2 Key Decisions of Council

Council has made a number of key decisions regarding NPS-FM implementation which are summarised in Attachment A.

Of particular note are Council's decisions to:

- **Maintain** - A policy approach that seeks to prevent future decline in freshwater resources as a priority for setting limits and rules. The 'maintain' approach was based on surface water quality being reasonably good (A and B bands) with respect to the attributes and bands in the NPS-FM National Objective Framework (NOF).
- **Involve** – The approach to engaging both the community and iwi/hapu in the WMA work. "Involve" indicates that Council is committed to working with the community and iwi/hapu to develop water quality and quantity limits. Staff retains responsibility for policy formation and will develop policy iteratively involving the community and iwi/hapu. Council retains decision making authority.

### 3 Water Management Area Approach

#### 3.1 National Objectives Framework

The process for developing water quality and quantity limits is outlined in the NOF of the NPS-FM and summarised in Figure 1. The NPS-FM amendments do not change this process.

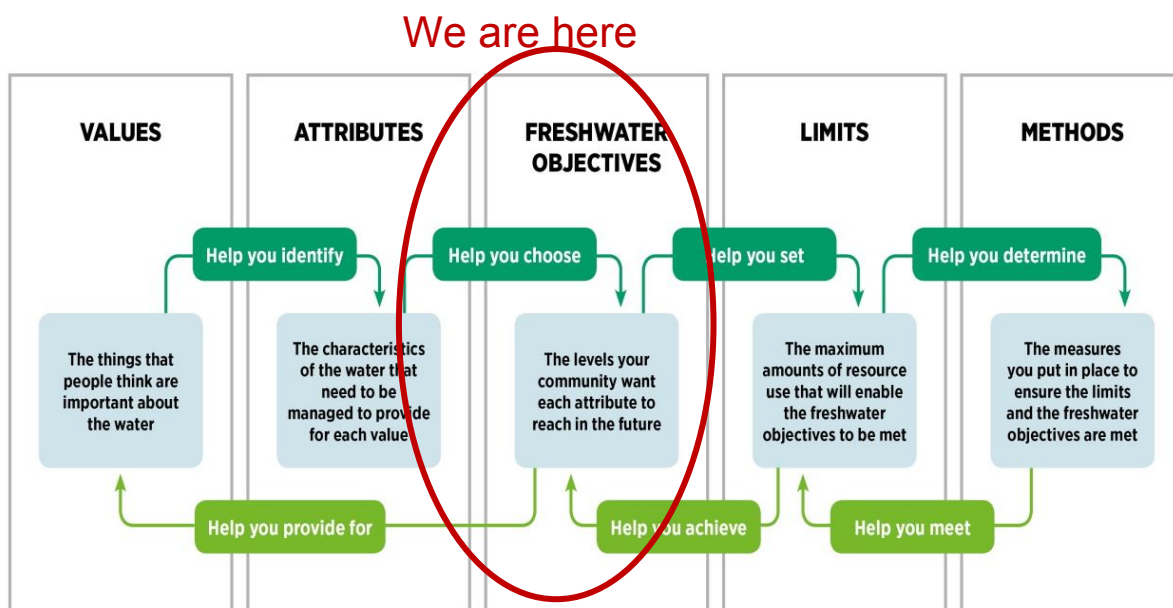


Figure 1: Steps for Implementing the National Objectives Framework in the National Policy Statement for Freshwater Management 2014

Work on the Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs (Plan Change 12) has included current state science assessment and gap filling, the identification of values, and development of draft Freshwater Management Units (FMUs) with Council, Te Maru o Kaituna, the Rangitāiki River Forum, iwi and hapū, key stakeholders and Community Groups. Work is progressing on catchment modelling, accounting systems, the social, cultural and economic base, identifying attributes, and starting to develop objectives.

The general approach to developing objectives for water quality and water quantity starts with recognising the health of the water, and then considers human effects on water resources. This approach has been reinforced by the recent changes to the NPS-FM regarding Te Mana o Te Wai and reflects Council's vision Thriving together – mo te taiao, mo ngā tangata. An outline of this approach is in Attachment B and is summarised in the following key steps:

1. Identify current “acceptability of in-river values” through science and community engagement.
2. **In-river values:** Identify the water quality and quantity needs and preferences for these in-river values. This recognises Te Mana o te Wai<sup>1</sup>. At this stage, the acceptable water quality level may be expressed as a range, rather than a specific number.
3. **Use values:** Identify the water quality and quantity needs and preferences of freshwater use (eg. hydro-electric generation, crop irrigation or point source discharges) now and in the future (as scenarios). **Model** current and future water quality and quantity under current and future land and water use scenarios to identify likely effect on freshwater needs and preferences.
4. **Draft freshwater objectives:** Identify whether a measurable water quality and quantity range can be set which serves *all values*, or otherwise where the needs and preferences of values conflict. Establish a decision-making framework for assessing objectives based on understanding estimated costs and benefits for each value.
5. **Possible management options:** Identify and assess management options to achieve the objectives. Revisit objectives if management options are not practicable or affordable.

<sup>1</sup> Te Mana o te Wai protects the mauri of the water. It recognises the connection between water and the broader environment.

**6. Approve final freshwater objectives and management options** for inclusion in the draft plan change.

The adaptive approach to this project provides opportunities to weave in new draft requirements such as those provided in MfE's Clean Water consultation document. Some proposed changes are already accommodated within the above objective setting approach such as providing for economic well-being in the context of limits, monitoring macro-invertebrates and recognising the need for involvement of communities. More details outlined in the parallel workshop paper on 'the national scene and our role'.

As mentioned previously setting regional swimmability targets is best accommodated within a region wide water quality plan change as outlined in the 'Future Options' paper.

Staff seeks Council's direction on the proposed approach to objective setting.

### **3.2 Resource Management Issue Identification**

As the project progresses, a number of resource management issues have been identified and collated for the Kaituna-Pongakawa-Waitahanui and Rangitāiki WMAs, as outlined in Attachment C. Key issues include nutrient enrichment and sedimentation in sensitive estuaries (causing declining ecological condition) and some (or parts of) freshwater bodies, declining water quality trends, existing over-allocation and demand for future use, bacterial levels are not acceptable for safe swimming at some locations.

These key issues in the catchments reveal that objectives and management options will need to go further than maintaining the status quo; to halting declining water quality trends, improving water quality in estuary catchments in particular, and addressing allocation pressures. This introduces more complexity, tensions and trade-offs to the process. It will potentially affect water and land users more than first assumed when the "maintain" approach was endorsed.

Additional time is needed to work through the implications for addressing these issues. Section 3 of this report examines the additional 12 month extension required to complete this work.

### **3.3 Lessons Learnt**

We have learnt a number of lessons from national and regional experiences. The adaptive approach in the development of Plan Change 12 has accommodated these lessons. A summary of some key lessons include:

- The importance of engagement from the early stages of development of a draft plan change, as is underway in the Plan Change 12 project. The recent proposed changes to the NPS-FM reinforce the early engagement approach.
- The need to tailor iwi and hapū engagement in order to get the most active involvement. For the Plan Change 12 project a letter asking who and how iwi prefer to be involved was sent out and is being followed up by staff. Section 2.5 of this report contains further details.
- The importance of having process review points/'stop and steer' moments allows Council to adapt (where necessary or appropriate). These help staff check programme and project efficiency and effectiveness, and approach. Process review points/'stop and steer' moments are planned progressively during development of Plan Change 12 and this workshop is one example of one.
- Understanding and streamlining processes e.g. key decisions to 'involve' the community and iwi in developing water quality and quantity limits rather than collaborate.

