

**I give notice that
a Motutere Recreation Reserve Management Plan Committee Meeting
will be held on:**

Date:	Thursday, 25 July 2024
Time:	3.30pm
Location:	Council Chamber 107 te Heuheu Street Taupō

AGENDA

MEMBERSHIP

Chairperson Cr Danny Loughlin
Deputy Chairperson Member Jade Wikaira

Members Member Aroha French
Cr Sandra Greenslade
Member Maru Maniapoto
Cr Kevin Taylor
Mayor David Trewavas

Quorum 4
Two (2) members of Ngāti Te Rangīta and two (2) members of Taupō District Council.

Julie Gardyne
Chief Executive

Order Of Business

1	Karakia	
2	Whakapāha Apologies	
3	Ngā Whakapānga Tukituki Conflicts of Interest	
4	Whakamanatanga O Ngā Meneti Confirmation of Minutes	
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5.4	Direction on the Configuration of the Motutere Bay Lakeshore Lease Area in draft Motutere Reserve Management Plan	22
6	Ngā Kōrero Tūmataiti Confidential Business	
	Nil	

4.1 ORDINARY MOTUTERE RECREATION RESERVE MANAGEMENT PLAN COMMITTEE MEETING - 30 NOVEMBER 2023

Author: Karen Watts, Senior Committee Advisor

Authorised by: Nigel McAdie, Legal and Governance Manager

NGĀ TŪTOHUNGA | RECOMMENDATION(S)

That the minutes of the Motutere Recreation Reserve Management Plan Committee meeting held on Thursday 30 November 2023 be approved and adopted as a true and correct record.

NGĀ TĀPIRIHANGA | ATTACHMENTS

1. **Motutere Recreation Reserve Management Plan Committee Meeting Minutes - 30 November 2023**

5.1 PUBLIC FORUM

Author: Karen Watts, Senior Committee Advisor

Authorised by: Warrick Zander, General Manager Strategy and Environment

TE PŪTAKE | PURPOSE

To receive comments from members of the public on matters specified on this agenda or, if time permits, on other Committee matters.

NGĀ KŌRERORERO | DISCUSSION

Standing Orders provide for a period of up to 30 minutes to be made available at the start of meetings for members of the public to bring matters to the attention of the Motutere Recreation Reserve Management Plan Committee. Any issue, idea or matter raised in public forum must fall within the committee's terms of reference.

Two requests have been received and approved by the chairperson:

- Mr John Tilton, Lessee of the Motutere Bay Top 10 Holiday Park
- A representative of Ngāti Te Rangiita ki Waitetoko hapū.

These speakers will be allocated up to 15 minutes each at the start of the meeting, as approved by the chairperson on this occasion.

No debate or decisions will be made at the meeting on issues raised during the forum unless related to items already on the agenda. Items not on the agenda may only be discussed if the matter is minor in nature and the procedures set out in Standing Order 9.13 are followed. A meeting may deal with (i.e. make a resolution in respect of) an item of business not on the agenda only if the procedures set out in Standing Order 9.12 are followed.

The relevant extracts from Standing Orders are **attached**.

WHAKAKAPINGA | CONCLUSION

It is recommended that the Motutere Recreation Reserve Management Plan Committee receives comments from members of the public.

NGĀ TŪTOHUNGA | RECOMMENDATION(S)

That the Motutere Recreation Reserve Management Plan Committee receives comments from members of the public.

NGĀ TĀPIRIHANGA | ATTACHMENTS

1. Extracts from Standing Orders 2022-2025

5.2 DIRECTION ON RESTRICTION OF VEHICLE ACCESS TO ŌTAIĀTOA BAY IN DRAFT MOTUTERE RESERVE MANAGEMENT PLAN

Author: Haydee Wood, Policy Advisor

Authorised by: Nick Carroll, Policy Manager

TE PŪTAKE | PURPOSE

For the Committee to provide direction on vehicle access restriction to Ōtaiātoa Bay. The chosen option will be included in the draft Reserve Management Plan to be consulted on. Final decision making on the preferred option will be made following the community consultation period.

WHAKARĀPOPOTOTANGA MATUA | EXECUTIVE SUMMARY

Ōtaiātoa Bay is the long stretch of reserve that runs between Motutere Bay and Waitetoko (Map 1). Formerly known as Mission Bay, name changed pursuant to the Ngāti Tūwharetoa Claims Settlement Act 2018. It is part of the Motutere Recreation Reserve.

The stretch of State Highway 1 road that runs along this bay is 80km/hour with no turning-bay access for vehicles.

Ōtaiātoa Bay foreshore reserve is not adequately providing for public lakeside recreation as an alternative to Motutere Bay. The lakebed is shallow, rocky, and exposed, creating an unenjoyable swimming and user experience. The internal access road is in poor condition influencing drivers to use the grassed areas as vehicle access resulting in environmental degradation. There are no water or wastewater services, which makes providing adequate facilities for public enjoyment difficult. Illegal camping, dumping and offensive behaviour have also been occurring along this Bay.

Through analysis of road safety, reserve matters, and discussions with the Parks and Reserves team, officers have concluded that vehicle access should be restricted along this bay to better provide for public use and enjoyment.

Clear direction from the committee is now required so the preferred option can be included in the draft Reserve Management Plan for public consultation.

NGĀ TŪTOHUNGA | RECOMMENDATION(S)

That the Motutere Recreation Reserve Management Plan Committee directs officers to restrict vehicle access to Ōtaiātoa Bay within the draft Reserve Management Plan.

Noting that final decision making on the preferred option will be made following the community consultation period.

TE WHAKAMAHUKI | BACKGROUND

The proposal has not been presented previously.

Ōtaiātoa Bay is the long stretch of reserve that runs between Motutere Bay and Waitetoko (Map 1). Formerly known as Mission Bay, the name was changed pursuant to the Ngāti Tūwharetoa Claims Settlement Act 2018.

In the 2004 Reserve Management Plan, this area of the reserve is identified as Foreshore Passive Recreation Area. This policy area includes all the land located between the lake edge and State Highway 1 (SH1). The intention of this policy area was to maintain the area for passive recreation purposes, reflecting its use as picnic/rest area.

Unfortunately, this part of the reserve is not being used appropriately, with illegal activities such as camping and rubbish tipping taking place due to the private and secluded nature of the bay. Access to the bay poses a safety risk due to its location along a busy highway.

Officers have reviewed options for this section of the reserve and believe that restricting vehicle access could address some of these issues. Clear direction from the committee on the preferred option is now required so it can be included in the draft Reserve Management Plan for public consultation.

NGĀ KŌRERORERO | DISCUSSION

Ōtaiātoa Bay, the long stretch of reserve between Motutere Bay and Waitetoko, presents unique challenges and opportunities for public use and enjoyment, particularly regarding road safety and reserve management.

Currently, the stretch of road along Ōtaiātoa Bay on SH1 has a speed limit of 80km/h. There is no turning-bay access for vehicles traveling south, making it unsafe for southbound traffic to access the Bay. Vehicle access is safest for those traveling north.

Despite its scenic location, the Ōtaiātoa Bay foreshore reserve does not adequately serve as an alternative recreation area to Motutere Bay. The shallow, rocky shoreline and the bay's south-west facing orientation, which exposes it to frequent high winds and waves, result in a poor swimming experience for users. The area is also not serviced for water and wastewater, encouraging the public to use the bush as their toilet. These factors hinder the provision of facilities that would enhance public enjoyment of the space.

The internal road along the Bay, running parallel to SH1, is in extremely poor condition and deteriorating further with increased vehicle use. The road is a sealed carriageway with no edge protection (such as kerb and channel) and no surface water runoff control, which can cause holes to form. This, and the narrow width of the road, encourages drivers to drive on the grassed areas. This practice causes edge breaking of the sealed surface and degrades the surrounding grassed reserve area.

The long narrow layout of the site, with gaps in the vegetation, encourages users to pull off the road at numerous locations to park and be generally hidden from view from the highway. This seclusion from public view has led to issues such as illegal camping, rubbish dumping, and fire lighting, further diminishing the area's appeal and safety. Additionally, the absence of rubbish bins, as the Council encourages visitors to take their waste with them, has led to significant fly tipping on the reserve.

According to the Reserves Act 1977, the primary purpose of a recreation reserve is to provide a space for public enjoyment and recreation. The reserve management plan must also ensure, as far as possible, the preservation of access for the public, and promote the protection of the natural character of the environment.

After analysis of road safety, reserve matters, and consultations with the Parks and Reserves team, it has been concluded that several key improvements are necessary to transform Ōtaiātoa Bay into a more accessible, safe, and enjoyable public space. Such improvements include the following proposals:

Restricting Vehicle Access

To improve safety, it is recommended that vehicle access along Ōtaiātoa Bay be restricted to a defined area agreed to by council and Waka Kotahi (New Zealand Transport Agency). This measure will reduce the risks associated with the current high-speed traffic and unsafe turning situations. This will also decrease the environmental degradation of the grassed areas and internal roads from vehicle damage.

If vehicle access is retained to the whole site, the management plan will need to include actions for potential remedies or a review of the internal road with a civil contractor. Increased planting and/or reserve barrier fencing to control vehicle access will also be required.

Introduction of a Walking and Cycling Shared Path

Over the long-term it is proposed that a dedicated walking and cycling shared path be introduced along Ōtaiātoa Bay. This path will provide a safe and scenic route for pedestrians and cyclists. It will connect Motutere Bay and Waitetoko, enhancing the recreational value of the entire area.

Planting and Landscaping Improvements

To enhance the aesthetic appeal and environmental health of the reserve, it is proposed that the Reserve Management Plan include a comprehensive planting and landscaping plan for Ōtaiātoa Bay. Native vegetation will be introduced to stabilise the shoreline, helping to reduce erosion, provide habitat for wildlife, and create a more pleasant environment for visitors.

Facilities and Amenities

Picnic tables and signage will be installed where feasible. Considering the current lack of wastewater and water service reticulation, it would not be appropriate to introduce any new facilities, such as a toilet. Through signage, visitors will be directed to Motutere Bay where a public toilet facility is proposed.

