



MEMO

TO Te Kāuru Upper Ruamāhanga FMP Subcommittee
COPIED TO TKURFMP project team
FROM Graeme Campbell
DATE 29 March 2017
FILE NUMBER FMGT-8-1192

Wairarapa Scheme Governance Document

The attached document is a draft paper outlining an explanation of possible Wairarapa scheme governance structures following completion of the Te Kāuru Upper Ruamāhanga FMP.

This draft paper is for your consideration and we will speak to the content at the 4 April 2017 TKURFMP Subcommittee workshop.

Following this, the intention is to finalise the document and seek Greater Wellington Council endorsement before writing to the mayors of Masterton District Council and Carterton District Council confirming our approach.

Wairarapa Scheme Governance Following the completion of the Te Kāuru Floodplain Management Plan

GWRC has been asked to confirm what the governance structure will be for the Wairarapa Schemes following the completion of the Te Kāuru Upper Ruamahanga Flood Plain Management Plan (Te Kāuru FMP).

Scheme governance has been raised at two recent Wairarapa Scheme Chairs Meetings, the annual scheme meetings, the Te Kāuru FMP Subcommittee and the GWRC Environment Committee. Relevant presentations and a discussion document are attached in Appendix A and B.

While no decisions have been made, there has been sufficient support from these discussions for staff to form a view on how scheme governance might proceed in the future.

Lower Wairarapa Valley

GWRC is in the process of establishing an Advisory Committee covering the whole of the Lower Wairarapa Valley Development Scheme (LWVDS) area called the Lower Ruamahanga Valley Floodplain Management Advisory Committee.

This scheme, with an annual expenditure of approximately \$1.8M and managing approximately \$140M of assets, covers approximately half of the length of the Ruamahanga valley floodplain.

The Advisory Committee will be made up of 8 representatives nominated from each of 8 scheme areas that make up the total scheme area, one representative from SWDC, two Iwi representatives and two Greater Wellington representatives. Scheme Ratepayer meetings have been arranged in each area to nominate that representative for a three year period. The Environment Committee will confirm Advisory Committee nominees.

The terms of reference for the Lower Ruamahanga Valley Floodplain Management Advisory Committee are attached as Appendix C to this letter. The Lower Ruamahanga Valley Advisory Committee currently reports to the Environment Committee and then to full Council. In the future it may report to a Wairarapa Committee.

Upper Wairarapa Valley

Te Kāuru FMP

The Te Kāuru FMP covers the catchments of the Upper Ruamahanga, and its tributaries. The area includes 8 separate schemes that make up a large portion of the floodable land area in the Upper Valley. It is proposed that future governance would have a similar structure to that being developed for the LWVDS. The schemes within Te Kāuru FMP area have a total annual expenditure of \$0.8M maintaining approximately \$12M of assets. The governance structure would comprise a formal Advisory Committee made up of 6 representatives from the existing schemes areas as well as

representatives from 2 Carterton District Council, 3 Masterton District Council, 2 GWRC and two Iwi.

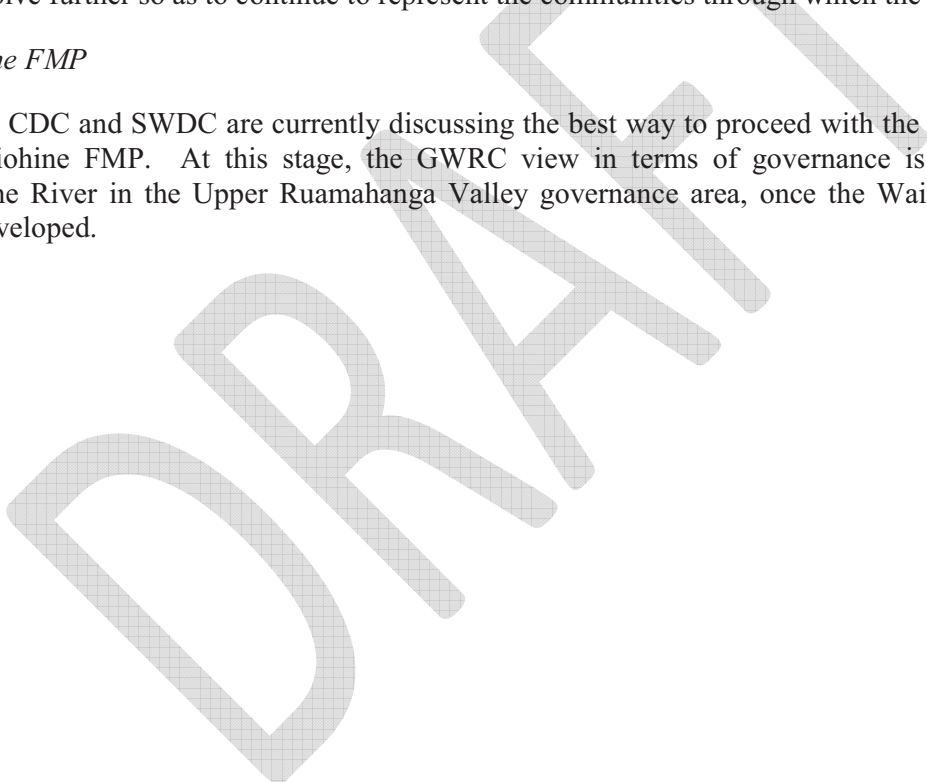
It is proposed to call this advisory committee the Upper Ruamahanga Valley Floodplain Management Advisory Committee.

Each of the 8 scheme committees would continue to be made up of landowner representatives and other community representatives as they currently are with the ability to co-opt additional community representatives as required. The scheme committees would continue to have an annual meeting supported by Flood Protection staff from the GWRC Masterton office to consider the annual works programme and expenditure. The scheme representatives would then be able to take these views to the Upper Ruamahanga Valley Floodplain Management Advisory Committee which in turn is proposed to report to the Environment Committee or a future GWRC Wairarapa Committee.

GWRC greatly values the input of the community into the management of the rivers and the local knowledge and experience they bring. We wish to retain this community input. The diversity of representation and knowledge within the scheme committees has improved with the inclusion of representatives from DoC, Fish & Game and Iwi. This has helped with a growth in understanding of the broader values and benefits from the river management work undertaken. In time representation may evolve further so as to continue to represent the communities through which the rivers flow.

Waiohine FMP

GWRC, CDC and SWDC are currently discussing the best way to proceed with the development of the Waiohine FMP. At this stage, the GWRC view in terms of governance is to include the Waiohine River in the Upper Ruamahanga Valley governance area, once the Waiohine FMP has been developed.