- Community Group meeting efficiencies through the reduction of meetings in 2016/17 from six to four.
- Several Councils have invested heavily in complex models. The modelling approach to Plan Change 12 is flexible and tailored to suit to the project.
- Freshwater management work is complex and can cause delays between community group engagements. So when starting a new Water Management Area Council will, with the benefit of experience working in the first two WMA's in the Plan Change 12 project, spend time: completing substantial desktop analysis; preparing planning/assessment frameworks; and, preparing engagement materials before establishing and launching engagement.

### 3.4 Water Management Area Engagement

A number of parties have been identified that need to be engaged with including: co-governance bodies, Te Urewera Governance Body, iwi and hapū, territorial local authorities, key stakeholders, local individuals, industry organisations and NGOs, and the general public (see Attachment D).

Engagement to date has included the following:

- Co-governance bodies – updates, advice and approval/endorsement.
- Four community workshops with the WMA community groups.
- Hui-a-iwi – three in Rangitāiki WMA and two in Kaituna-Pongakawa-Waitahanui WMA.
- Regional Water Advisory Panel and Territorial Local Authority Freshwater Group – regular update presentations and feedback.
- Public – Freshwater Flash newsletter circulation. Public drop-in event in each WMA after the first community group workshop. Web pages contain project and catchment information.

Further details about engagement to date are contained in Attachment D. Future engagement and communications for the two WMAs is outlined in the Table below.

**Table 1: Future engagement outline for Plan Change 12**

Stage in planning process development	Values	Objectives	Scenarios	Management options	Draft Plan Change	Propose Plan Change
		Current	Late 2017		Early 2018	Late 2018
Engagement groups						
Community Group workshops	Workshop	Workshop 5	Workshop 6	Workshop 7, 8	Workshop 9 prior to Council approval	
Hui-a-iwi		Hui 3		Hui 4		
RWAP/TLA Forum	Provide update and seek advice	Provide update and seek advice	Provide update and seek advice	Provide update and seek advice	Provide update and seek advice prior to approval	Provide update and seek advice prior to adoption
Iwi/hapū		Approx. 1-2 meetings each over this period to seek specific input/feedback			Feedback	Submissions
Key stakeholders						
Affected parties				Publicity and Meetings		
Public				Publicity and meetings		
Governance and decision making						
RRF/TMOK	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Formal position/ approval	Formal position/ approval
RDD	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Update, steering, “in principle approvals”	Formal approval	Adopt

### 3.4.1 Water Management Area Iwi and Hapū Engagement

There are 21 iwi with interests in the Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs and 98 hapū associated with these iwi (but not all have interests in the two WMAs).

An Iwi and Hapū Engagement Plan for the two WMAs has been developed. Building on lessons learnt from other processes (Region-wide Water Quantity Proposed Plan Change and the Regional Coastal Environment Plan Appeal), Council has recently written to iwi, to ask them how they want to be engaged with in the development of water quality and quantity limits, before finalising appropriate and reasonable future engagement. Options include:

- Iwi membership on WMA community groups
- Catchment Hui – Open to all Hapū, Iwi, Māori Land owners, Trusts (this is the same as the Hui-A-Iwi approach used in Phases 1 and 2 of the PC12 process)
- Face to Face Hui
- Iwi/Hapū send a video clip
- Other forms of engagement/consultation to be considered including Pop-Up Hui, Social Media, Website Feedback Facilities, online questionnaires.

## 4 Updated Timeline

The Regional Direction and Delivery Committee (RDD) adopted and publicly notified a timeline for progressive implementation of the NPS-FM in December 2015 as shown in Attachment E. This showed that decisions on for Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs Plan Change 12 were anticipated in 2017/2018.

The development of Plan Change 12 is Council's first full implementation of new national policy, requiring new policy, technical and engagement frameworks. As the Plan Change 12 project has progressed and as a body of experience and approaches develops throughout New Zealand, staff are able to clarify, refine and itemise next steps in more detail, for technical and policy teams in Council.

The next phase of work for Plan Change 12 will take longer than first anticipated (an extra 12 months) due to a number of factors outlined in Section 2.2 and in Attachment F. Council may need to notify an amended timeline and end date. This is discussed in the next paper on 'future options'.

The new timeframe is as follows:

September 2016 – December 2017	September 2017-March 2018	April 2018 – June 2018	July 2018 – June 2019
Phase 3:	Phase 3:	Phase 3:	Phase 4:
<ul style="list-style-type: none"> <li>• <i>Model selection and building</i></li> <li>• Objectives</li> <li>• Scenarios and options</li> <li>• Assessment and decisions</li> <li>• <i>Engagement</i></li> </ul>	<ul style="list-style-type: none"> <li>• Plan drafting</li> </ul>	<ul style="list-style-type: none"> <li>• Consultation on draft</li> <li>• Amendments</li> </ul>	<ul style="list-style-type: none"> <li>• Notify proposed plan</li> <li>• Submission analysis and reporting</li> <li>• Hearings</li> <li>• Decisions</li> </ul>

**Table 2: The updated timeframe proposed for Plan Change 12.**

Implications of this extended timeline are still being considered, including what can be accommodated within the existing budget and what (if any) would need to be sought through the Long Term Plan process. Further details including indicative costs will be brought to RDD prior to the request for a decision.