Management of Illegal Activities

The reserve management plan will also include an action for increased monitoring and enforcement measures to be put in place, to curb illegal camping, fires, and other undesirable activities. Clear signage and regular patrols will help ensure that the reserve is used responsibly. Restricting vehicle access to a

designated area should reduce illegal camping, as a more confined and less private carpark will be less inviting compared to an open, expansive bay.

If the committee choose to close Ōtaiātoa Bay to vehicles, Waitetoko would be the alternative option for public parking. Users could then bike or walk to access Ōtaiātoa bay. Waitetoko public reserve is approximately 2km down the road.

Conclusion

After analysis of road safety, reserve matters and consultations with the Parks and Reserves team, officers have determined that restricting vehicle access along Ōtaiātoa Bay is necessary. This restriction aims to improve public safety and enhance the overall enjoyment and use of the reserve for the community, as required under the Reserves Act.

By implementing the proposed changes outlined above, we aim to create a safer and more enjoyable environment for all visitors to Ōtaiātoa Bay, ensuring it can be appreciated as a valuable recreational asset within the Taupō District.

Based on this information it is considered that there are three options, noting that final decision making on the preferred option will be made following the community consultation period. The committee directs officers to continue drafting the RMP based on:

Option 1. Status quo – do nothing.

Option 2. Restricting vehicle access to Ōtaiātoa Bay

Option 3. Remove all vehicle access to Ōtaiātoa Bay

NGĀ KŌWHIRINGA | OPTIONS

Analysis of Options

Option 1. Status Quo – Do Nothing

Advantages	Disadvantages
<ul style="list-style-type: none"> Provides for full public, and vehicle, access to this part of the lake. 	<ul style="list-style-type: none"> Does not address safety concerns for vehicle access to this part of the reserve. Does not address illegal camping, rubbish tipping, and bad behaviour. Does not address the degradation of the environment.

Option 2. Restrict Vehicle Access to Ōtaiātoa Bay

Advantages	Disadvantages
<ul style="list-style-type: none"> Improved public safety Opportunity to enhance the overall enjoyment and use of the reserve for the community. Allows people to still access the reserve by vehicle but with restrictions in place to reduce the number of illegal activities taking place. Removing some of the internal road and having less vehicles will help enhance the natural environment and protect the foreshore. 	<ul style="list-style-type: none"> There is still a risk of people abusing the bay, including illegal camping, and littering. There are costs associated with restricting vehicle access. Drivers will still be pulling off the State Highway in an 80km area.

Option 3. Remove all Vehicle Access to this Bay

Advantages	Disadvantages
<ul style="list-style-type: none"> Improved public safety. Opportunity to enhance the overall enjoyment and use of the reserve for the community. Should prevent a number of illegal activities 	<ul style="list-style-type: none"> Limits public access to the reserve and lakefront. Ōtaiātoa Bay will become disconnected from the rest of the Motutere Reserve as the current

<p>taking place.</p> <ul style="list-style-type: none"> • Having no internal road or vehicles will enhance the natural environment and help protect the foreshore. 	<p>walking/cycling track does not link up to Motutere.</p> <ul style="list-style-type: none"> • There are costs associated with restricting vehicle access.
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Analysis Conclusion:

Officers preferred option is Option 2 - Restrict Vehicle Access to Ōtaiātoa Bay.

This restriction aims to improve public safety and enhance the overall enjoyment and use of the reserve for the community, as required under the Reserves Act.

NGĀ HĪRAUNGA | CONSIDERATIONS

Ngā Aronga Pūtea | Financial Considerations

There is no direct financial impact from the proposal being included in the draft RMP.

If the proposal is adopted in the RMP, there will be financial impact of implementing the proposal. Costs are unknown at this stage but will include costs associated with machine work to remove some sealed areas, creation of a slightly larger picnic/parking area, a new entry/exit point (on approval from Waka Kotahi), vegetation cleanup and planting.

Budget approval will be sought through the Council's Annual and Long-term Planning processes.

Ngā Aronga Ture | Legal Considerations

Local Government Act 2002

The matter comes within scope of the Council's lawful powers, including satisfying the purpose statement of [Section 10](#) of the Local Government Act 2002. That section of the Act states that the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. It is considered that social / environmental and / cultural are of relevance to this particular matter.

The proposal has been evaluated with regards to a range of legislation. The key legislation applicable to the proposal has been reviewed and the relevant matters for consideration are as follows:

The Motutere Recreation Reserve Management Plan is being reviewed, as required in the Reserves Act 1977. This proposal forms part of this review.

Authorisations are not required from external parties.

Ngā Hīraunga Kaupapa Here | Policy Implications

The proposal has been evaluated against the following plans:

- Long Term Plan 2021-2031
 Annual Plan
 Waikato Regional Plan
 Taupō District Plan
 Bylaws
 Relevant Management Plan(s)

The key aspects for consideration with regards to this proposal are as follows:

There are no known policy implications.

Te Kōrero tahi ki te Māori | Māori Engagement

Taupō District Council is committed to meeting its statutory Tiriti O Waitangi obligations and acknowledges partnership as the basis of Te Tiriti. Council has a responsibility to act reasonably and in good faith to reflect the partnership relationship, and to give effect to the principles of Te Tiriti. These principles include, but are not limited to the protection of Māori rights, enabling Māori participation in Council processes and having rangatiratanga over tāonga.

Our statutory obligations outline our duties to engage with Māori and enable participation in Council processes. Alongside this, we recognise the need to work side by side with iwi, and hapū of our district.

In line with these obligations and commitments we've made:

Taupō District Council is reviewing the Motutere Reserve Management Plan in collaboration with Ngāti Te Rangīta ki Waitetoko hapū. This co-governance committee has been established to oversee the review.

Ngā Tūraru | Risks

There are no known risks.

TE HIRANGA O TE WHAKATAU, TE TONO RĀNEI | SIGNIFICANCE OF THE DECISION OR PROPOSAL

Council's Significance and Engagement Policy identifies matters to be taken into account when assessing the degree of significance of proposals and decisions.

Officers have undertaken an assessment of the matters in the [Significance and Engagement Policy \(2022\)](#), and are of the opinion that the proposal under consideration is of a low degree of significance.

TE KŌRERO TAHI | ENGAGEMENT

Taking into consideration the above assessment, that the decision is of a low degree of significance, officers are of the opinion that no further engagement is required prior to the Committee making a decision.

The draft Motutere Recreation Reserve Management Plan will be open for consultation later in 2024. The public will have two-months to provide a formal submission. Hearings and deliberations will follow this public consultation. Taupō District Council have delegation to approve the final Plan.

TE WHAKAWHITI KŌRERO PĀPAHO | COMMUNICATION/MEDIA

Communication will be carried out as part of wider consultation with the community on this issue.

WHAKAKAPINGA | CONCLUSION

Through analysis of road safety and reserve matters and consultations with the Parks and Reserves team, it has been concluded that Option 2 - restricting vehicle access along Ōtaiātoa Bay is necessary. This restriction aims to improve public safety and enhance the overall enjoyment and utility of the reserve for the community. By implementing these changes, we aim to create a safer and more enjoyable environment for all visitors to Ōtaiātoa Bay, ensuring it can be appreciated as a valuable recreational asset within the Taupō District.

NGĀ TĀPIRIHANGA | ATTACHMENTS

1. Map 1 - Ōtaiātoa Bay

5.3 DIRECTION ON PROPOSED CAMPING EXPANSION AREAS IN DRAFT MOTUTERE RESERVE MANAGEMENT PLAN

Author: Kara Scott, Senior Policy Advisor

Authorised by: Nick Carroll, Policy Manager

TE PŪTAKE | PURPOSE

For the Committee to give direction to officers on the proposed camping lease expansion areas within the Motutere Recreation Reserve that were originally proposed in the 2004 reserve management plan. The chosen option will be included in the draft Reserve Management Plan to be consulted on. Final decision making on the preferred option will be made following the community consultation period.

WHAKARĀPOPOTOTANGA MATUA | EXECUTIVE SUMMARY

Two camp expansion areas were proposed in the 2004 Motutere Recreation Reserve Management Plan. It was anticipated that any proposal to develop these two areas would be supported by a Development Concept Plan.

1. Camp Expansion Area - Tourist Accommodation
2. Camp Expansion - Active Recreation Area

During this RMP review, further assessments have been undertaken to determine the suitability of the two proposed sites for expansion. These assessments include an Ecological Report, a Cultural Values Report, and a Hazardous Activities and Industries List (HAIL) assessment (still to be undertaken at the time of writing this report). The reports completed show that Motutere Recreation Reserve and surrounding areas have ecological and cultural significance. The Ecological Report is attached to this paper.

There are two sites of cultural significance (Pātarikaihau and Pātarinui) within the vicinity of the proposed camp expansion areas. If direction is given to include the proposed camp expansion areas, this will require consideration by mana whenua as to the level of tapu of these cultural sites and potential impact (if any) of the proposed camp expansion areas.

The Ecological Report outlines the ecological significance of proposed camp expansion area 1 and the feasibility to include this area in the draft RMP, including vegetation removal conditions. This includes a specific ecological assessment to consider the specific area and type of removal, along with biodiversity offsetting and / or selected vegetation removal limited to the exotic pine species.

A potential hazardous (HAIL) site and smaller contaminated site is located at proposed camp expansion area 2. The contaminated site sits over the former campground landfill, which is now closed. The HAIL site report (yet to be completed) will help officers determine feasibility to include proposed camp expansion area 2.

Officers are now seeking direction from the Committee on whether expansion area 1 (with biodiversity offsetting conditions) should be included in the identified camping lease area of the draft reserve management plan or not.

Officers are also seeking direction from the Committee on whether expansion area 2 (with conditions) should be included in the identified camping lease area of the draft reserve management plan, or not.