Appendix A

Governance and funding PowerPoint – 2016 scheme chairs meeting (May 2016) – 12 pages

Appendix B

Upper Ruamahanga Scheme Governance and Funding document (June 2016) – 13 pages

Appendix C

Terms of Reference (for 2016-19 triennium) – 50 pages

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Appendix A

Governance and funding PowerPoint – 2016 scheme chairs meeting (May 2016)

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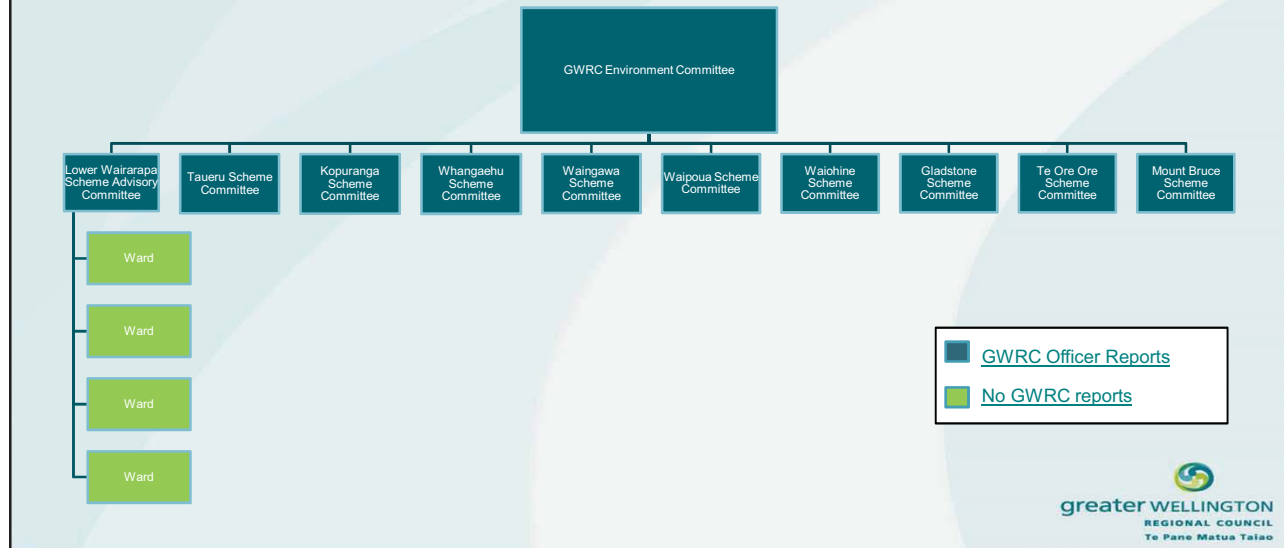
Te Kāuru Upper Ruamahanga FMP Governance and Funding

Wairarapa River Management Scheme meetings 2016

Why change?

- Administration costs disproportionate to scheme budgets
- Attendance of scheme members at meetings
- Management of business as usual type work
- Representation of stakeholders that have an interest in the river

Current Reporting Structure



Current Funding Structure

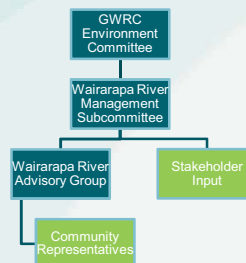
- The existing funding model is managed by GWRC. TA's collect targeted rate portion
- Funding for the schemes is typical sourced up to 50% from Regional rates, and 50% collected from gravel royalties, TA's and targeted rates
- Targeted rates are calculated using a complex benefit classification system

Where we want to get to

A single governance committee that makes collaborative decisions about the implementation of river and floodplain management plans, that meets the needs and expectations of both regional and local communities.

This is being considered and will be recommended as part of the development of the floodplain management plan

Target Reporting Structure



 GWRC Officer Reports
 No direct GWRC reports

First step – Joint schemes committee

Bringing together existing Upper Wairarapa Valley Schemes to collaboratively represent a scheme member perspective of river management.

The Lower Wairarapa Valley operates in this way at present, electing scheme committee members across a number of wards

Scheme Input

- Te Kauru Subcommittee members are attending each of the scheme meetings to engage with the scheme members and to better understand the schemes
- The subcommittee will commence discussion of this topic in detail on 17 May 2016
- Input into these discussions is welcomed
- Governance model workshop will be held at the next Scheme Chair's meeting

Questions for you

- What is it about the current scheme structure that works for you?
- How much and how often do you want to be involved?

END

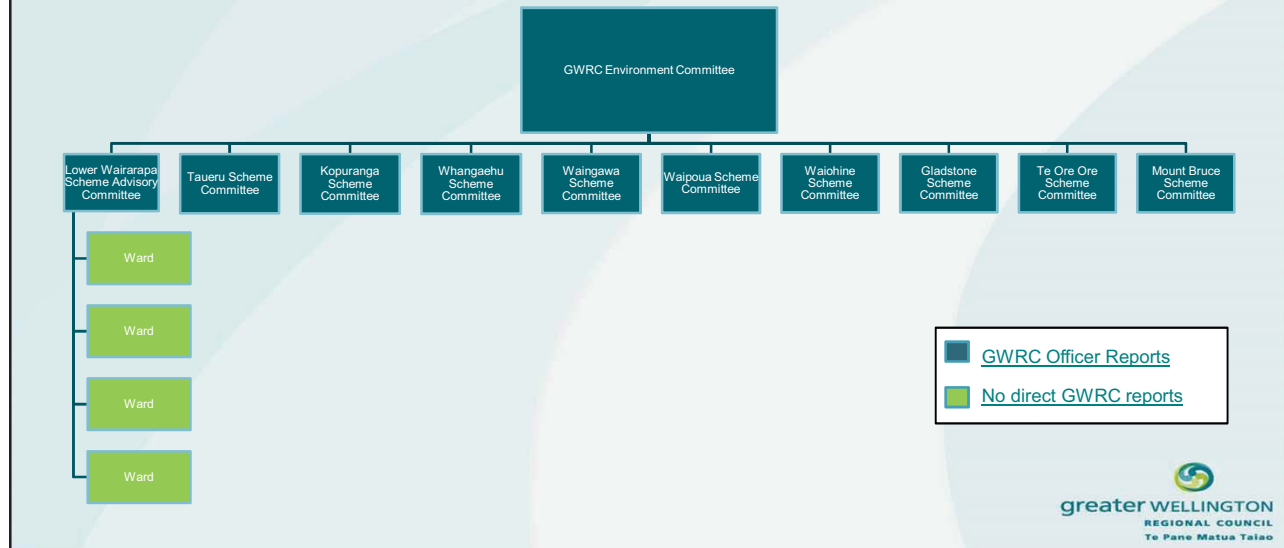
Te Kāuru Upper Ruamahanga FMP Governance and Funding