## Attachment A: Past RDD Decisions on Implementing NPS-FM

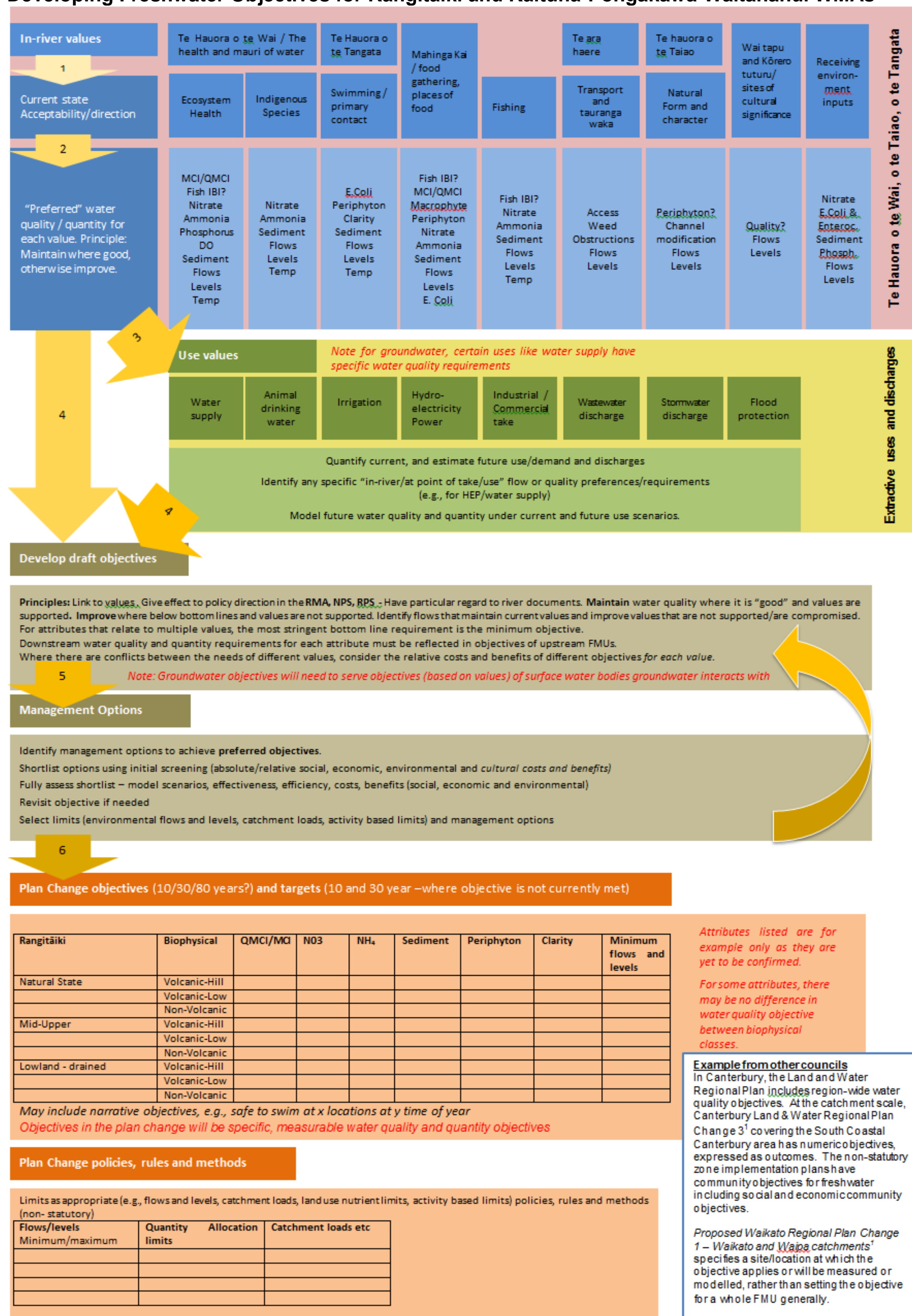
Date	Meeting	Decision / Direction
Oct 2012	Strategy, Policy & Planning	Adopted BOPRC phased implementation for the National Policy Statement for Freshwater Management, noting that given the complexities and uncertainties around this model, Council will take an adaptive management approach focusing on priority areas and risk.
Oct 2012	Strategy, Policy & Planning	Noted that the new Strategy document is not a document for public consultation and will provide a simple, concise and overarching statement for Council.
Jun 2013	Operations, Monitoring and Regulation	Water Allocation status report received.  Noted a number of improvements that are being made to council systems, processes and policies to better manage water allocation in Bay of Plenty.
Aug 2013	Strategy, Policy & Planning	Adopted Water Management Areas.
Feb 2014	Regional Direction & Delivery	Agreed that staff will develop a Regional Water Management Strategy with input from the proposed Regional Water Advisory Panel and will make the Strategy publically available once complete.
Feb 2014	Regional Direction & Delivery	Approved in principle the establishment of a Regional Water Advisory Panel to provide advice and recommendations on the Regional Water Management Strategy, and other regional issues.
Feb 2014	Regional Direction & Delivery	Agreed to commence catchment based delivery of the NPS-FM for Freshwater Management in the Rangitāiki and Kaituna-Pongakawa-Waitahanui Water Management Areas.  Total additional approved budget of \$990,000 for the two WMAs.
Jun 2014	Regional Direction & Delivery	Council endorsed proposed Regional Water Advisory Panel membership.
Aug 2014	Regional Direction & Delivery	Confirmed community group terms of reference.  Noted the list of members on the community group selection panel will be reported back to this committee.
Dec 2014	Regional Direction & Delivery	Agreed that <i>Involve</i> (Schedule 1 process) is the preferred approach for working with communities in the limit setting process.  Approved staff commencing a procedure to establish community groups in the Rangitāiki and Kaituna/Maketū/Pongakawa Water Management Areas.  Sought advice from Komiti Māori together with that of Council Chairman and Chief Executive on how best to progress water limits within a co-governance decision-making context.

May 2015	Regional Direction & Delivery	<p>Endorsed the use of the 'protect what we have' / 'maintain' approach as a start point for planning in the water management areas.</p> <p>Endorsed the non-statutory programme co-ordination approach as a framework for wider community discussions.</p> <p>Noted the feedback from the Rangitāiki River Forum and Te Maru o Kaituna River Authority regarding the community groups terms of reference.</p> <p>Confirmed community group terms of reference.</p> <p>Noted the list of members on the community group selection panel will be reported back to this committee.</p>
Jul 2015	Regional Direction & Delivery	<p>Agreed that the Draft plan change for Water Quantity and Allocation be released for feedback from the community.</p> <p>Agreed that a regional councillor member for each freshwater community group is appropriate.</p> <p>Confirmed that the Selection Panels are responsible for making decisions on Freshwater community group membership including the Chair of the Regional Direction and Deliver Committee.</p>
Sept 2015	Regional Direction & Delivery	<p>Agreed that in light of recent legal advice, our tāngata whenua involvement plan is updated.</p> <p>Agreed that a symposium* of elected members (for all territorial authorities and regional council) within the Bay of Plenty region is organised by BOPRC staff.</p> <p>*about freshwater advice and decision-making.</p>
Dec 2015	Regional Direction & Delivery	<p>Adopted the revised Bay of Plenty Regional Council Implementation Programme for the National Policy Statement for Freshwater Management 2014.</p> <p>Approved public notification of the revised Bay of Plenty Regional Council Implementation Programme for the National Policy Statement for Freshwater Management 2014.</p>
Mar 2016	Regional Direction & Delivery	<p>Approved the draft principles for values setting for further discussion during community group, iwi/hapū and other engagement, as outlined in the March 2016 report.</p> <p>Approved the draft principles for Freshwater Management Unit development for further discussion during community group, iwi/hapū and other engagement, as outlined in the March 2016 report, with minor amendment to include "and aggregated where possible".</p>
23 Jun 2016	Regional Direction & Delivery	<p>'Freshwater Futures: Value setting and Freshwater Management Unit update' report received.</p> <p>Noted progress made on value setting and identification of Freshwater Management Units and upcoming engagement on these.</p>