NGĀ TŪTOHUNGA | RECOMMENDATION(S)

That the Motutere Recreation Reserve Management Plan Committee directs officers to continue drafting the RMP based on:

- Camp Expansion Area 1 – include Option 2 with proposed conditions, and
- Camp Expansion Area 2 – include Option 2 with proposed conditions

Noting that final decision making on the preferred options will be made following the community consultation period.

TE WHAKAMAHIKI | BACKGROUND

The proposal has not been presented previously.

The 2004 Motutere Recreation Reserve Management Plan (RMP) contained six reserve management policy areas that provided for and formalised the various key activities carried out within the reserve (Figure 1). This included two proposed expansion areas.

1. Camp Expansion Area - Tourist Accommodation
2. Camp Expansion - Active Recreation Area

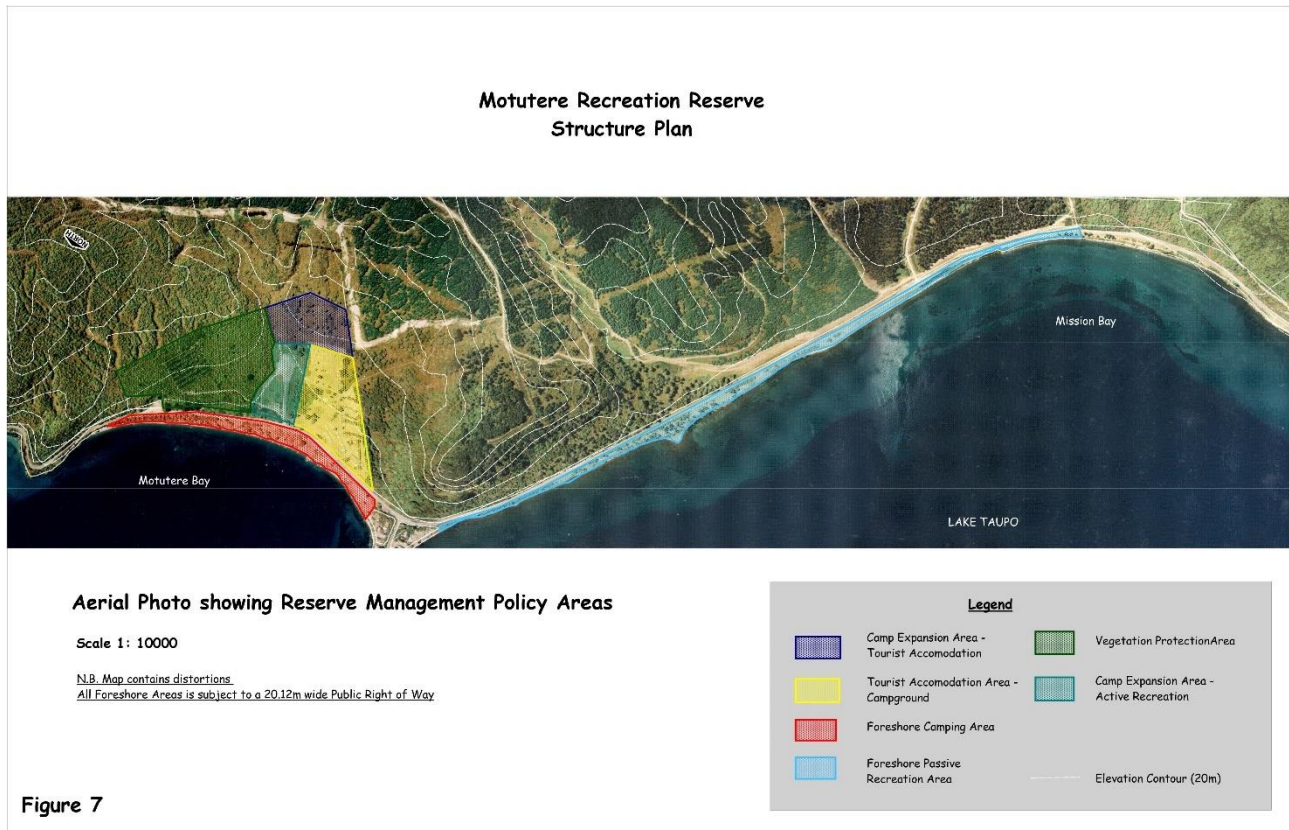


Figure 1 – 2004 Reserve Management Policy Areas

The overall purpose of defining policy areas was to “provide for particular management responses within the Reserve so that conflicts can be avoided between incompatible activities and/or to ensure conservation or protection of physical features located within the Reserve”. Only one of the two expansion policy areas were described in the 2004 RMP:

***Camp Expansion Area 1 – Tourist Accommodation:** This area has been set aside for potential expansion of the campground complex. It is envisaged that caravan and other low-density tourist accommodation such as lodges or cabin accommodation could be developed within this area.*

Development Concept Plans were to be developed before approval of these areas. Priority was to be given to developing concept plans that addressed the overall form of development expected within the reserve.

NGĀ KŌRERORERO | DISCUSSION

Through this current RMP review, further assessments have been undertaken to determine the suitability of these sites for expansion. These assessments include an Ecological Report, a Hazardous Activities and Industries List (HAIL) assessment, and a Cultural Impact Report. Considering the matters raised in these reports, officers have evaluated potential feasibility to include these sites in the camping lease area. The analysis of each expansion area is discussed in the following sections.

Proposed Camp Expansion Area 1 - Tourist Accommodation

Proposed camp expansion area 1 is located behind the upper slopes of the existing camp lease area, where the water tanks are located (dark blue area shown in Figure 1). The size of the proposed area identified in the 2004 RMP is 3 hectares.

Cultural Values Report

A cultural values report for the Motutere area including the reserve has been undertaken by Herea Winitana of Ōtaiātoa Ltd on behalf of Ngāti Te Rangīta. Pursuant to s7(2)(c)(i) and (ii) of the Local Government Official Information and Meetings Act 1987, this report has been provided to committee members only. Hapū

have requested that it not be shared publicly because it contains sensitive information including locations of waahi tapu.

Within his report H. Winitana identifies three key concepts central to Ngāti Te Rangiita's principles and values. These are Mauri – life force, Tapu – sacredness and Mana – authority or influence. These are noted as an important and interconnected system accentuating the interdependence of all living beings and the importance of maintaining balance with nature.

H. Winitana has also prepared a section on history and cultural significance including a map showing sites of cultural significance.

The cultural site named Pātarikaihau is noted within the cultural report as being somewhere near to, but not within the proposed camp expansion area 1, although the specific location is unknown. If the direction is to include proposed camp expansion area 1; this will require consideration by mana whenua as to the level of tapu of this cultural site and potential impact (if any) of the proposed camp expansion area.

Pātarikaihau; the name of an area that was historically focused on the study of anemology (the study of the movement of the winds). There is opportunity (with the agreement and partnership of Ngāti Te Rangiita) to provide for cultural narrative of Pātarikaihau in this part of the reserve.

Ecological Report

An ecological assessment was undertaken by Nicholas Singers Ecological Solutions Ltd in July 2024. This report described the area as meeting the criteria for areas of significant indigenous vegetation and significant habitats of indigenous fauna.

The current Significant Natural Areas in the Taupō District Plan were identified in the early 2000's. There is an existing Significant Natural Area (SNA) adjacent to Motutere Recreation Reserve on the adjoining Department of Conservation administered Motutere Scenic Reserve (SNA 155). In 2019, a routine District Plan review of the SNAs in the Taupō District was undertaken by Wildland Consultants (Contract Report No. 48881a – Volume 2). This produced an initial desktop study of **Proposed** Significant Natural Areas, subject to on-ground investigations. Proposed Significant Natural Areas were identified on Motutere Recreation Reserve immediately surrounding the current campground area and covering the proposed campground expansion area 1.

In 2020 COVID lockdowns then stopped on-ground investigations, and then Resource Management Act (RMA) reforms put this part of the District Plan review on hold. The National Policy Statement for Indigenous Biodiversity (NPSIB) then came into effect in July 2023. Under the NPSIB there is to be no overall loss in indigenous biodiversity. Council has 8 years to implement changes to its District Plan in order give effect to the NPSIB, therefore there are no rules relating to native vegetation removal outside of SNAs. Councils must however give effect to the NPSIB as soon as reasonably practicable; therefore, a best practice approach is recommended in line with the NPSIB.

For this reason, Council officers engaged Nicholas Singers in July 2024 to undertake an on-ground ecological assessment to determine if the vegetation within the proposed campground expansion area 1 meets the criteria for significance.

The Ecological Report confirmed the overall vegetation within camp expansion area 1 meets the criteria for areas of significant indigenous vegetation and significant habitats of indigenous fauna. While this vegetation includes areas of wilding pine trees, the understorey and emerging indigenous vegetation is contiguous with the adjacent Significant Natural Area (SNA).

This vegetation is not an identified SNA under the Taupō District Plan; however, the Reserves Act section 17 (Recreation Reserves); requires indigenous flora or fauna to be managed and protected in a way that is compatible with the recreation purpose of the reserve. Therefore, there is a legal requirement for Council to appropriately manage and protect this area of native vegetation. In addition, under the NPSIB there is to be no overall loss in indigenous biodiversity. The NPSIB offers methods to address this including biodiversity offsetting (explained further below). The ecological report also makes recommendations on offsetting or limiting removal of vegetation to the large wilding pine species and creating an understorey bush camping experience.

The proposed campground expansion area 1 is adjacent to the wider SNA within the Department of Conservation Motutere Scenic Reserve (SNA155). So long as removal is consolidated to the adjacent campground providing a generous setback from SNA 155, this would not result in fragmentation or loss of SNA155 and would enable a buffer area. This is a key criterion under the NPSIB. This report has considered a minimum 40m setback from the adjacent SNA 155, creating a potential expansion area of 1.5ha in area. A tree camping experience could be considered within the proposed expansion area 1 that removes the wilding pine trees, minimises indigenous vegetation removal, and enables camping within the removed pine areas. The ecological report by Nicholas Singers discusses this as an alternative approach.