Environment Committee Workshop 10/05/16

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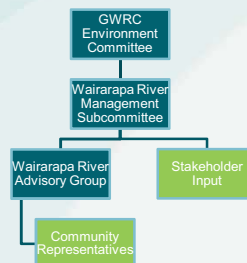
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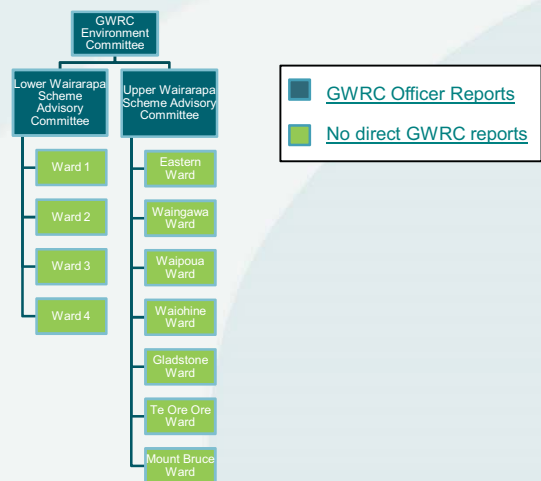
■ GWRC Officer Reports
■ No direct GWRC reports

A multi stage process

- Representation is complicated due to direct contributions from adjacent landowners
- Suggested changes to rating system are to make this a district wide targeted rate similar to the Hutt Valley Scheme (Floodplain Management Plan)
- Governance will be difficult to change to target structure while direct rating is collected.

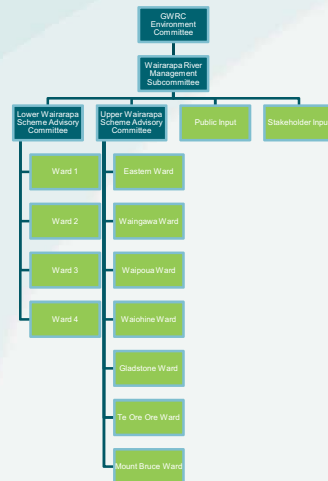
Step 1 – Amalgamated Advisory Committees

Brings together schemes to make joint recommendations on work programmes and rating (this is part in progress this year with joint scheme meetings).



Step 2 – Wairarapa River Management Subcommittee

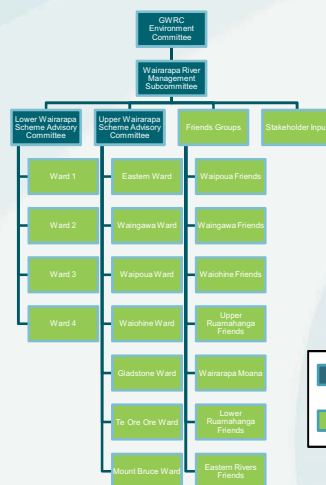
Adds in a local subcommittee enabling scheme members, stakeholders and general public to participate in decision making. (Currently the Environment Committee sits in Wellington)



■ [GWRC Officer Reports](#)
■ [No direct GWRC reports](#)

Step 3 – Formation of ‘Friends’ Groups

GWRC supports formation of river management and care community groups that are a proven and successful method of providing a voice for wider community aspirations.



■ [GWRC Officer Reports](#)
■ [No direct GWRC reports](#)

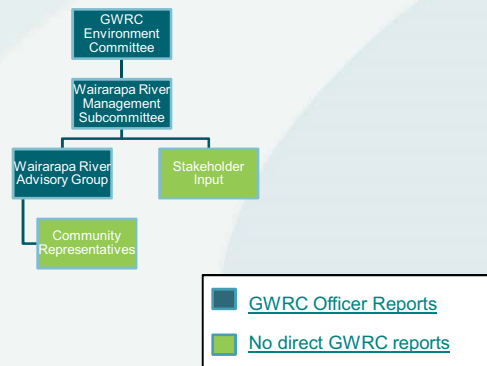
Step 4 – Change Rating Scheme

Simplification of the rating scheme to become a district wide targeted rate. Option include based on CV or based on District plan zone. (this is how the Hutt Valley Scheme functions)



Step 5 – River Management Advisory Committee

Joining of the scheme members and friends by formation of a single advisory committee. Suggested 10 community positions that can come from any sector of community.



Addressing concerns of adjacent landowners

Key concern is loss of decision making control. However this is only wanted when there is a problem to address.

Suggest inclusion of process to form working groups in terms of reference.

Rating / Scheme Funding

1. Update existing benefit classification
2. Update and refine existing classification
3. Assign rates based on district plan zones
4. District wide targeted rate

Appendix B

Upper Ruamahanga Scheme Governance and Funding document (June 2016)

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Discussion Document; Upper Ruamahanga Scheme Governance and Funding

Alistair J N Allan

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For more information, contact the Greater Wellington Regional Council:

April 2016

www.gw.govt.nz
info@gw.govt.nz

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1. Background

Greater Wellington Regional Council is developing a floodplain management plan for the Upper Ruamahanga catchment, including the Ruamahanga, Waipoua, Waingawa, Taueru, Kopuaranga, and Whangaehu Rivers. A separate FMP is also being developed for the Waiohine River.

As a part of this process the current governance arrangements are being reviewed, and a recommendation will be made on a future governance arrangement.

1.1 Key Messages for presentation to scheme committee at annual meetings

- (a) Scheme Governance and Funding is being considered as part of the development of the FMP
- (b) We will advise them when the discussions are going to occur as that they can have input
- (c) The FMP Sub Committee will seek their input to their deliberations
- (d) The next scheme chairs may be the next opportunity
- (e) Questions for them
 - What is it about the current structure that really works for them?
 - How much input do they want?

1.1 Existing governance

The existing governance is overseen by GWRC, and GWRC Environment Committee. Nine River Management advisory groups provide advice and can make recommendations to the GWRC, via the Environment committee who make decisions on the management of the schemes. Current reporting format is by way of attachment to the Flood Protection Asset Management Report to the Environment Committee. The attachment advises the Environment Committee of resolutions passed by the Advisory Groups at each of their annual scheme meetings.