8 Jun 2016	Regional Direction & Delivery	<p>Preparation of the Proposed Region-wide Water Quantity Plan Change report received.</p> <p>Approved changes to the Proposed Region-wide Water Quantity Plan Change resulting from the 5 May workshop and review as described (and attached) in the report.</p> <p>Directed staff to prepare a revised Allocation Status Report including the methodology for determining ground water recharge.</p> <p>Directed staff to revise provisions for metering and reporting of water takes in the Proposed Region-wide Water Quantity Plan Change being prepared for adoption at the 9 August 2016 RDD meeting so that:</p> <ul style="list-style-type: none"> <li><b>a)</b> all surface water takes requiring resource consent are metered and required to report daily unless a lesser frequency of reporting is consistent with Policies 73, 76, 80 and 80A.</li> <li><b>b)</b> metering and monthly reporting is required for all water takes, including those permitted or allowed by the RMA as stock drinking water if the total daily volume used on a property exceeds permitted activity volume.</li> </ul> <p>Directed staff to continue development of the Section 32 Evaluation Report and the Allocation Status Report for adoption at 9 August 2016 RDD meeting.</p> <p>Noted that staff will present the Proposed Region-wide Water Quantity Plan Change for adoption at the 9 August RDD meeting.</p>
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Aug 2016	Regional Direction & Delivery	<p>Adoption of Region-wide Water Quantity Proposed Plan Change 9 to the Operative Bay of Plenty Regional Water and Land Plan report received.</p> <p>Confirmed that it is satisfied that the requirements of the Resource Management Act 1991, relating to the preparation of Region-wide Water Quantity - Proposed Plan Change 9 to the Operative Bay of Plenty Regional Water and Land Plan up to its public notification stage have been met.</p> <p>Confirmed that it is satisfied that the requirements of Section 32 of the Resource Management Act 1991 have been met and recommends adoption of the Section 32 Report to the Operative Bay of Plenty Regional Water and Land Plan. (Section 32 report is attached as a supporting document and includes the Implementation Requirement report).</p> <p>Approved the Region-wide Water Quantity - Proposed Plan Change 9 to the Operative Bay of Plenty Regional Water and Land Plan for public notification on 18 October 2016 pursuant to the requirements of Schedule 1 of the Resource Management Act 1991.</p> <p>Approved the release of the Implications for Maori Report and Feedback Summary Report.</p> <p>Noted that the Assessment of Water Availability and Estimates of Current Allocation Levels report will be released when Proposed Plan Change 9 is adopted.</p> <p>Delegated to the General Manager, Strategy and Science the authority to approve any minor changes, including grammar, formatting, consistency checks and other minor changes to Proposed Plan Change 9, the Section Regional Direction and Delivery Committee Tuesday, 9 August 2016 32 Report, supporting documents and guidance documents prior to notification.</p> <p>Noted that the period for submission is to be extended to 30 working days and that the Hearing Committee will be appointed following receipt of submissions.</p>
21 Sept 2016	Regional Direction & Delivery	<p>Draft Freshwater Values and Management Units report received.</p> <p>Approved in principle the draft regional freshwater value set for use in the next steps of NPS-FM implementation.</p> <p>Approved in principle the draft freshwater management units for Rangitāiki and Kaituna-Pongakawa-Waitahanui Water Management Areas for use during the next steps of the NPS-FM implementation.</p>
23 Feb 2017	Regional Direction & Delivery	<p>National Policy Statement for Freshwater Management Implementation - Progress Report for 2016 report received.</p> <p>Noted that Council is currently progressing NPS-FM implementation as scheduled.</p>

## Attachment B: Developing Freshwater Objectives for Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs



## Attachment C:

# Issues in Rangitāiki WMA and Kaituna-Pongakawa-Waitahanui WMAS

Science and community engagement reveals the key issues listed below for the respective WMAs. Work is progressing on assessing our evidence base, uncertainties, scale and significance of these issues and their causes. Tables here outline community group feedback on the acceptability of the current state of in-river values in the WMAs, and their concerns and suggestions where they consider water bodies to be degraded.

### Kaituna-Pongakawa-Waitahanui Water Management Area

In Kaituna-Pongakawa-Waitahanui Water Management Area, estuary values will be a key driver for improving freshwater quality (reducing contaminants), because they are very sensitive to contaminant and flow inputs from freshwater bodies (more so than most freshwater values). Substantial reduction in nutrient and sediment may be needed in order to stabilise or improve estuary health, or even to prevent further decline. Objectives may need to seek improvement in water quality, which will require nitrogen, sediment (in some tributaries) and potentially microbial pathogen inputs from land use to be addressed.

1. Ecological health, mahinga kai, cultural and recreational values are significantly degraded in Maketū and Waihi estuaries. Nutrient (nitrogen and, to a lesser extent, phosphorus), sediment, and faecal contaminants from the catchment and modified freshwater flows are key stressors<sup>1</sup>.
2. Nitrates are increasing at all monitored river and stream sites in the Kaituna, Pongakawa and Waitahanui catchments<sup>2</sup>. Current and potential land use change and intensification (and historic changes in the last few decades) pose a significant risk that nitrogen levels will continue to increase for some time, potentially affecting ecological health, amenity and recreation values in freshwater bodies.
3. There is increasing water demand for agricultural/horticultural and municipal uses in Kaituna catchment and Waihi Estuary catchment, and this has potential to cause adverse effects on ecological cultural and recreational values. Current allocation significantly exceeds current region-wide water allocation limits in several sub-catchments and in the Kaituna aquifer<sup>3</sup>.
4. Soil phosphorous levels (using Olsen-P) under kiwifruit have increased significantly from 71 to 106 mg/kg between 1999/2000 and 2009 and the risk of runoff to water bodies is high, with potential effects on receiving environment ecological values. Olsen-P levels on dairying soils have also increased. Other soil quality issues include the increasing mineralisable N concentrations in dairying soils with the mean now above the target band, increasing the risk of N leaching, and the high anaerobically mineralisable N on sheep and beef soils<sup>4</sup>.
5. Sediment monitoring data for high flow events is limited. Community group members expressed significant concern about sediment affecting water quality and river substrate particularly in Waihi Estuary catchment. The majority of this sediment load is likely to be generated in high rainfall events for which there is currently limited data available.

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<sup>1</sup> Donald, Rob (2016). Ecological Health of Waihi Estuary. Agenda Report to Bay of Plenty Regional Council's Regional Direction and Delivery Committee, 31 March 2016.

<sup>2</sup> Scholes, P. and Carter, R. (2015). Freshwater in the Bay of Plenty – Comparison against the National Objectives Framework. Bay of Plenty Regional Council, Environmental Publication 2015/04. ISSN: 11750-9372 (Print), 9471 (Online). April 2015.

<sup>3</sup> Kroon, Glenys (2016). Assessment of water availability and estimates of current allocation levels October 2016. Bay of Plenty Regional Council

<sup>4</sup> Carter, R., Suren, A., Fernandes, R., Bloor, M., Barber, J., and Dean, S. (2015). Kaituna-Pongakawa-Waitahanui Water Management Area: Current State and Gap Analysis. Bay of Plenty Regional Council Environmental Publication 2016/01. ISSN: 1175-9372(print),ISSN: 1179-9471 (online). March 2015.

[http://www.boprc.govt.nz/media/99812/2010\\_22\\_soil\\_quality\\_in\\_the\\_bay\\_of\\_plenty\\_2010\\_update.pdf](http://www.boprc.govt.nz/media/99812/2010_22_soil_quality_in_the_bay_of_plenty_2010_update.pdf) (Guinto/BOPRC, 2010)

6. Indigenous fish species are impacted by structural changes to/loss of habitat and obstacles to fish passage, and also by water quality, changes to flow regime and possibly harvesting
7. Monitoring results available for some recreation sites show *E. coli* concentrations do not meet the *current* minimum acceptable state for swimming (full immersion) stated in the NPS-FM (Pongakawa River at SH2, and Waitahanui River at SH2). Information is being reviewed in light of the proposed amendments in Clean Water 2017. Community group members in the WMAs and nationally are strongly voicing the expectation that all freshwater bodies should be safe to swim in. Some popular swimming spots are not monitored, and State of the Environment monitoring indicates that some of these sites may also not meet the current safe swimming standard. The lower reaches of the Kaituna River are an example of this<sup>5</sup>.
8. Mahinga kai and natural character values are significantly impacted by water quality and waterbody modification (drainage schemes) in the lower Kaituna catchment and lower reaches of rivers draining to Waihi Estuary. Community groups show strong support for restoration of whitebait spawning areas and natural character while acknowledging the need for flood and drainage schemes. The safety of eating watercress gathered from the lower Kaituna and its tributaries, and the tributaries of Waihi Estuary, are likely to be an issue, but have not yet been fully evaluated.
9. Ecological health, measured using the Macro-invertebrate Community Index, is generally lower in streams/rivers draining pasture and urban areas, although most of the decline in condition is historic (ie indicators have stabilised). In some areas, particularly the upper Pongakawa, indicators show improving trends.