Given the overall size of Motutere Recreation Reserve with space to undertake further ecological planting, Council officers consider biodiversity offsetting to be a feasible option. Any removal of indigenous vegetation (anticipated to be no more than 1 ha of this area once wilding pine trees are removed) should offset the loss within the recreation reserve to a best practice ratio of 4:1 (meaning there would be 4ha of offset revegetation for every 1ha of indigenous vegetation removal). This should occur in areas that are adjacent to the remainder of the proposed significant indigenous areas that are currently, for instance the area north of the wastewater access road, and lakeshore areas at Motutere Bay (see Figure 2), with additional planting at Ōtaiātoa Bay lakeshore reserve.



Figure 2 – suggested proposed camp expansion area 1 subject to conditions.

Council could add these areas to its revegetation plan to partner with community organisations such as Greening Taupō and Project Tongariro and add the planting programme to its next Long-Term Plan funding. Bush walking tracks could be introduced into the remaining proposed significant indigenous vegetation area within the reserve to provide further recreation and education opportunities to reserve users. These options would be subject to consideration by mana whenua, and consultation with Department of Conservation.

Adjacent Forestry Operations

Proposed Camp Expansion Area 1 is adjacent to Lake Taupō Forest Trust (LTFT) land on the southwest boundary of the reserve. The majority of the LTFT land adjoining Motutere Reserve is felled forestry and native vegetation naturally regenerating. A small area of approximately 100m in length of the adjacent forestry operation adjoins Motutere recreation reserve at the proposed expansion area – on inspection of an aerial photograph – this appears to be a skid site and access road (shown in Figure 2).

Regulation 14 of the Resource Management National Environmental Standards for Commercial Forestry Regulations 2017 addresses setbacks for afforestation from urban areas. Under the Act, afforestation must not occur within 30m of the boundary of land zoned as an urban area. This helps to avoid potential effects of safety hazards associated with forestry production on neighbouring areas with people. While the campground is not within an urban area it effectively operates as a type of urban use and there is the potential for conflict of safety with an adjacent skid site. For this reason, officers recommend a lease boundary setback from the reserve property boundary to achieve the equivalent 30m setback requirement for afforested areas from urban areas. Because the forestry is an existing activity and already has a 10m setback from the adjoining property boundary, it is recommended that a lease expansion boundary have a 20m setback from the property boundary with fencing of the lease boundary (subject to the outcomes of the ecological report). This will create a 30m setback from the adjacent forestry plantation as shown in Figure 2.

It is further recommended that any direction to extend the campground into this area, along with proposed setbacks is forwarded to Lake Taupō Forest Trust for comment.

Services

An upgrade to the water services to this part of the reserve will be required depending on the type of camping enabled through proposed Expansion Area 1. Currently there is an expenditure item in Council's draft Long-Term Plan 2024 to spend \$2million on a water upgrade for the campground in years 7/8. If a water supply is required for proposed Expansion Area 1, it will need to be included as part of the proposal to upgrade the campground's water supply in Council's next Long-Term Plan. If proposed Expansion Area 1 increases the camping patronage at the reserve, there will need to be an assessment of impact on the current wastewater capacity also.

If direction is given to include proposed Expansion Area 1 for consultation in the draft reserve management plan, consideration by council's asset managers will be required on the potential impact of the option to existing water and wastewater services at the reserve.

Conclusion for Expansion Area 1

After considering the above findings, officers recommend 1.5ha of proposed camp expansion area 1 be included within the lease area of the draft RMP. This area would have a minimum 20m setback from forestry operations and a 40m setback from SNA155, with a 4:1 biodiversity offsetting ratio. Final decision on expansion in this area will be subject to consideration by mana whenua, the Department of Conservation and Lake Taupō Forest Trust.

Officers also recommend the draft RMP states appropriate camping types for this area, as per the Ecological Report. Native vegetation offsetting of at least 4 hectares should occur within or near the Motutere Recreation Reserve. Potential areas include adjacent to the significant indigenous vegetation area, north of the wastewater access road, or the Motutere Bay and Ōtaiātoa Bay lakeshore reserves.

Council officers recommend that any indigenous vegetation removal in the proposed expansion area 1 be assessed by a qualified ecologist. This should include an ecological assessment of effects (AEE) and a best practice approach to offset potential impacts on biodiversity.

Proposed Camp Expansion 2 - Active Recreation Area

Proposed camp expansion area 2 is located on the mid to lower slope to the east of the existing camp lease area on the south side of State Highway 1, shown in Figure 1 as the teal green area. Council has an access road to the wastewater site. The size of the proposed area identified in the 2004 RMP is 2.2 hectares.

This area includes an old landfill site that was closed in the early 1990s. Where a site has been identified as having a hazard, activities need to be managed to ensure that they do not suffer from or increase contamination.

Council's hazard register states that when the landfill was in operation refuse in the pit was burned. The landfill was closed once refuse collection service began. The location of the pit is no longer clear, and the area is now lost in the scrub. Attachment 2 shows a 1987 aerial image with rough location of landfill.

The District Plan contaminated site layer appears to be over the location of the landfill. This area is different to Waikato Regional Council records that show the hazard layer over the entire expansion area (Figure 3).



Figure 3 – Waikato Regional Council HAIL site (pink), and Taupō District Council contaminated site (red).

The exact location of the old landfill will need to be clarified in the draft RMP.

Functions for the Management of Contaminated Land

Territorial authorities are responsible for controlling land use on contaminated land. The Waikato Regional Plan includes objectives, policies and methods for managing both passive and active discharges from contaminated land. In terms of the district plan and building consents, Taupō District Council will need to consider the suitability of the site for activities based on the degree and effects of soil contamination identified in any HAIL assessment.

Other organisations such as the Ministry of Health (under the Health Act 1956) and the Department of Labour (under the Health and Safety in Employment Act 1992) also have functions that relate to the management of contaminated land. These functions are, however, very limited in their scope.

Site Assessment

A Hazardous Activities and Industries List (HAIL) assessment had not been undertaken at the time of writing this report. In 2002 Council carried out some bore monitoring, installed downgradient of the closed landfill. The water quality of the two samples was high and there was no evidence of leachate contamination. The report author concluded:

“In summary this small site appears to be having a very minor, if any impact upon groundwater quality. This is consistent with the results from nearby Motuoapa and Hatepe. The tips were burnt as a regular practice and so much of the degradable organic matter and pollutants such as oils would have been discharged to air as gases and particulates. It is my recommendation that no further investigation, monitoring or consent action be undertaken at this site.”

While no further water testing is required, the landfill is identified as a contaminated site in the District Plan so any land development activity and/or soil disturbance will need to comply with the National Environmental Standards for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS). This is to ensure that the proposed activity will not cause risk to human health given the historic use of the land.

A HAIL assessment has been requested. The outcome of this will inform what use is appropriate for this site and NESCS compliance requirements.

Cultural Values Report

The section in H. Winitana’s report on history and cultural significance identified this part of the site as Pātarinui. This is the name of an area historically dedicated to the teachings of agriculture and horticulture.

It is recommended that any development of this area be done closely with mana whenua. There is opportunity (with the agreement and partnership of Ngāti Te Rangīta) to provide for environment

enhancement of this area, partnership with local community native revegetation groups, and information about the cultural narrative of Pātārinui in this part of the reserve.

Potential Use Of Area

The 2004 RMP highlights this expansion area as suitable for recreational use. The lessee has proposed a sports field and courts, which would be a valuable addition to the campground, especially for school groups staying there.

The site could also be used to provide overflow parking for boat trailers and self-contained motorhomes.

Conclusion for Expansion Area 2

Officers have considered the above matters and recommend that no development takes place in the area identified as the contaminated site in the District Plan. This recommendation could be reviewed once the HAIL assessment is completed and if there are viable options for the site to be remediated or actively managed to minimise risk to site users and the environment. Another use for this area could be revegetation to offset the effects of vegetation removal on the upper expansion area. Suitable location and types of plants could be included in the draft RMP or be agreed at the time of any proposed development of the area.

Officers consider it appropriate to include the remaining land of proposed expansion area 2 in the lease area of the draft RMP. This is approximately 0.7 hectares (see purple proposed expansion area in Figure 3). The lessee would still be required to obtain any necessary resource consents from Waikato Regional Council or Taupō District Council before any development takes place.

The draft RMP could recommend that this expansion area be for recreation purposes only and not provide for tourist accommodation, or not.

Given the above findings it is considered that there are three options for this expansion area:

1. Continue drafting the RMP with new proposed expansion area as shown in Figure 2, with potential for further expansion of campground lease in this area subject to the outcome of the HAIL assessment.
2. Wait for the HAIL assessment before confirming direction.
3. Do not include this area for expansion in the draft RMP.

Officers recommend option 2, including the proposed expansion area shown in Figure 2. If the HAIL assessment is completed before the August meeting, officers will present the outcomes of the report to the committee and a decision can be made about the remaining area.

Feedback from the Community

In December 2023 and January 2024, there was an informal consultation process where the public were invited to provide comments and suggestions on how the reserve should be managed now and in the future. A number of themes emerged from this feedback; themes relevant to this decision include:

- Reserve Access and concerns about the public accessing forestry from the campground.
- Concerns around closure of campground
- Lessee desire to expand campground area
- Noise from trucks at night

Officers believe that allowing some expansion in the two identified areas will benefit the community and campers by:

- Providing for camp sites that are away from the noise and danger posed by State Highway 1.
- Providing an opportunity to relocate lakeshore reserve campsites and consolidate camping on the south side of the State Highway.
- Providing an opportunity to improve a native vegetation buffer between campground and the forestry, including fencing and signage.
- Showing the community that there is no intention to close the campground.

COMMITTEE DECISION

Based on this information it is considered that there are a few different options for each expansion area, noting that final decision making on the preferred option will be made following the community consultation period.

Expansion Area 1

Option 1

- Status Quo - No Expansion to Camp Expansion Area 1 – Tourist Accommodation.