The advisory groups are made up of directly affected landowners adjacent to the respective rivers or reach of river in respect of the Ruamahanga River as well as GWRC and TA representatives.



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1.2 Existing funding

- The existing funding model is managed by GWRC.
- Funding for the schemes is typically sourced 50% from Regional rates, 25% from local Territorial Authorities, and 25% from targeted rates on adjacent landowners.

2. Why Change?

The drivers for change of the current governance are;

- **Administration costs** for a number of the smaller schemes exceed the value of scheme budgets and are disproportionate to scheme budgets
- **Attendance of scheme members** at annual Scheme Advisory group meetings is low
- Much of what is discussed and recommended by the Scheme Advisory groups is of business as usual type work. This reflects the relatively quiet flooding period. Once the FMP is completed we need a governance model that takes a long-term view and is able to monitor major infrastructure projects.
- **Representation** of the views of iwi, community interest groups, government agencies and the wider community is a resource challenge and they are contributors to 50% of the scheme rates. Groups, where they exist are required to attend 9 separate meetings to ensure that their points of view are presented at Scheme Advisory group meetings. Representation from non-adjacent landowner groups is poor, and attendance is infrequent.
- The advisory group representatives are primarily adjacent landowners who make a direct rating contribution to river management.

3. Governance model

GWRC is proposing a governance model that reflects the needs of both the regional and local communities as well as the individual landowners adjacent to the river. The model addresses the concerns of the directly affected landowners while also ensuring representation of regional ratepayers and stakeholders.

The vision behind this model is to create a governance body that makes recommendations on flood risk and river management that deliver the best outcome for the community as a whole, achieved by the governance body working collaboratively within its terms of reference to achieve that outcome.

It is acknowledged that this is a long term outcome for governance and that there may need to be a number of transitional steps to achieve this. The outcomes and timing of this process will also be influenced by decisions made about the funding model and regional governance.

	Actions	Notes	Risk
Stage 1	<p>Form Scheme Advisory Committee from amalgamation of existing schemes</p> <p>Form Scheme Chairs Committee</p>	<p>Reporting structure amended to amalgamate decision making for all schemes to the scheme chairs committee</p> <p>Reports still circulated to the existing scheme committees</p> <p>Scheme chairs report to GWRC Environment committee</p>	<p>Acceptance of proposal and involvement in decision making of the targeted ratepayers.</p>
Stage 2	<p>Establish a GWRC Wairarapa River Management Subcommittee (of the Environment committee)</p>	<p>Modelled on HVFMSc</p> <p>Membership to come from 2 GWRC, 2 MDC, 2CDC, 2 SWDC elected representatives and 2 iwi appointees.</p>	<p>Regional governance debate</p> <p>Local government elections 2016</p> <p>Acceptance of role of Iwi by Wairarapa ratepayers</p>
Stage 3	<p>GWRC to support establishment of Friends groups to create focal point for community interest in rivers. (It is anticipated that these will in general be driven by urban populations)</p> <p>GWRC continues to support Scheme Advisory Committee as advocates for Landowner interests in rivers representing the views of those who pay targeted scheme rates</p>	<p>Groups formed are formally recognised by the GWRC Wairarapa River Management Subcommittee</p> <p>Groups are encouraged to attend subcommittee meetings and to speak in public participation section of agenda.</p>	<p>Urban focus of friends groups</p> <p>Disengagement of targeted rate landowners</p>

	Actions	Notes	Risk
Stage 4	Rating scheme is adjusted to a district wide approach, removing targeted rates on adjoining landowners		Rating scheme being accepted
Stage 5	<p>Establish Wairarapa River Management Advisory Committee drawing together the landowner and friends groups. 10 positions are created on this group that any community member can apply for, and selected by GWRC.</p> <p>Existing Scheme Advisory Committee is disestablished</p>		<p>Member selection process</p> <p>Establishment of a Wairarapa Committee of GWRC</p>

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3.1 Stage 1 - Scheme Advisory Committee

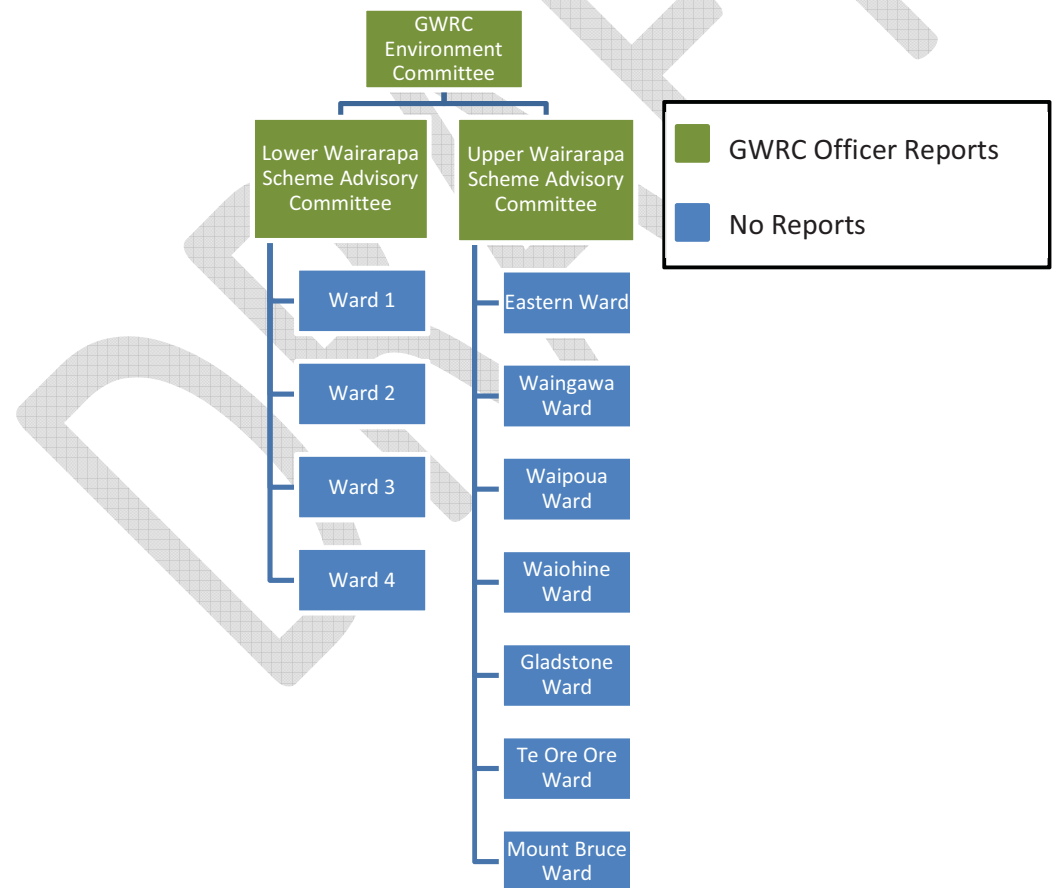
The existing schemes are converted to wards;

- Eastern River Ward (Taueru, Kopuaranga, Whangaehu)
- Waingawa Ward
- Waipoua Ward
- Gladstone Ward
- Te Ore Ore Ward
- Mt Bruce Ward

Each ward elects a member to the scheme chair advisory committee. GWRC officers report management programmes to the scheme advisory committee quarterly, the scheme advisory committee reports to the environment committee of GWRC.