#### Community views of issues in Kaituna-Pongakawa-Waitahanui WMA - findings to date:

Assessing Freshwater Values in draft FMUs	Community views of issues related to freshwater values in the area
Maketū Estuary (non FMU)	<p><b>Ecosystem health:</b> Siltation, weed growth, sea lettuce, gut weed, filamentous algae problems. Only small remnants of sea grass left.</p> <p>Dramatic loss of pipi, cockles, flounder, whitebait, kuku and tuangi. Sometimes not safe to eat.</p> <p><b>Wai tapu:</b> Highly significant food bowl and sacred rock. Return of flow is culturally very important.</p> <p><b>Transport:</b> Sedimentation &amp; silt restricting channels in estuary. Only single access through Maketū boat ramp.</p> <p><b>Natural character:</b> Dramatically altered.</p> <p><b>Swimming in upper estuary:</b> Currently not acceptable</p> <p><b>Mahinga kai and fishing:</b> Currently not acceptable</p> <p><b>Species:</b> Currently not acceptable</p>
Waihi Estuary (non-FMU receiving environment)	<p><b>Ecosystem:</b> Slime, silt, stinks. Seagrass has retreated and is covered with algae. Pukehina septic tank leakage and drain inputs from surrounding dairying and kiwifruit land. Lack of tree cover and riparian planting. Lack of connected wetland habitats.</p> <p><b>Species:</b> Fewer birds, pest plants prevalent. Reduced habitat. Need information.</p> <p><b>Swimming in upper estuary:</b> Faecal matters Enterococci level, summer specific lower inflows. Slime at head of estuary and midway down. Channel becomes shallower and greater sea water intrusion.</p> <p><b>Mahinga kai and fishing:</b> Not acceptable</p> <p><b>Swimming in still tide:</b> Less acceptable</p> <p><b>Natural form and character:</b> Siltation and mangroves. Channel changes all the time.</p> <p><b>Wai tapu:</b> Faecal contamination affects food collection. Green algae decreases enjoyment.</p>
Draft Lower Kaituna	<p><b>Swimming:</b> The colour, smell, clarity deters swimming.</p> <p><b>Ecosystem:</b> Temperature too high, lack of shade, low oxygen level, high nutrients, unstable bed, high erosion.</p> <p><b>Mahinga kai and fishing:</b> Numbers of species, eels, whitebait and food safety.</p> <p><b>Wai tapu:</b> Significant sites near pumping station (Bell Rd).</p> <p><b>Naturalness:</b> Drainage, channelisation, rock walls and stop banks offers opportunity for natural</p>

<sup>5</sup> Scholes, P and McKelvey, T (2015). Recreational Waters Surveillance Report 2014/2015. Bay of Plenty Regional Council Environmental Publication 2015/2016. ISSN: 1175 9372 (Print)  
ISSN: 1179 9471 (Online)

Assessing Freshwater Values in draft FMUs	Community views of issues related to freshwater values in the area
	character enhancement.
Draft Mid-upper Kaituna	<p><b>Swimming:</b> Concerns swimming below Maungarangi Rd and Affco, and lake water.</p> <p><b>Wai tapu:</b> Baptism at Maungarangi Road, Kaituna River junction, and by the Pakatore William Farm - no longer practiced due to water quality and access.</p> <p><b>Mahinga kai and fishing:</b> Quantities of fish, whitebait and eels have reduced over the years. But spring-fed rivers including Mangorewa Stream are acceptable.</p> <p><b>Ecosystem (except Mangorewa and spring-fed rivers):</b> Periphyton growth, rising nitrate and phosphorous. Erosion concerns. Temperature too high in summer.</p> <p><b>Naturalness:</b> Drainage, channelisation, rock walls and stop banks.</p> <p><b>Transport:</b> Difficult launching between SH2 and Affco, otherwise generally acceptable.</p> <p>More knowledge needed for: Wai tapu (wai tapu and cultural significance) are site specific and iwi and hapū input required.</p>
Draft Waiari	<p><b>Ecosystem and swimming:</b> The perception is that the Te Puke wastewater treatment plant is not coping / treating sufficiently and/or has insufficient or no storage capacity.</p> <p><b>Mahinga kai and fishing:</b> Eel and whitebait numbers decline due to commercial fishing. Concerns whether watercress is safe to eat. Concern trout is moving upstream and preys on native species.</p> <p><b>Natural character:</b> Drained channelised area in lower catchment</p> <p>More knowledge needed for: Wai tapu are site specific and iwi and hapū input required.</p> <p>Further discussion and clarification needed for: swimming, naturalness, fishing.</p>
Draft Lower Pongakawa	<p><b>Swimming Wharere outlet:</b> Sometimes people get rashes swimming there. Sometimes there is an oily layer on the rivers. E.coli incidents where kids swim. More sediment.</p> <p><b>Ecosystem:</b> Little natural wetland left, silt limiting invertebrates, slime rafts. Concerns of drains and dairy effluent, lack of riparian planning, spraying drains and agrichemicals.</p> <p><b>Mahinga kai:</b> Dead kuku (mussel) beds. Fish stock reduced with now limited numbers in watercress, tuna, mullet, whitebait (including Kaikokopu, but not Wharere) and founder. No koura. Kokopu rarely sited in drains. Concerns about commercial eeling and whitebaiting and not safe to eat at all times. Concerns about septic tanks.</p> <p><b>Wai tapu (Wharere, Kaikokopu):</b> Lower Kaikokopu is shallowing with sediment.</p> <p><b>Swimming:</b> At Railway bridge Swimming Pongakawa bridge below Braemar Rd Nov/Dec – March - not good after rains and at low flow. Poor access. Concerned about sediment (sand and silt) increase, effluent management, weed encroaching.</p> <p><b>Species:</b> Lack of habitats and threatened by predators. Silt and excavation damages habitat.</p> <p><b>Natural form and character:</b> Channelised, no river meander and wetland gone.</p> <p>Further discussion and clarification needed for: Swimming, Ecosystem, Fishing, Naturalness.</p>
Draft Mid-upper Pongakawa	<p><b>Swimming:</b> Kaikokopu Canal murky at the highway, but cleaner than it was. Bank erosion but being remedied.</p> <p><b>Ecosystem:</b> Slime rafts in summer (except Kaikokopu Stream), silt/sediment after heavy rainfall events. Incomplete nitrogen data and no minimum flows.</p> <p><b>Mahinga Kai, fishing, species habitat:</b> Decrease in koura. After high rainfall, sediment came down from forest harvesting causing shallowing. Insufficient native stands on river bank. Particularly, kaoura, Kokopu (incl. giant).</p> <p><b>Transport:</b> Limited access.</p> <p><b>Wai tapu:</b> Less acceptable</p> <p>Further discussion and clarification needed for: Ecosystem.</p>
Draft Waitahanui	<p><b>Transport:</b> Too planted up to access.</p> <p><b>Naturalness:</b> Blackberry and other invasive weeds on banks. Farming, forestry and erosion have altered natural character.</p> <p>More knowledge needed for: Mahinga kai and fishing, tuna/eel, swimming and Wai tapu.</p> <p>Further discussion and clarification needed for: ecosystem, naturalness (cleaner, clearer, pumice bottom).</p>

## Summary of Kaituna community group perspectives on acceptability of the current state of in-river values – findings to date