Option 2 (preferred option)

- Approve Camp Expansion Area 1 - Tourist Accommodation, with controls on vegetation clearance and off-set conditions

Option 3

- Approve Camp Expansion Area 1 - Tourist Accommodation, with no conditions

Expansion Area 2

Option 1

- Status Quo - No Expansion to Camp Expansion Area 2 – Active Recreation.

Option 2 (preferred option)

- Approve Camp Expansion Area 2 - Active Recreation, to that area shown in Map 2. Use of this area and further expansion subject to HAIL assessment.

Option 3.

- Approve Camp Expansion Area 2 - Active Recreation, with no conditions.

NGĀ KŌWHIRINGA | OPTIONS

Analysis of Options

Expansion Area 1

Option 1. Status Quo – No Expansion to Camping Expansion Area 1 – Tourist Accommodation.

Advantages	Disadvantages
<ul style="list-style-type: none"> • No clearance of regenerating bush. • Potential for larger bush walking area. • Retains a larger natural barrier to forestry, and adjacent Significant Natural Area. • Does not require further campground infrastructure to be added. 	<ul style="list-style-type: none"> • Reduces opportunity for growth of campground or options for a quieter camping experience with views to the upper slopes. • Reduces off-set for potential loss of sites on lakeshore • Does not require environmental enhancement therefore bush may continue to become overgrown with wilding pines, and ad hoc bush walking may continue which further damages vegetation.

Option 2 (Preferred Option). Approve Camp Expansion Area 1- Tourist Accommodation with vegetation controls and off-set conditions.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides for growth of campground as anticipated by the current RMP, which also required conditions. • Off-sets potential loss of sites on lakefront • Provides sites that will have views of the lake and reserve. • Provides for a quieter camping experience, more nestled in the bush. • Does not fragment the adjacent SNA. • Maintains a substantial setback buffer from the adjacent SNA155 and adjacent forestry 	<ul style="list-style-type: none"> • Despite offset; regenerating indigenous bush will still be removed. • Potential to not meet mana whenua values with some indigenous vegetation removal and development in proximity to a cultural site of significance. • Will potentially require additional camping infrastructure; water tank relocation, water and wastewater connection, depending on the type of camping use. • Will require Council to apply for further LTP

<p>activities</p> <ul style="list-style-type: none"> • Provides opportunity for greater offset planting enhancement of the other areas of the reserve including environmental remedy of the contaminated site. • Provides opportunity for establishing formal walking tracks to minimise impact from ad hoc bush walking, also providing increased opportunities for education for school groups. • Assists with removing vehicles and motorhomes from lakefront. 	<p>funding.</p>
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Option 3. Approve Camp Expansion Area 1 - Tourist Accommodation with no conditions

Advantages	Disadvantages
<ul style="list-style-type: none"> • A greater area of campground expansion available in a quiet location of the reserve. • Larger off-set of potential loss of lakeshore camping sites. 	<ul style="list-style-type: none"> • Provides for growth of campground beyond what was anticipated by the current RMP of requiring conditions. • Will potentially require additional camping infrastructure; water tank relocation, water and wastewater connection, depending on the type of use. • Will require a larger area of offsetting that would require sites outside of the reserve to be revegetated, and the financial cost to council could be significantly higher at a ration of 4:1 offsetting. • Not likely to meet mana whenua values with extensive indigenous vegetation removal and development in proximity to a cultural site of significance. • Removes the safety and amenity set back from the adjacent forestry area. • Removes the ecological buffer from the adjacent SNA 155. • Removes native bush walking and education opportunities for school groups on this part of the reserve.

Expansion Area 2

Option 1. Status Quo – No Expansion to Camp Expansion Area 2 – Active Recreation.

Advantages	Disadvantages
<ul style="list-style-type: none"> • No potential hazards exposed. • No requirement for environmental remediation of this part of the site. • Avoids campground expansion into a potentially contaminated site. • Avoids development in proximity of cultural site of significance (exact location unknown). 	<ul style="list-style-type: none"> • Reduces opportunity for growth of campground • Reduces opportunity to provide further active recreation options at campground.

Option 2 (Preferred) Approve Camp Expansion Area 2 - Active Recreation, to that area shown in Map 2. Use of this area and further expansion subject to HAIL assessment.

Advantages	Disadvantages
<ul style="list-style-type: none"> • Provides for growth of campground as anticipated by the current RMP with conditions. • Provides for additional recreation areas • If suitable under HAIL report; provides potential for additional overflow parking for boat trailers or mobile homes • Provides opportunity to remedy and remove potential contamination. 	<ul style="list-style-type: none"> • Potential for results of HAIL report to require conditions that are cost prohibitive for Council to implement. • Potential to not meet mana whenua values if development in proximity to the cultural site of significance (exact location unknown).

Option 3 Approve Camp Expansion Area 2 - Active Recreation, with no conditions.

Advantages	Disadvantages
<ul style="list-style-type: none"> • A greater area of campground expansion • If suitable under HAIL report; provides for additional overflow parking for boat trailers or mobile homes 	<ul style="list-style-type: none"> • Can not be reasonably considered as an option until results of the HAIL report are known. • Potential for results of HAIL report to require conditions that are cost prohibitive for Council to implement. • Potential to not meet mana whenua values if development in proximity to the cultural site of significance.

Analysis Conclusion:

The preferred option for Camp Expansion Area 1 is **Option 2:** Approve Camp Expansion Area 1 - Tourist Accommodation with conditions, to be included in the draft RMP.

The preferred option for Camp Expansion Area 2 is **Option 2:** Approve Camp Expansion Area 2 - Active Recreation, with conditions, to be included in the draft RMP.

Proposed conditions:

Expansion Area 1 - Tourist Accommodation

- Vegetation clearance, conditions considering the findings of the Ecological report.
- Maintaining a minimum 20m external boundary setback from adjacent forestry operations and 40m external boundary setback from the adjacent Scenic Reserve.
- Low-density accommodation only, to be consistent with the Reserves Act, NPS-IB, and RMA.
- Engagement with mana whenua to consider potential impact (if any) and to provide cultural narrative (where there is willingness by mana whenua) to enhance the cultural experience of the reserve in relation to Pātarikaihau.
- Consultation with adjacent landowners/administers; Lake Taupō Forest Trust and Department of Conservation on the proposed setbacks and vegetation clearance.
- Consideration by council's asset managers on the potential impact to existing water and wastewater services at the reserve.
- Any proposed increases in the current level of water and wastewater infrastructure would be subject to LTP funding and consultation.

Expansion Area 2 - Recreation

- Expansion only into the area shown in Map 2, further expansion considered once HAIL assessment completed.
- Recreation zone only, no tourist accommodation.
- Ability to provide overflow parking for boat-trailers and self-contained motorhomes.
- Engagement with mana whenua to consider potential impact (if any) and to provide cultural narrative (where there is willingness by mana whenua) to enhance the cultural experience of the reserve in relation to Pātarinui.

The final decision on expansion areas will be subject to the HAIL assessment, mana whenua consideration, consultation with the adjacent landowners/administrators, and the community consultation period.

NGĀ HĪRAUNGA | CONSIDERATIONS

Ngā Aronga Pūtea | Financial Considerations

There is no direct financial impact from including these options in the draft Reserve Management Plan.

Ngā Aronga Ture | Legal Considerations

Local Government Act 2002

The matter comes within scope of the Council's lawful powers, including satisfying the purpose statement of Section 10 of the Local Government Act 2002. That section of the Act states that the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. It is considered that social / economic / environmental and cultural are of relevance to this particular matter.

The proposal has been evaluated with regards to a range of legislation. The key legislation applicable to the proposal has been reviewed and the relevant matters for consideration are as follows:

Under the Reserves Act section 41(4) council is required to keep its management plan under continuous review so that (subject to the reserve purpose) it can be adapted to changing circumstances or in accordance with increased knowledge. The current Motutere Reserve Management Plan has not been reviewed since 2004 and requires updating in accordance with sections 41(5) and (6) of the Reserves Act.

The Motutere Recreation Reserve Management Plan Committee have delegation to oversee the review. The committee can make decisions about the draft reserve management plan. Council has retained delegation to adopt the final plan.

All decisions must be consistent with the purposes of the Reserves Act 1977, as set out in section 3.

Ngā Hiraunga Kaupapa Here | Policy Implications

The proposal has been evaluated against the following plans:

- Long Term Plan 2021-2031 Annual Plan Waikato Regional Plan
 Taupō District Plan Bylaws Relevant Management Plan(s)

The key aspects for consideration with regards to this proposal are as follows:

The existing reserve management plan was developed in 2004 and this review process ensures the ongoing management direction remains relevant.

The preferred option will be consulted on in the draft RMP and will inform the lease negotiations.

Te Kōrero tahi ki te Māori | Māori Engagement

Taupō District Council is committed to meeting its statutory Tiriti O Waitangi obligations and acknowledges partnership as the basis of Te Tiriti. Council has a responsibility to act reasonably and in good faith to reflect the partnership relationship, and to give effect to the principles of Te Tiriti. These principles include, but are not limited to the protection of Māori rights, enabling Māori participation in Council processes and having rangatiratanga over tāonga.

Our statutory obligations outline our duties to engage with Māori and enable participation in Council processes. Alongside this, we recognise the need to work side by side with iwi, and hapū of our district.

This review is being undertaken in partnership with Ngāti Te Rangiita, mana whenua of Motutere. The hapū has an active role in the project team with a codesign approach. Hapū representatives are also included in this Committee overseeing the review of the Reserve Management Plan.

Ngā Tūraru | Risks

The Committee is being asked for direction for drafting. The final decision making on the preferred option will be made following the community consultation period.

TE HIRANGA O TE WHAKATAU, TE TONO RĀNEI | SIGNIFICANCE OF THE DECISION OR PROPOSAL

Council's Significance and Engagement Policy identifies matters to be taken into account when assessing the degree of significance of proposals and decisions.

Officers have undertaken an assessment of the matters in the [Significance and Engagement Policy \(2022\)](#), and are of the opinion that the proposal under consideration is significant.

The review of the management plan is of high interest to the local community, campers, the hapū and lessee of the Motutere Bay Top 10 Holiday Park.