GWRC continues to support the ward meetings by providing reports and venue for the members to meet if required. The ward representatives chair these meetings and use them as a forum for canvassing membership views to report to the Scheme Advisory Committee.

Model is similar to existing LWVDS structure



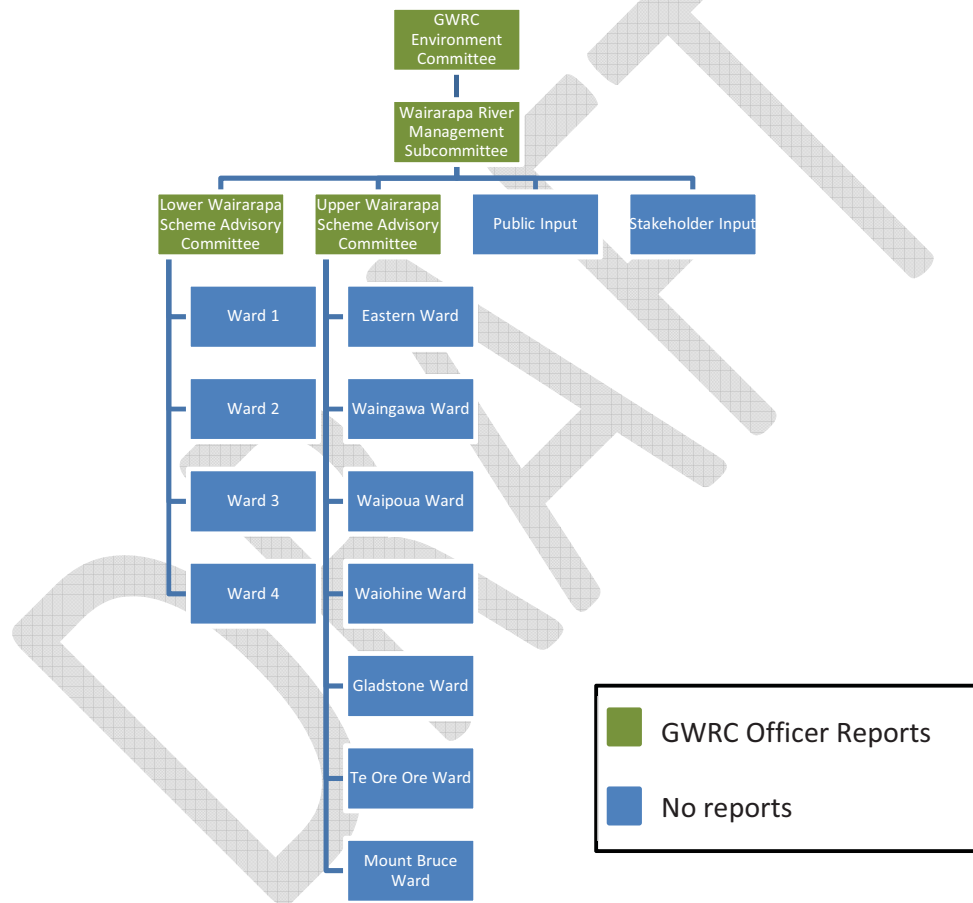
[comment]

3.2 Stage 2 - Wairarapa River Management Subcommittee

GWRC establishes as a subcommittee of the environment committee a Wairarapa River Management Subcommittee. This committee makes decisions on river management and is responsible for the implementation of the outcomes of the floodplain management plan. The committee is comprised of elected representatives of the councils within the Wairarapa. GWRC, MDC, CDC, SWDC. In addition representatives of Rangitane and Kahungunu are appointed to the subcommittee recognising the partnership agreement between GWRC and mana whenua.

The Scheme Advisory Committee reports to the Wairarapa River Management Subcommittee that meets in the Wairarapa on a rotating venue basis.

Public and stakeholder groups are able to attend Wairarapa River Management Subcommittee under the existing GWRC standing order provisions.