Assessing Freshwater Values in draft FMUs	Acceptable	Less acceptable	Unacceptable	Feedback yet to be further determined
Maketū Estuary (non FMU)	Swimming when tidal flushing		Swimming in upper estuary Ecosystem health Species Mahinga kai (pipi, cockles, founders, whitebait and tuangi) Fishing Natural character Wai tapu Transport – only ramp at Maketū, channels restricted.	
Draft Lower Kaituna	Watercress (but not systematically tested) Saltwater species Transport (Te Tumu cut, Kaituna River Rd) Transport – navigable with annual Waitangi Tapuika rafting race.	Naturalness	Swimming Ecosystem Species Eels Whitebait Wai tapu	Fishing
Draft Mid-upper Kaituna	Swimming at Ōkere Falls, Swimming at Trout Pools, Swimming near Waitangi Bridge Swimming near No4 Bridge Ecosystem in spring-fed rivers Transport past long Ridge Paengaroa, and from Ōkere Falls to Sun Valley Station.  Swimming at confluence Mangorewa and Kaituna. Ecosystem in Mangorewa Stream and spring fed river. Giant kokopu and eels in gorges. Mahinga kai and fishing in Mangorewa Stream and other spring fed rivers.	Whitebait (except Mangorewa) Ecosystem (except Mangorewa)  Naturalness Transport between SH2 and Affco.  Species and kai still harvested but the volume has reduced over the years.	Swimming (below Affco and Maungarangi Rd)  Baptism at Maungarangi Road, Kaituna River junction, and by the Pakatore William Farm.	Wai tapu (wai tapu and cultural significance) are site specific and iwi and hapū input required.
Draft Waiari	Swimming above SH2 Ecosystem in upper and mid reach of Waiari catchment Longfin tuna/eel Giant kokopu Trout Transport Natural character in upper Waiari catchment	Whitebait  Mahinga kai Watercress safety Natural character in drained channelised area	Ecosystem below wastewater discharge Tuna/eel	Swimming Naturalness Fishing Wai tapu are site specific.

## Summary of Pongakawa-Waitahanui community group perspectives on acceptability of the current state of in-river values – findings to date

Assessing Freshwater Values in draft FMUs	Acceptable	Less acceptable	Unacceptable	Diverse opinion yet to be refined
Waihi Estuary (non-FMU receiving environment)		Swimming in still tide Natural form and character	Ecosystem Species Mahinga kai and fishing Swimming in upper estuary Wai tapu	
Draft Lower Pongakawa  <the area views are most diverse>	Whitebait in KPL (Wharere) Cockabullies Kahawai Ducks Wai tapu Swimming at bridge on Old Coach Road	Swimming Railway bridge Swimming Pongakawa Bridge below Braemar Rd Nov/Dec – March Watercress Tuna Mullet Whitebait (include Kaikokopu)	Swimming Wharere outlet Aquatic habitat koura Ecosystem (silt) Wai tapu (Wharere, Kaikokopu) Mahinga kai	Swimming Ecosystem Fishing Naturalness
Draft Mid-upper Pongakawa  <the area views are most similar>	Swimming at Mangatoetoe and its upstream Fly fishing Tuna Whitebait Watercress Mahinga kai Transport navigation	Swimming Ecosystem Kai, fishing, species habitat kaoura Kokopu (incl giant) Waitapu		Ecosystem
Draft Waitahanui	Whitebait Trout Kahawai Oystercatcher Mahinga kai	Access to the river		Swimming Fishing and kai Tuna/eel Ecosystem Naturalness (cleaner, clearer, bottom) Wai tapu

## Rangitāiki Water Management Area

In Rangitāiki, rising nitrogen trends will need to be halted and possibly reduced in order to address nutrient enrichment.

1. Nitrogen is increasing in the upper Rangitāiki catchment<sup>2</sup>. Potential land use change and intensification pose a significant risk that nitrogen levels will continue to increase, affecting ecological health, amenity and recreation values.
2. The Matahina and Aniwhiwa Hydro-electric power (HEP) Dam Lakes are “human made” receiving water bodies in the Rangitāiki River. Sedimentation, nutrient enrichment and resulting algal/macrophyte growth affects dam operations, ecological health<sup>6</sup> and recreational values.
3. There is current and potential future demand for water in the mid-upper Rangitāiki catchment to enable land use intensification and/or change in land use, but surface water and groundwater is fully allocated to currently consenting irrigators and the HEP schemes<sup>3</sup>.
4. There is increasing demand for water in the lower Rangitāiki River catchment and this may affect the upstream extent of the saline wedge, recreational and ecological values. Surface and groundwater are closely connected across the Rangitāiki Plains. Availability and effects are heavily dependent on the HEP scheme managed flow regime.
5. Monitoring results available for some recreation sites show *E. coli* concentrations do not meet the minimum acceptable state for swimming (full immersion) stated in the operative NPS-FM. Some popular swimming spots are not monitored<sup>4</sup>.
6. Tuna/eel and other indigenous fish species are heavily impacted by structural changes to/loss of habitat and obstacles to fish passage, and also by water quality, changes to flow regime and possibly harvesting. While this is not primarily caused by water quality and quantity management, this is a key freshwater issue for community members.
7. Sediment monitoring data is limited. The majority of this sediment load is likely to be generated in high rainfall events for which there is currently limited data available.
8. The Macro-invertebrate Community Index (MCI) values are lowest in streams/rivers draining pasture. MCI is relatively stable in Rangitāiki catchment.
9. Lower Rangitāiki River and surrounding lowlands have been heavily modified to enable farming and flood management, as well as flow regime changes by HEP dam operations, and this has had significant effects on water quality, ecosystem health and habitat.
10. Soil phosphorous levels (using Olsen-P) under kiwifruit have increased significantly from 71 to 106 mg/kg between 1999/2000 and 2009 and the risk of runoff to water bodies is high, with potential effects on receiving environment ecological values. Olsen-P levels on dairying soils have also increased. Other soil quality issues include the increasing mineralisable N concentrations in dairying soils with the mean now above the target band, increasing the risk of N leaching, and the high anaerobically mineralisable N on sheep and beef soils<sup>7</sup>.

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<sup>6</sup> Scholes, P and McKelvey, T (2015). Recreational Waters Surveillance Report 2014/2015. Bay of Plenty Regional Council Environmental Publication 2015/2016. ISSN: 1175 9372 (Print)  
ISSN: 1179 9471 (Online)

<sup>7</sup> Carter, R., Suren, A., Fernandes, R., Bloor, M., Barber, J., and Dean, S. (2015). Kaituna-Pongakawa-Waitahanui Water Management Area: Current State and Gap Analysis. Bay of Plenty Regional Council Environmental Publication 2016/01. ISSN: 1175-9372(print),ISSN: 1179-9471 (online). March 2015.  
[http://www.boprc.govt.nz/media/99812/2010\\_22\\_soil\\_quality\\_in\\_the\\_bay\\_of\\_plenty\\_2010\\_update.pdf](http://www.boprc.govt.nz/media/99812/2010_22_soil_quality_in_the_bay_of_plenty_2010_update.pdf) (Guinto/BOPRC, 2010)