TE KŌRERO TAHI | ENGAGEMENT

Taking into consideration the above assessment, that the decision is of high degree of significance, officers are of the opinion that no further engagement is required prior to the Committee making a decision.

Once a draft plan has been prepared, the community will have an opportunity to provide their views on the preferred option during the formal submission period. This is expected to be later in 2024.

TE WHAKAWHITI KŌRERO PĀPAHO | COMMUNICATION/MEDIA

A communications plan has been prepared in consultation with the communications team. Direct communication will be carried out with affected stakeholders and wider communication will be carried out with the community.

WHAKAKAPINGA | CONCLUSION

The Motutere Recreation Reserve Management Plan Committee has been delegated to oversee the review of the reserve management plan. This committee is made up of equal members of Taupō District Council and Ngāti Te Rangiita.

This report seeks direction for officers to include the preferred option in the draft Reserve Management Plan, noting that the final decision making on the preferred option will be made following the community consultation period.

NGĀ TĀPIRIHANGA | ATTACHMENTS

1. Ecological Values and Significance - Motutere Recreation Reserve
2. District Plan Hazard Layer and 1987 Aerial of old Landfill Site

5.4 DIRECTION ON THE CONFIGURATION OF THE MOTUTERE BAY LAKESHORE LEASE AREA IN DRAFT MOTUTERE RESERVE MANAGEMENT PLAN

Author: Kara Scott, Senior Policy Advisor

Authorised by: Nick Carroll, Policy Manager

TE PŪTAKE | PURPOSE

For the Committee to give direction on the configuration of the Motutere Bay lakeshore lease area. The chosen option will be included in the draft Reserve Management Plan to be consulted on. Final decision making on the preferred option will be made following the community consultation period.

WHAKARĀPOPOTOTANGA MATUA | EXECUTIVE SUMMARY

Through the review of the Reserve Management Plan it has become evident that the current campground lease arrangement on the lakeshore fundamentally conflicts with the core objectives of a recreation reserve. The exclusivity of the current campground operation has significantly limited public access to Motutere Bay. This is contrary to the purpose of a recreation reserve, which should be accessible and enjoyable for all members of the community.

Over the last few decades there has been increased use and development along the lakeshore, which has contributed to erosion and damage to the trees within the foreshore protection area. This environmental impact not only diminishes the natural values and health of the reserve but also threatens the long-term sustainability of the foreshore.

Having a campground lease over the access to a public boat ramp has hindered the Council's ability to provide adequate boat trailer parking facilities, creating multiple safety and access issues. Additionally, there is a lack of safe public access to the foreshore.

The primary purpose of a recreation reserve is to provide a space for public enjoyment and recreation. The current campground lease configuration directly contradicts this purpose, as it prioritises the needs of campers over the recreational rights of the public.

To address these issues, officers have analysed options to reconfigure the campground lease area on the lakeshore. The objective is to restore the natural character of the lakeshore and create a more inclusive, safe, and sustainable recreation reserve for all users of Motutere Bay to enjoy.

Clear direction from the committee on a preferred option is now required. The proposed option will be included in the draft reserve management plan that will be presented for public consultation, ensuring transparency and community involvement in this decision. Noting that final decision making on the preferred option will be made following the community consultation period.

No changes to remaining areas of the campground lease are being proposed in this paper. The Committee will have an opportunity to consider proposed expansion areas for the campground in a separate paper.

This proposal does not affect the current lease, which does not expire until 2038. Proposed changes would not take effect until the lease is renewed or when the current lease expires, unless agreed to by the lessee.

NGĀ TŪTOHUNGA | RECOMMENDATION(S)

That the Motutere Recreation Reserve Management Plan Committee directs officers to include the following in the draft Reserve Management Plan:

Option 1: Status Quo. No change to the configuration of the Motutere Bay lakeshore camping lease area.

Or

Option 2: Reconfigure the Motutere Bay lakeshore camping lease area to a public day-use reserve with no camping.

Or

Option 3: Reconfigure the Motutere Bay lakeshore camping lease area to enable separate day-use & camping zones.

Noting that final decision making on the preferred option will be made following community consultation.

TE WHAKAMAHUKI | BACKGROUND

The proposal has been presented to the Committee at a workshop on 30 May 2024.

The Committee is overseeing the review of the 2004 Motutere Recreation Reserve Management Plan (RMP). As part of this review, officers reviewed whether current configuration of the campground lease area is appropriate and achieving the purpose of a recreation reserve.

At the 30 May workshop officers presented three options for lakeshore camping configuration:

1. Status Quo
2. Day use only on lakeshore
3. Separate camping and day use on lakeshore

Officers received direction from the Committee to come back with further information on all the options presented. This paper outlines the further analysis for the committee to consider.

Officers now need clear direction from the committee on the preferred option so it can be included in the draft RMP for public consultation.

Description of Lakeshore Area (Map 1)

The Motutere lakeshore reserve is 3.1 hectares in area and lies directly north of State Highway 1, adjoining Lake Taupō. This part of the reserve extends approximately 900m in length and contains part of the campground lease area which extends 780m along the foreshore. It adjoins private properties on Motutere Point at Waitapu Road to the west, and State Highway 1 to the east, as shown in Map 1.

Motutere Bay is one of the few north facing swimmable sheltered bays on the shores of Lake Taupō. It is culturally significant and has a long historical connection to Ngāti Te Rangiita hapū; mana whenua of the area. The Bay is also highly valued by campers staying at the campground.

This part of the campground contains access to the boat ramp and jetty (the actual ramp and jetty are not located on the reserve – these are within the lakebed owned by Tūwharetoa Māori Trust Board and administered by Department of Internal Affairs). It also contains an access road, parking areas, two sets of showers and toilets, BBQ kitchen/laundry, a mixture of permanent and temporary campsites, and two permanent dome structures. Motutere Bay foreshore is also used for car parking by public accessing Te Poporo Bulli Point. The main public access point to the lakeshore is via the boat ramp and jetty access road.

Kōwhai trees are found within the campground, and in particular the foreshore reserve, where they are the dominant tree species. Kōwhai provide significant amenity within the lake foreshore reserve area and are visually significant during flowering.

Under the Taupō District Plan an Outstanding Landscape Area has been identified, OLA04 - Eastern Bays (Mission (Ōtaiātoa) Bay to Halletts Bay). The district plan describes the attributes of OLA04 as “forms the eastern edge to Lake Taupō with high public use, and one of the most scenic parts of State Highway 1 in the District for its lakeside vistas and close association with the lake edge. The cliff sides have high visual prominence with a very high level of naturalness, some rising steeply. The OLA provides an important backdrop to the settlements of the eastern lake edge. Important for its views to and from the lake.”

The Taupō District Plan identifies a 20-metre foreshore protection area along the foreshore of all lakes and rivers of the Taupō district. The is defined as “20m measured horizontally from the Nui-a-Tia boundary”. The purpose of the foreshore protection area is to assess the potential or actual effects of proposed buildings or structures within that area, for the impact the building will have on the visual amenity, openness, and natural character values of the foreshore environment, along with the potential for erosion from the district’s waterways and lakes.

Section 14(3) of the Māori Land Amendment and Māori Land Claims Adjustment Act 1926 reserves a public a right of way over a strip of land not exceeding 20 metres in width around the margin of a lake.

NGĀ KŌRERORERO | DISCUSSION

The primary purpose of recreation reserves, as defined under the Reserves Act 1977 (the Act), is to provide public access for recreation, sporting activities, and the physical welfare of the public. The Act also grants specific powers to the administering body to lease recreation reserves for camping. When deciding whether leasing is appropriate for a particular reserve, the overall purpose of the reserve must be considered. Essentially, the values of the reserve as a public space must be weighed against the benefits of its semi-private use as a campground. These values can change and evolve over time.

When reviewing the RMP, officers and the committee need to consider if the current lease arrangement on Motutere Reserve still meets its purpose.

Officers reviewed the current campground lease area and determined that camping on the foreshore is restricting public enjoyment of the reserve and having negative impacts on the environment. Public feedback received during the informal consultation period also raised concerns with public access and safety at Motutere Bay.

As a result of these findings, it was considered that there were three options for the committee to deliberate:

1. Keep status quo. No change to current configuration of campground lease on the reserve.
2. Transition the lakeshore to a public use area and keep camping contained to the opposite side of the reserve.
3. Close some of the lakeshore to camping and provide a public reserve area.

These options were presented to the committee at the 30 May workshop. Officers were asked to provide further analysis of these options to assist the Committee with making an informed decision. Further analysis of these options is provided below, along with other relevant matters. The chosen option will be tested through consultation on the draft RMP.

Option 1: Status Quo (Map 1)

One of the options provided was to continue with the current configuration, status quo. Key Issues with the current arrangement are outlined in the following.

Public Access and Recreation Values

Recreation reserves are intended to be accessible for the enjoyment of all people. Leases within recreation reserves should enhance the recreation experience and not detract from public enjoyment or adversely impact on the environment.

Motutere Bay is one of the few north-facing swimmable sheltered bays on the shores of Lake Taupō and there is a clear desire from the public to access and enjoy the bay. The current campground lease area, in the RMP, extends across the entire bay and public boat ramp, which has created an exclusive use area for campers and restricted public access.

Due to the exclusivity of the campground, there is no space available for public use except on the beach area of the foreshore. This arrangement is not currently meeting the purpose of a recreation reserve and is contrary to the intended use of foreshore reserves for public access to and along the lake.

The campground lease area covers access to the public boat ramp, which restricts the Council's ability to provide adequate boat trailer parking facilities. The lessee has allowed boat trailer parking on the camping lease area across the road but this is not clearly defined. As a result, there have been situations where visitors have illegally parked on camping sites. This also creates a safety hazard with visitors needing to cross State Highway 1 to park their car and then cross back over the highway to access the ramp. No safe pedestrian crossing is provided in this area.

In addition, pedestrian access to the foreshore is currently limited to the boat ramp vehicle access, creating another significant safety hazard. The jetty is also being used for unsafe water play adjacent to the boat ramp, posing further safety concerns.