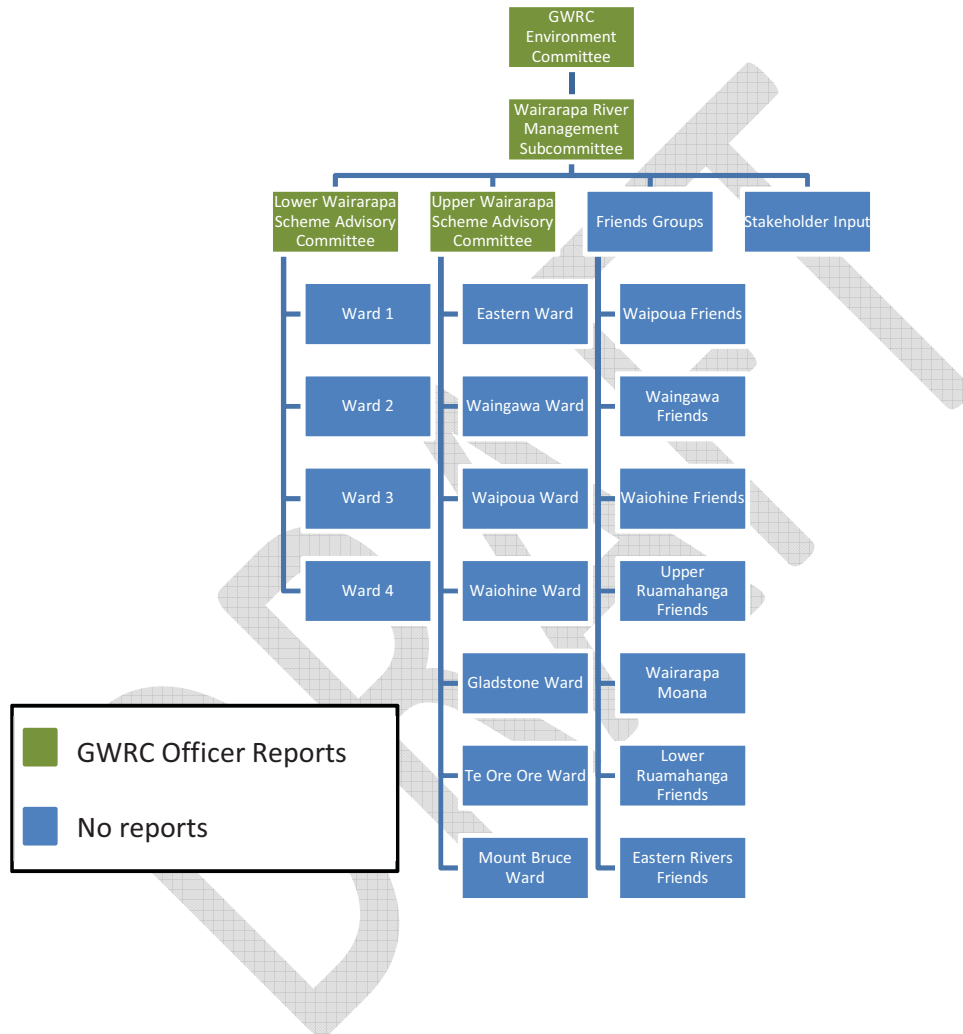


3.3 Stage 3 - Formation of friends groups

GWRC facilitates the formation of friends groups within the Wairarapa. It is anticipated that these groups will have a recreation and environmental outcome focus, and that their membership will primarily be focused around the urban centres in the Wairarapa.

GWRC will formally recognise the groups existence

The groups will act as a focus point for community aspirations and encouraged to participate in the implementation of FMP outcomes by presenting to the Wairarapa River Management Subcommittee during public participation under standing order provisions.



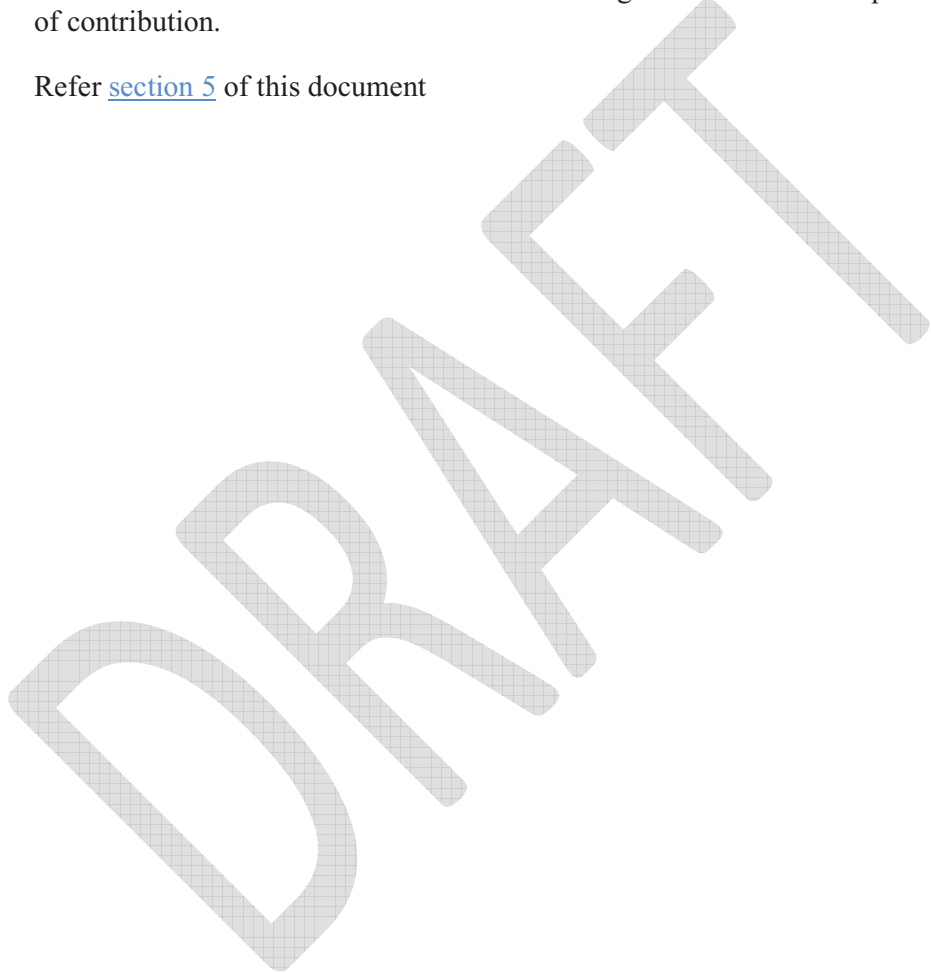
3.4 Stage 4 - Change of rating scheme

The rating scheme in the Wairarapa is simplified to a district wide rating approach and the current targeted benefit assessment approach is removed. This will mean that every property owner in the Wairarapa will pay a portion of river management costs.

This is likely to reduce rates for adjacent landowners and increase rates for other property owners in the Wairarapa. Rating base will be greater than those rated by the targeted approach.

Adjacent landowner contribution to river management will include recognition of them making available land for erosion within the buffer management approach to river management. This method is currently in development within the FMP and intends to on an annual basis recognise the financial equivalence of contribution.