## Community views of issues by FMU in Rangitāiki - findings to date:

Assessing Freshwater Values in draft FMUs	Community views of issues related to freshwater values in the area
Draft Lower Rangitāiki  (areas view are most similar)	<p><b>Mahinga kai/fishing native species:</b> whitebait and tuna, kotuku, bittern mallard, grey duck, are in decline. Lamprey, parore and kakahi were historically there but not anymore.</p> <p><b>Wai tapu:</b> Site specific, those near marae used often</p> <p>Further discussion and clarification needed for: banded kōkopu and mullet.</p> <p><b>Swimming access:</b> Concerns about low flow and or summer low flow, for pollutant concentration and sufficient depth for bridge diving.</p> <p><b>Naturalness:</b> Modified landscape with erosion, algae growth and lack of wetland vegetation.</p> <p><b>Fishing native species:</b> Concerns about gradual and sudden decline in harvest numbers, overfishing, lack of spawning area and habitat area. Concerns about tuna/eel.</p>
Draft Mid-upper Rangitāiki  (areas views are most divers)	<p><b>Swimming:</b> Not acceptable below Murupara wastewater plant</p> <p><b>Ecosystem:</b> Aquatic habitats lost through channelling/redirection the water, lack of wetland and riparian margin. Problem with weed – blackberry, gorse and aquatic weed.</p> <p><b>Mahinga kai/fishing native species:</b> Diminishing number of Whitebait and Koura perceived to be caused by lack of fish passage, sediment/silt. Concerns about longfin tuna. Mallard and grey duck numbers are also in decline but not sure why.</p> <p><b>Wai tapu:</b> Murupara sewage pond discharge affected the taniwha sites, offensive nature of effluent entering freshwater.</p> <p>Further discussion and clarification needed for: local specialist knowledge required for wai tapu sites of cultural significance, Kotuku (shag and bittern)</p> <p>Mallard and grey duck decline, transport.</p>
Draft Natural State Rangitāiki	<p><b>Species:</b> Reduced numbers in tuna, koura, koaro, kokopu, galaxids and whitebait, and perceived to be caused by barriers to the migration cycle, trout predation and sediment. Low fish numbers at Okahu Stream.</p> <p><b>Ecosystem:</b> Some tributaries are covered with algae. Little fish live found in Okahu.</p> <p><b>Wai tapu:</b> Along SH38 the road works removed habitats. Concerns with erosion, gravel flow and natural hazard event.</p> <p>Further discussion and clarification needed for: ecosystem in tributaries, Koura and Shags. Wai tapu and Transport values require tangata whenua knowledge.</p>

## Summary of Rangitāiki community group perspectives on acceptability of the current state of in-river values - findings to date

Assessing Freshwater Values in draft FMUs	Acceptable	Less acceptable	Unacceptable	Diverse opinion yet to be refined
Draft Lower Rangitāiki  (areas view are most similar)	Swimming in Te Teko Swimming in Thornton outlet Watercress Kahawai Transport	Swimming access Naturalness modified Ecosystem Fishing native species Tuna/eel	Whitebait kotuku, bittern, mallard, grey duck, lamprey, parore and kakahi	Mahinga kai Mullet Banded kokopu Wai tapu – site specific, those near marae used often
Draft Mid-upper Rangitāiki  (areas views are most divers)	Swimming yet needs improvement Rafting Watercress Trout Whio	Longfin eel/tuna Naturalness	Swimming below Murupara wastewater plant) Ecosystem at riparian margin Mahinga kai/fishing native species Whitebait Koura	Kotuku (shag and bittern) Mallard and grey duck decline Wai tapu – local specialist knowledge required Transport
Draft Natural State Rangitāiki  The waterbodies in the areas in the Rangitāiki	Swimming Trout Whio Wai tapu (Mangamate	Kokopu (incl giant) in RNS Transport RNS	Ecosystem in Okahu Species – fish migration barriers Longfin eel (migration	Ecosystem – depending on the tributary Koura

catchment that has connected rivers, streams and lakes that that the water quality had been classified as Natural State since 2008.	waterfall, Te Whatai nui a Toi Canyon)		barrier) Whitebait (incl. Galaxid, koaro) Waitapu RNS (along SH38)	Shags Wai tapu value requires tangata whenua knowledge Transport
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## Attachment D: Rangitāiki WMA and Kaituna WMA NPS-FM Engagement

The following list includes parties with an interest in freshwater management in the Rangitāiki and Kaituna/Maketū-Pongakawa/Waitahanui WMAs.

Parties with an interest	Parties in Rangitāiki WMA include:	Parties in Kaituna-Pongakawa-Waitahanui WMA include:
Co-governance bodies	Rangitāiki River Forum	Te Maru O Kaituna
Te Urewera Governance Body, secretariat and operational arm	Te Urewera Board and Te Uru Taumatua	
Iwi and hapū - Also related Māori land trusts and iwi corporate arms	Iwi: Ngāti Whare, Ngāti Manawa, Ngāi Tūhoe, Ngāti Hineuru, Ngāti Tahu Ngāti Whaoa, Patuheuheu Ngāti Haka, Ngāti Awa, Ngāti Māhino, Ngāti Tūwharetoa BOP, Ngāti Rangitahi	Iwi: Ngāti Pikiao, Ngāti Rangiwewehi, Ngaiterangi, Waitaha, Ngāti Ranginui, Ngāti Pūkenga, Tapuika, Raukawa, Ngā Potiki Ngāti Awa, Ngāti Māhino, Ngāti Tūwharetoa BOP, Ngāti Rangitahi
District Councils	Whakatāne, Taupō, Rotorua	Western Bay of Plenty, Tauranga, Rotorua, Whakatāne
Stakeholder organisations with a disproportionately large individual interest in the WMA	Trustpower Ltd, Southern Energy Generation, Fonterra Dairy Processing, Lochinvar Station, Landcorp, CNI Holdings Ltd	Affco, Pukepine
Local individuals/groups with an interest in water use or land use affecting water (affected by changes to freshwater management regulation)	Farming, forestry, horticulture, recreational users (boating, fishing/food gathering), environmentalists, urban (Te Puke), waka ama clubs etc.	
Industry organisations and NGOs (regional/national)	Horticulture NZ, Beef and Lamb NZ, Dairy NZ, Fish and Game, Forest and Bird, Forestry Association, Irrigation NZ, Department of Conservation, Bay of Connections, Forestry/Wood processing, Federation of Māori Authorities members	
General public (WMA and regional)	All	

## Engagement To Date

Engagement to date is summarised in the following table. Community group member attendance is high, as is commitment, capacity building and goodwill which will be a valuable foundation as more challenging discussions are yet to come. The groups are a valuable think tank and sounding board in this process, but will not replace the need for direct consultation with affected stakeholder groups/organisations at key points as would be usual in any plan development process. It is not anticipated that the community group process will result in no submissions in opposition to a proposed plan change, but may result in clarifying areas of agreement, narrowing areas of disagreement, improving the plan change and submissions, as well as building understanding in the broader community. The relationship building and community championship aspect of the process is difficult to quantify but strongly recognised by staff as valuable.

Engagement group	Engagement activities
Community Groups	Four workshops with each of three community groups whose membership reflects the range of community interests in their catchments. Topics covered include: identifying values, Freshwater Management Units, current state and gaps, and “acceptability” of in-river values (towards objective setting).
Hui-a-iwi	Three Hui-a-iwi in the Rangitāiki WMA and two in the Kaituna-Pongakawa-Waitahanui WMA for all iwi and hapū with an interest in the catchments. The first were publicly advertised. Direct invitations were sent for the second. Topic covered included: values, current state and gaps.
Regional Water Advisory Panel and Territorial Local Authority Collaborative Forum	Regular update presentations and discussion. We are now working with industry organisations on data inputs for modelling (e.g., land use layer and nutrient input assumptions) and potential future scenarios (e.g., growth predictions for their sectors).
Te Maru o Kaituna and Rangitāiki River Forum	Regular updates and request for approval/endorsement prior to reporting to RDD for approval. Reports explain the relationship of each stage with river documents.
Public	Freshwater Futures web-page. One public drop-in event was held in each WMA after the first community group workshop to gather input on values and future trends. Attendance was low so these were discontinued. Public engagement is planned to occur later in phase 3 when issues and implications are clearer. Freshwater Flash (regional circulation to a growing contact list): Some very brief updates have been included in this quarterly online newsletter.