Natural Environment Values

Camping on the foreshore has led to an increase in built structures within the foreshore protection area, coastal erosion from lack of formed public access points, and loss of natural character of the foreshore. Compacted ground from vehicles and camping has also adversely affected native kōwhai trees, posing long-term ecological risks.

Leaving the lease area in its current form does not allow for restoration and enhancement of the lakeshore or foreshore area. Initiation by the campground lessee to remove permanent caravans and move buildings out of the foreshore protection area is an important step to restoring the natural character of the lake front. The new RMP would need strong direction to ensure these actions continue and that no further development takes place. The RMP could also include actions to restrict vehicles on the foreshore, provide defined access points, and encourage restoration of vegetation.

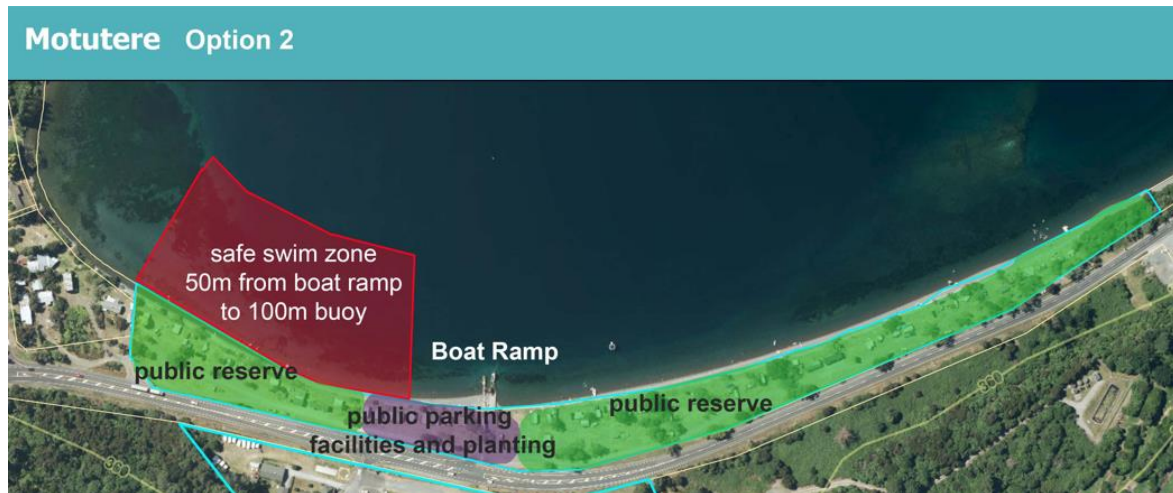
Economic / Social

Motutere Bay is highly valued by visitors staying at the campground and it holds a special place in the hearts of those who stay regularly at the campground. Camping on the lakeshore offers a unique experience that is unmatched anywhere else around the lake. Feedback from campers has highlighted the campground's rich history and its significance to many families, often spanning generations.

This status quo option would see camping remain in its current form, with camping options on both sides of State Highway 1. However, there will be less opportunity to create a safer area for pedestrians, boat users, swimmers, and all users of the bay. On reviewing feedback to TripAdvisor and Google, while enjoying the views and location, guests also raised concerns about traffic noise from State Highway 1. With changes to the lakeshore camping, the committee has an opportunity to provide an enhanced visitor experience that will help address issues such as noise and safety.

Option 2: Public use of Motutere Bay, no camping on lakeshore (Map 2)

The second option proposed at the workshop was to designate all Motutere Bay as a public recreation zone, with a long-term vision of no camping on the lakeshore side of the reserve. This would consolidate camping to the south side of State Highway 1.



A managed retreat approach could be used to remove camping. This has not been confirmed but could include the following steps with timeframes agreed to with the lessee or when a new lease is negotiated, whichever comes first.

1. Permanent removal of 'Annual' caravans from the lake front.
2. Removal of associated camping infrastructure west of the boat ramp.
3. Council through Long-term Plan funding provide for the following to the west of the boat ramp:
 - a. Foreshore erosion remedy planting, kōwhai restoration, and defined public access points to the lake.
 - b. Formal public boat trailer parking and carparking facilities for the lakeshore reserve to the west of the boat ramp.
 - c. Public toilet facility to service the lakeshore reserve to the west of the boat ramp, within the wastewater reticulated service area, and outside of the Foreshore Protection Area.
 - d. Application to New Zealand Transport Agency (NZTA) for two safe pedestrian crossing points.
4. Removal of camping infrastructure east of the boat ramp
5. Removal of campground assets from the lakeshore – including toilet and shower blocks
6. 15-year long-term vision - a lakeshore public reserve space that better meets the recreation needs of the local community, visitors, and campers.

Note: This option cannot be implemented under the current lease, which still has 14 years remaining.

Public Access and Recreation Values

This option would provide an opportunity to create a public reserve space that reflects the values of the local community, visitors, and campers. A reconfigured boat ramp turnaround bay and boat trailer parking could be provided along with a public carpark and safe pedestrian access points to the lakeshore.

Other opportunities to improve community value include the ability to create a safe swim zone and publicly accessible water play equipment (such as a pontoon), along with improved public services such as toilets and rubbish bins.

A public reserve could be more mutually beneficial to the local community and campground if it is developed with each other in mind.

Natural Environment Values

As stated in option 1, camping on the lakeshore reserve is not ideal. The increase in built structures and lack of proper access points has contributed to erosion and had an impact on the natural character and the amenity of the foreshore. The impact of vehicles and camping in this area, compacting the soil and damaging the native kōwhai trees, affects the long-term sustainability of foreshore camping.

The campground lessee's initiative to remove permanent caravans from the foreshore and relocate buildings away from the foreshore protection area is a commendable and important first step in restoring the natural character of the lakeshore. However, more measures are needed to restore this area and to protect lakeshore reserve for the future.

It is considered that creating a public reserve along the entire lakeshore will help restore the natural character of the area. Vehicles will be restricted to a defined parking area and there will be well-defined access points to the beach. With this option, actions that could be added in the draft RMP include vegetation enhancement, fencing, and erosion control measures.

Economic /Social

This option will not prevent campground visitors from using the foreshore, as they do now. With this option there is an opportunity to improve visitor experience by providing a nicer natural environment on the foreshore, including enhanced vegetation, improved accessways and removal of structures and vehicles from the lakeshore. As commented above, officers have reviewed visitor feedback on Google and TripAdvisor and many of the comments talk about vehicle noise from State Highway 1. Reducing camping on the lakeshore will go some way with reducing this issue.

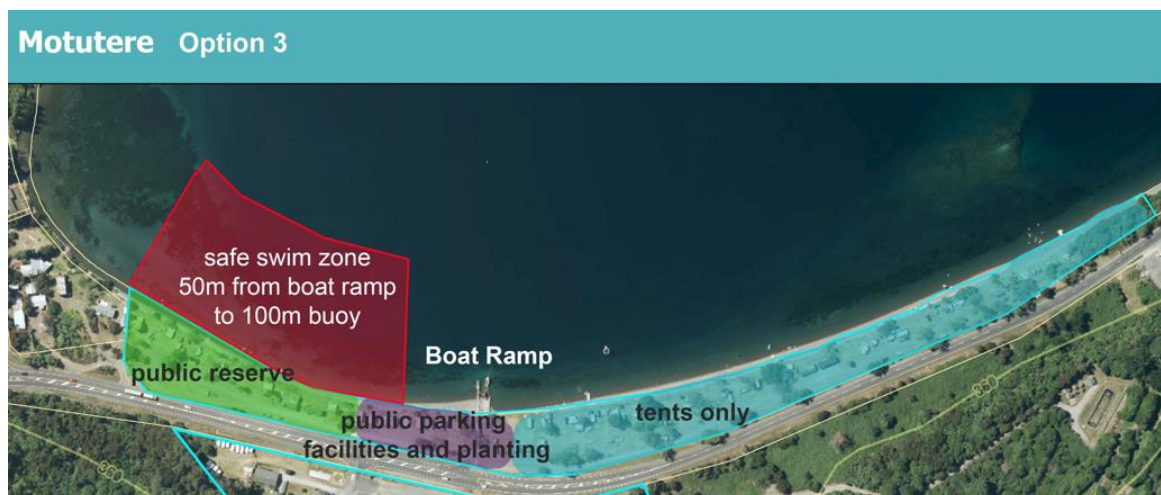
This option will impact long-term 'annual' site holders who have caravans on the lake. The current lessee has already consolidated permanent sites to one location on Motutere Bay and has begun removing permanent campsites from the foreshore by not renewing annual leases for this area. The option anticipates no more permanent sites or structures along the foreshore, except for a public toilet facility. While this change may be difficult for the affected site-holders, it is important to consider the broader benefits. The exclusive right of use on the foreshore of Lake Taupō has been an exceptional offering, but it is no longer sustainable or appropriate for a public recreation reserve.

The removal of permanent campsites will enhance the natural character of the lakeshore, reduce environmental impact, and make the area more accessible for all visitors, aligning with the purpose of a recreation reserve to provide a public space for everyone's enjoyment.

Option 3: Separate camping and day use zones on the lakeshore (Map 3)

The third option was to transition part of Motutere Bay to a public reserve to the west (left) of the boat ramp. It was proposed that the current configuration of the campground east (right) of the boat ramp would remain the same but be restricted to tents only.

This option could be a transitional phase with a long-term vision of no camping across the entire lakeshore, or it could be a permanent solution. Noting that no changes can take place in the lease area unless agreed to by the lessee or when a new lease is negotiated.



Public Access and Recreation Values

With this option, the proposed public day-use zone would have an emphasis on open space and passive recreation. This option would allow for safe public access to the foreshore and a shared area for all users of the reserve, including shade and picnic facilities. A small toilet block and public parking outside the (proposed) boom gates will cater to day visitors, while maintaining the safety and integrity of the campground area. The lease area would need to include a carpark for campers accessing sites for tents, east of the boat ramp.