Refer [section 5](#) of this document



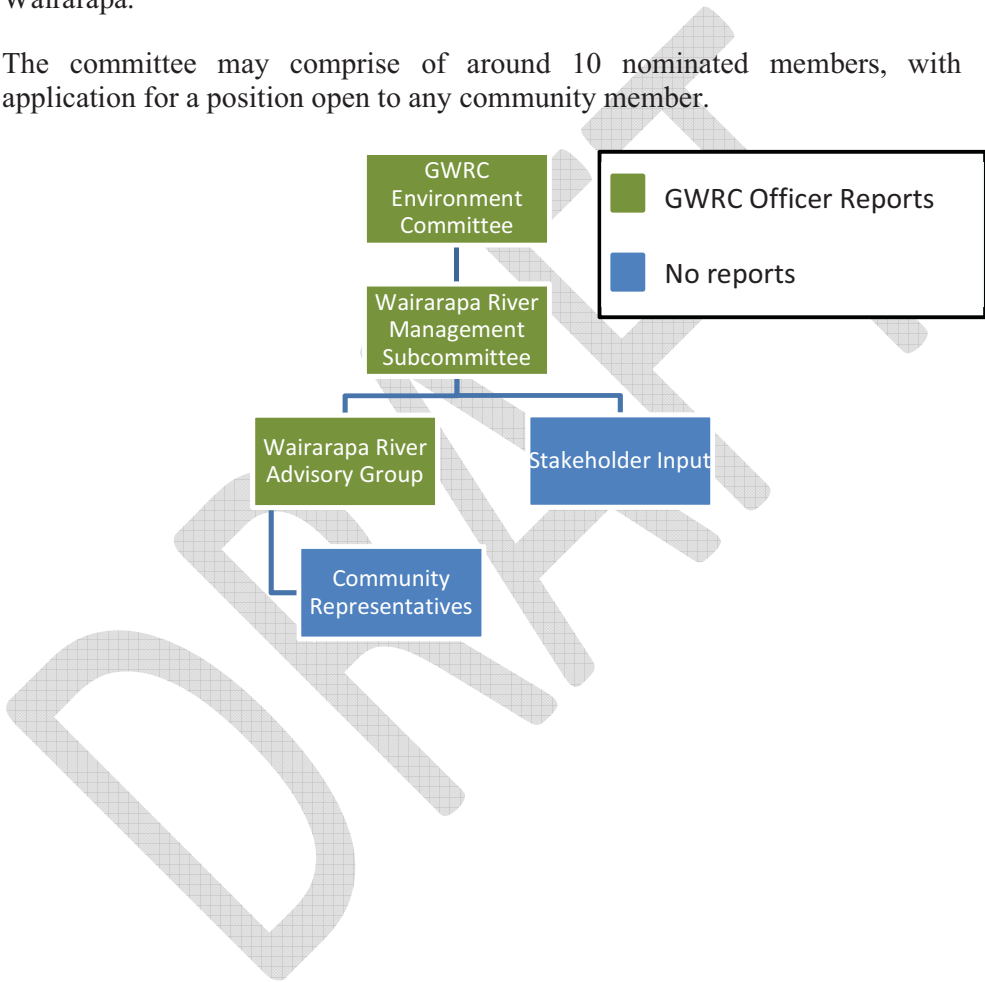
3.5 Stage 5 - Wairarapa River Management Advisory Committee

The application of a district wide rate has the following benefits:

- Remove the need for direct influence over targeted rate expenditure
- each landowner in the Wairarapa is an equal contributor to the management of rivers,
- Opportunity for discussion on wider issues.

A single River Management Advisory group is established to advise the Wairarapa River Management Subcommittee on matters of concern to the community. This will pull together membership of the Friends groups and the wards into a single body to debate and discuss river management in the Wairarapa.

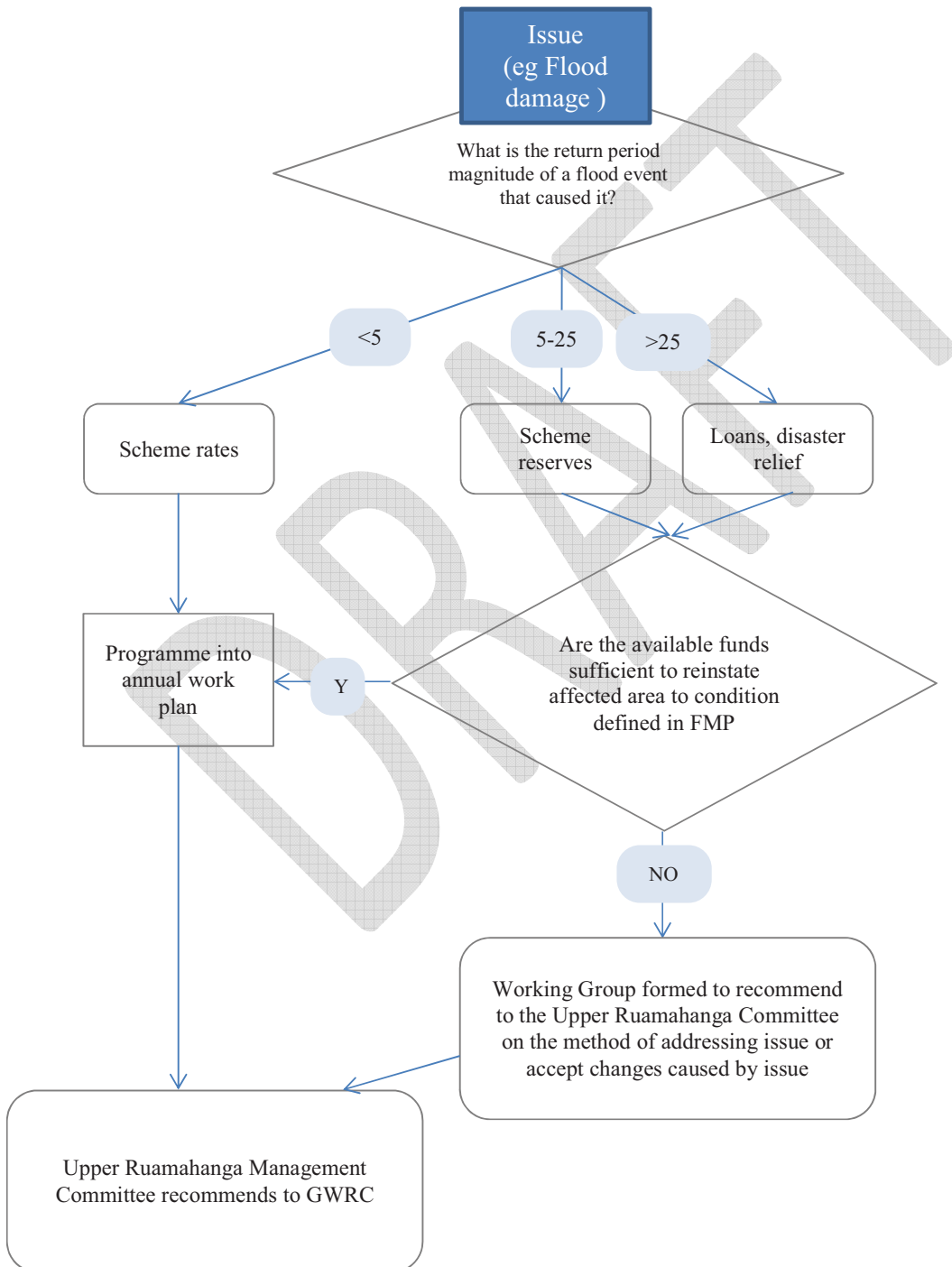
The committee may comprise of around 10 nominated members, with application for a position open to any community member.