## Attachment E: Publicly Notified Timeline for NPS-FM Implementation

In December 2015, Council adopted and publicly notified a progressive implementation programme of time limited stages by which it will fully implement the National Policy Statement for Freshwater Management 2014 (NPS-FM) across nine Water Management Areas (WMAs) in the region, by 31 December 2025 (Table 1). The notified timeline included a caveat that the order of the next WMAs following Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs would be decided at a later date. This decision will be made by RDD on 29 March 2017.

**Table 1: Time limited stages for progressive implementation of the National Policy Statement for Freshwater Management 2014 in the Bay of Plenty Region by 31 December 2025**

Delivery year NPS-FM 2014 implementation programme	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Region wide water quantity plan change 9											
Kaituna- Pongakawa-Waitahanui											
Rangitāiki											
Tarawera											
Tauranga Harbour											
Rotorua Lakes											
Ōhiwa and Waiotahi											
Whakatāne and Tauranga											
Waioeka and Otara											
East Coast											

The adopted and notified programme also outlined the general implementation process for the first two Water Management Areas, as shown in Table 2. Note that:

- the steps are iterative and overlapping rather than linear; and
- some of the work involved in developing the first WMA plan changes will establish planning frameworks that may be applied to future WMAs (e.g., values and attributes templates) or region-wide. Later WMA processes may be more straight-forward in that respect.

**Table 2: Publicly notified outline of the NPS-FM implementation steps for Rangitāiki and Kaituna-Pongakawa-Waitahanui Water Management Areas, showing progress as of December 2016.**

Publicly notified outline of the NPS-FM implementation steps for Rangitāiki and Kaituna-Pongakawa-Waitahanui WMAs. ✓ shows progress made as of December 2016			Notes regarding additional work in progress
Phase 1: 12 months	Project planning and set up	<ul style="list-style-type: none"> <li>✓ Collaborative process selected (Involve)</li> <li>✓ High level planning</li> <li>✓ Governance Structure agreed</li> </ul>	
	Establish structure and processes	<ul style="list-style-type: none"> <li>✓ Develop Regional Freshwater Framework</li> <li>✓ Specific project work packages agreed</li> </ul>	

	Establish and undertake processes to recruit community group	<ul style="list-style-type: none"> <li>✓ EOI process agreed</li> <li>✓ EOI section process underway</li> <li>✓ Set up Community Groups</li> </ul>	
	Collate all existing information	<ul style="list-style-type: none"> <li>✓ Current State Project and Gap Analysis</li> <li>✓ NOF Attributes information collated</li> </ul>	
Phase 2: 12 months	<b>Baseline knowledge:</b> understand and expand on existing information; agree on what the story tells us from all perspectives	<ul style="list-style-type: none"> <li>✓ Gap filling prioritised (science)</li> <li>✓ Gap filling (social, economic, cultural)</li> <li>✓ Compelling “Story” collated – Key Messages, RARI, WMA</li> </ul>	<ul style="list-style-type: none"> <li>• Prioritised science gap filling ongoing</li> <li>• Desk top collation of social, economic and cultural baseline data completed – further analysis necessary</li> </ul>
	<b>Freshwater objectives:</b> use the National Objectives Framework to identify values, attributes and attribute states (collectively termed freshwater objectives)	<ul style="list-style-type: none"> <li>✓ Confirm values (using existing values as a starting point)</li> <li>✓ Define Freshwater Management Units</li> <li>✓ Map Values against National Objectives Framework attributes</li> <li>✓ Review attributes against current state</li> <li>• Identification of outstanding freshwater bodies</li> </ul>	<ul style="list-style-type: none"> <li>• Draft regional freshwater value set approved in principle. Values in each FMU identified. Detail and mapping continues.</li> <li>• Current state reported against NPS-FM National Objectives Framework attributes and bands (Environmental Publication 2015/4).</li> <li>• Identification and selection of additional attributes and bands for values in progress.</li> <li>• Initial work on outstanding freshwater bodies progressed. Put on hold to wait for pending MfE funded guidance document. None likely in first two WMAs.</li> </ul>
Phase 3: 12 months	<b>Assess needs:</b> does current water quality and quantity provide for identified freshwater objectives; determine the gaps and priorities for focus; determine limits/targets to explore	<ul style="list-style-type: none"> <li>• Translate into objectives (maintain approach)</li> <li>• Determine appropriate limits</li> <li>• Impacts and opportunities discussion</li> <li>• Confirm priorities and gaps</li> </ul>	<ul style="list-style-type: none"> <li>• Assessing water quality and quantity needs of in-river values, and quantifying freshwater use value requirements (including in-river) – in progress.</li> </ul>
	<b>Scenario and impact analysis:</b> detailed modelling of different options including environmental, social, economic and cultural outcomes; clarify trade-offs and balance	<ul style="list-style-type: none"> <li>• Initial modelling strategy agreed</li> <li>• Confirm level of modelling, gather additional data and analyse output with Community Group</li> <li>• Development of potential scenarios</li> </ul>	<ul style="list-style-type: none"> <li>• Investment in more sophisticated catchment modelling. Model building in progress.</li> <li>• Work initiated to estimate credible future changes in land and water use in catchments and quantify current use.</li> <li>• MfE economic capability funding secured to progress method for identifying, assessing and expressing management options, risk and uncertainty.</li> <li>• Draft resource management issues and risks statements in progress.</li> </ul>
	<b>Evaluation:</b> assessment of scenarios (use tools such as focus groups, evaluation matrix); revise and reassess as needed	<ul style="list-style-type: none"> <li>• Utilise tools to support agreement on preferred scenario</li> </ul>	
	<b>Develop policy and regulatory framework:</b> iterative process to develop and agree on the policy	<ul style="list-style-type: none"> <li>• Development of policy and rules with community group feedback</li> </ul>	

		and rule regime (limits and management options) to be included in the plan change		
		<b>Consult on framework:</b> not required but best practice to consult on this 'draft' stage prior to notification	<ul style="list-style-type: none"> <li>• Wider community consultation on 'draft'</li> <li>• Preparation of proposed plan change</li> <li>• Establish monitoring plan and accounting system and monitoring</li> </ul>	

## Attachment F: Reasons for Timeline Extension

The extension of the timeline for Plan Change 12 is largely due to changes to base assumptions made when the timeline was set, including:

- Clarification of key issues which will require improving water quality in estuary catchments in particular, and addressing allocation pressures previously mentioned.
- Pending amendments to the RMA and NPS-FM will need to be responded to. Council staff are already progressing in this area, e.g., working on the use of MCI as an indicator or attribute and incorporating swimming as a key value.
- Council is developing new planning and technical frameworks for the two WMAs. The large bulk of work, and the most challenging and complex technical and planning analysis and engagement lie ahead in this next phase of work. The work involved in collating and assessing data, improving accounting systems and methodologies, working up technical and planning approaches is significant, but will also serve to inform (and simplify) future WMA processes.
- Greater clarity about the iwi and hapū with relationships with WMAs, and their affiliated 'uri' (iwi and hapū descendants) with values and interests in the WMAs is collated in cultural baseline datasets. Providing opportunities for their involvement in PC12 and subsequent WMA processes will require Council to remain agile and clear about its obligations in implementation of the NPS-FM
- The outcomes of Regional Policy Statement change 3: Rangitāiki will need to be given effect to in draft plan change 12. The timeline for development of Kaituna he taonga tuku iho - a treasured gift to us by Te Maru o Kaituna is still to be confirmed and ideally that will be published before PC12 is drafted.