4. Decision making within Scheme Advisory Committee

One of the key functions of the scheme advisory committee will be the ongoing management of the rivers in the Upper Ruamahanga catchment. It is anticipated that from time to time the management needs will deal with local issues or exceed the expertise of the committee and that in response to this the committee would establish a working group to address the issue and present a recommendation to the committee.

The flow chart below illustrates a process that could be used by the committee to provide assurance to landowners who are part of the existing River Scheme Advisory groups. To be included in its terms of reference



5. Funding

5.1 Background

The existing funding model is based on a regional rate component (50%), rated from across the region, a targeted rate (50%). A contribution from local authorities in relation to the work required to protect their assets and select portions of their communities is also sought as well as a portion of the gravel management fees collected annually. The targeted rate component classifies the rate payers based on the benefit classification of the land protected, and this incorporates aspects of flooding and erosion benefit. The maintenance of the targeted rate component is complex, and is, as a result, susceptible to error. Errors have occurred within this rating system due to land use change subdivision and building development, and incorrect reporting on changes to the rating database and cadastral boundaries, as well as change in owner and estate management.

5.2 Proposed Funding Model

As part of the Te Kauru FMP development we are reviewing the rating scheme which is used to apportion the targeted rate of the scheme funding.

There are a range of options that are being considered:

1. Update the existing benefit classification
2. Update and refine the existing benefit classification to better reflect the types of benefits provided by the scheme.
3. Simplify the classification scheme to align with the District Plan Zones
4. A district wide targeted rate.

It is considered that the rating structure that categorises rates based on benefit classification is un-necessarily complex and does not reflect the benefit of the river management and flood protection works to the wider community and creates challenges with river management expectations and governance when adjoining landowners are contributing a greater proportion of the river management rates than the wider community.

5.3 Description of the options

5.3.1 Update Existing benefit classification

This proposal would see the existing benefit classification tidied up and update with any new property information. This would essentially be a continuation of the existing rating arrangement, retaining the same issues with complexity and decision making.

5.3.2 Update and refine the existing system to better reflect benefits of scheme

This proposal would be a continuation of the existing rating classification with an update to include outcomes of the floodplain management plan. This would

remain a targeted rate on adjacent landowners but bring in recognition of FMP outcomes and rebalance rating classifications.

5.3.3 Align rating classification based on district plan zones

This would create a rating system based on the existing zones within the district plan. This would mean that rates would be based on capital value (CV) taking into account the type of landuse allowed for on the property. This would differentiate between residential, industrial, commercial, rural, lifestyle etc.

5.3.4 District wide targeted rate

This would apply a single category rate for river management across the whole of each TA area, managed by the TA. This would most likely be based on CV.

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Appendix C

Terms of Reference (for 2016-19 triennium)

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11 Te Kāuru Upper Ruamahanga River Floodplain Management Plan Subcommittee

(A subcommittee of the Environment Committee)

Purpose

- 1 The purpose of the Te Kāuru Upper Ruamahanga River Floodplain Management Plan Subcommittee is to facilitate the development of a Floodplain Management Plan (FMP) for the upper Ruamahanga valley area. A FMP is a non-statutory plan that sets out a long-term strategy for managing areas at risk from flooding and erosion. FMPs may contain both regulatory and non-regulatory proposals.

Specific Responsibilities

A The Te Kāuru Upper Ruamahanga River Floodplain Management Plan Subcommittee is responsible for developing a FMP, for consideration and approval by Council, that:

- recognises the need for communities to mitigate the effects of flooding to an acceptable level of risk, in a way that improves community resilience to flooding
- recognises that flood risk cannot be completely eliminated and that provisions must be implemented to handle residual risk
- recognises that methods chosen to mitigate the effects of flooding must be both affordable and sustainable
- balances the priorities of Council in funding flood mitigation methods with the aspirations and contribution of the local community for implementation of the methods and ensures that any flood management solutions chosen can be accommodated within the funding constraints of the Council's Long-term Plan
- ensures that methods adopted to mitigate the effects of flooding consider the river/stream environment, recognising the unique nature and the role that rivers/streams play in the lives of the community.

B. Provide oversight of the public involvement process that:

- ensures that the information base held by the community is made available to decision makers when appropriate
- enhances community awareness of floodplain management planning
- develops public confidence in the process of developing a FMP

- develops and maintains a network of contacts and mechanisms which can be used to provide community input required for the FMPs and to obtain that input when appropriate.

Membership

1. The Greater Wellington Regional Council Councillor elected from the Wairarapa Constituency, and one other Greater Wellington Regional Council Councillor.
2. One member, being an elected member of the Masterton District Council appointed by the Council on nomination by Masterton District Council.
3. One member, being an elected member of Carterton District Council appointed by the Council on nomination by Carterton District Council.
4. One member, appointed by Council on the nomination of Kahungunu ki Wairarapa, for their skills, attributes or knowledge to assist the Committee.
5. One member, appointed by Council on the nomination of Rangitāne ō Wairarapa, for their skills, attributes or knowledge to assist the Committee.
6. Up to two members appointed by Council on the nomination by the existing scheme committees.
7. Up to four community members appointed by the Council for their skills and experience relevant to the work of the subcommittee.

Chairperson

The Chairperson shall be appointed by Council from the community members appointed to the subcommittee.

Quorum

Half the number of members, including one Greater Wellington Regional Council member.

Voting entitlement

All members have equal voting and speaking rights.

The Chair has a deliberative vote and in the case of an equality of votes has a casting vote.

Reporting and servicing

1. The Subcommittee reports to the Environment Committee of the Wellington Regional Council.
2. The Subcommittee is serviced by the Wellington Regional Council.

- 3. As the servicing body, Wellington Regional Council standing orders will apply to the Subcommittee with no provision for alternate members.

Remuneration

- 1. The expenses of members of the Subcommittee who are elected members of the Wellington Regional Council, Masterton District Council or Carterton District Council shall be met by the council they represent.
- 2. Subcommittee members who are not otherwise being remunerated may claim Greater Wellington Regional Council daily meeting attendance allowances and expenses.
- 1. The Chairperson shall also be eligible to receive an annual taxable honorarium of \$5,000.

Meeting frequency and life of Subcommittee

The Subcommittee shall meet as required.

The Subcommittee shall cease to exist when the Council has made a decision on the Floodplain Management Plan recommended by the subcommittee or at a time the Council determines.