This option would also allow space for boat trailer parking to support the boat ramp. However, if there is not enough room for a visitor carpark and boat trailer parking the draft RMP will need to allocate boat trailer parking across the road. This would also help manage traffic flow and reduce congestion near the waterfront.

A swim-only zone could also be introduced to create a safer recreation area for swimmers. This could be located in front of the public day-use area.

To help control illegal camping it is proposed that the carpark be closed during evening hours similar to what council does at Wharewaka and Hipapatua recreation reserves.

This option removes some of the exclusivity that has resulted from the lease covering the entire bay. What this option doesn't do is address the exclusivity issue for the remaining part of the lakeshore reserve.

Natural Environment Values

This option would see the removal of most structures in the day-use zone, which will allow for vegetation improvements to improve natural character in this zone. A public toilet facility will be situated at the back of the lakeshore reserve, out of the foreshore protection area.

Restricting vehicles on this part of the lakeshore reserve, along with having defined access points, will help reduce foreshore erosion in this zone. The lessee has also proposed to restrict camper's carparking to a defined area and not allow vehicles within the foreshore area. If Option 3 is the chosen option, the draft RMP will support the lessee's proposal to restrict camper's vehicles on the foreshore.

As mentioned previously, the staged removal of permanent caravans by the lessee is an important step to restoring the natural character of the lake front. The draft RMP will support these actions and aim to ensure no further development takes place on the remainder of the lakeshore side of the reserve.

The lessee has also proposed having this side of the lakeshore restricted to tents only. If Option 3 is the chosen option, the draft RMP will endorse a tent-only camping area east of the boat ramp.

While this option will help restore some of the lakeshore it does not help resolve issues in the remainder of the reserve. Further actions will be required in the RMP to ensure vegetation enhancement and erosion control measures occur along the lakeshore where camping will remain.

Economic /Social

This option will not prevent campers using the foreshore but will impact long-term 'annual' site holders who have caravans on the lakeshore, as discussed in Option 2. The campground can continue to offer a lakeshore camping experience for campers staying in tents.

At the workshop there was discussion about providing an over-flow camping area in summer. Since the workshop the lessee has provided feedback to state why this wouldn't work, including feedback from Annual Site Licence holders. This feedback is included in the attachment to this report. Officers are not recommending an overflow option with this proposal.

Other points raised in the feedback included:

- There are more suitable locations on the lakefront where Council could offer services and where day visitation is currently allowed.
- Safety issues between boats and children. Regular campers are aware of risks but introducing children who are not educated about boats into this area could create serious problems.
- Foreshore erosion will be exacerbated.
- People driving at 60 km/h along the highway will not be able to distinguish between the park, camping ground, boat ramp, canoe hire, or shop. As a result, they are unlikely to stop.
- Increase in traffic intensity and potential accidents from unfamiliar drivers turning across traffic.
- Potential for proposed park to attract more boats and resulting issues, including less parks for day visitors.

- More pedestrians, including children, crossing the highway to access shop, posing a significant safety risk.

Other Matters

Cultural Values

As mana whenua of Motutere, Ngāti Te Rangīita hapū has a strong cultural, spiritual and environmental connection to the reserve land, which is a significant wāhi tapu. The Motutere RMP is being reviewed in partnership between Taupō District Council and Ngāti Te Rangīita.

The historic account, cultural narrative and Ngāti Te Rangīita connection and identity in Motutere (that comprises the Motutere RMP area) is being captured and documented during this review. The draft RMP will recognise and respect Ngāti Te Rangīita's role as mana whenua of the area, through features such as dual language headings, a comprehensive hapū section, kōrero about their past and present relationship with the area and its significance to Ngāti Te Rangīita. The draft RMP will seek to protect and preserve cultural (including according to mātauranga ā-hapū, tikanga Māori), historical and archaeological sites.

Ngāti Te Rangīita have stated that the draft RMP should have a whole-of-reserve outlook and focus, rather than particular emphasis given to existing areas where recreational activity takes place. Given the cultural, spiritual and environmental connection to the reserve land, and concerns about protection of the environment, Ngāti Te Rangīita preference is for no camping on the foreshore of Motutere reserve.

In the Cultural Values Report prepared by Herea Winitana there are two sites of cultural significance located near the lakeshore reserve area, Te Māhurehure and Toka Pūeaea.

Toka Pūeaea; is an altar where Ngātoroirangi placed his deities to safeguard the area and secure it for his descendants. It also served as a gathering place where elder female callers would summon visitors and convey grievances to the departed spirits. Unfortunately, due to the rising lakebed, this sacred rock is now submerged and no longer visible.

Te Māhurehure; is another altar of Ngātoroirangi. This name recalls the undoing of Ngātoroirangi's cloak at Wharewaka. The altars physical form is a rock. It has been there since the time of Ngātoroirangi until now. In the past, when the war parties returned to Motutere, they would lay the heads of the enemies struck upon that rock and offer their sacred essence to Tūmatauenga (war god). When Rākeipoho a son of Tūwharetoa journeyed from Kawerau to Taupō, he went to Motutere knowing that the altar Te Māhurehure stood there. He established another altar called Waitapu. However, due to the rising of the lake, that altar was lost underwater.

There is opportunity (with the agreement and partnership of Ngāti Te Rangīita) to provide for cultural narrative in this part of the reserve.

Feedback from community

Feedback from the community was received during the informal consultation phase of the review, in December 2023 and January 2024. Several themes came out of this feedback, relevant themes include:

- Boat ramp & Parking
 - Unclear where trailer and car parking is
 - Not enough parking for trailers and cars
 - Don't want boat ramp closed
- Reserve access
 - Public uncertain if they can use the lakeshore by the campground.
 - Alternative pedestrian access to the lakeshore other than the boat ramp is not clear.
 - Conflict of safety between pedestrian safety and boat ramp access.
 - Foreshore erosion from foreshore users accessing the beach.
- Camping & campground
 - Unclear where camping is allowed
 - Camping on lakeshore concerns
 - Concerns over visual impact of white domes

- Toilets on lakeshore potential risk of pollution and visual effects
- Concerns around closure of campground through RMP review
- Illegal camping in Holiday Park during out-of-office hours
- Noise from trucks at night
- Annual campers' emotional connection to the reserve, inter-generational experience, want the campground to stay the same.
- Environment
 - Reduction in native trees
 - Erosion
- Cultural History
 - Users of reserve are unaware of the cultural significance of the land to Ngati Te Rangiita, mana whenua.
 - Loss of connection to the land.

It is considered that reconfiguring the lakeshore provides opportunities to address some of these issues.

If options 2 or 3 are chosen, annual caravan sites will be permanently removed from the lakefront. As explained earlier in the report, the lessee has already begun a staged removal of permanent caravans, which the draft RMP will support.

All campers will continue to have access to the lakeshore reserve regardless of which option is chosen. Options 2 and 3 provide an opportunity to enhance the lakeshore side of the reserve through fencing, planting, and grassed picnic areas, as well as create a safer reserve with defined pedestrian accessways away from the boat ramp.

With regards to management of the boat ramp, the Department of Internal Affairs (DIA) administers and maintains Crown-owned boating facilities on Lake Taupō. Any decisions about transfer of ownership or closure of the ramp would have to be made by the DIA and Tūwharetoa Māori Trust Board, who own the lakebed. The RMP can only include management options for boat ramp access and parking. The RMP will advocate for a safe swimming zone to be considered, to improve safety of swimmers at Motutere Bay.

Regardless of the option chosen by the committee, providing safe crossing points on SH1 is critical to improving safety at the reserve. This depends on support from the New Zealand Transport Agency (Waka Kotahi). There could potentially be more pedestrian traffic if campers are moved from the lakefront to the southern side of the highway. The RMP will advocate for at least one safe pedestrian refuge island to be added.

Lease

The current lease expires in 2038 and has 14 years remaining. The current configuration of the campground lease cannot be changed unless agreed to by the lessee.

At the Council meeting held on 26 March 2024, Council directed officers to begin negotiating a proposed new lease on a without-prejudice basis, in parallel with the RMP review. Any decision on granting a new lease cannot be made until the RMP is adopted, as the new lease arrangements must conform to the new RMP.

The lessee, Mr John Tilton, has indicated that Option 3 could be a compromise he would consider as part of the lease negotiations.

Option 2, which involves no camping, is unlikely to be agreed to by the current leaseholder. This means that implementation of this option would have to wait until the end of the current lease in 2038 and/or until a new lessee and lease is in place.

Option 1 is Mr Tilton's preference. His feedback on the proposed options is attached to this report (attachment 3). Some points raised in this letter are discussed below.

Practical and Logistical Considerations

The lessee owns the buildings on the lease area, including showers, toilets, kitchen, and laundry. Council owns the water and wastewater mains that service the campground and the pumphouse on the foreshore. There is power supply to camp sites.

The lessee has expressed concern about how infrastructure ownership and maintenance will be managed if camping areas are transitioned to public use. The current infrastructure owned by the campground operator would require investment from the Council to repurpose for public use. The Parks and Reserves team's preference would be new, purpose-built facilities that better serve the public. If options 2 or 3 are chosen, the lessee will be required to remove assets from the lakeshore at the end of the lease term or through negotiation of a new lease. There is potential that one of these facilities to be moved across the road to service a proposed new expansion area. For clarity for the committee, in relation to assets and improvements the following terms of the current lease apply:

REMOVAL OF LESSEE'S IMPROVEMENTS

- 13.1 Lessee's Option to Remove:** The Lessee may remove the Lessee's Improvements at any time prior to expiry of the lease but in doing so must repair any disturbance to the Land caused by the removal so as to reinstate the Land to the condition it was in at the Commencement Date.
- 13.2 Lessee to Remove Lessee's Improvements:** Prior to expiry or earlier termination of the Lease, the Council may require the Lessee to pull down or remove the Lessee's Improvements but in doing so the Lessee must repair any disturbance to the Land caused by the removal so as to reinstate the Land to the condition it was in at the Commencement Date.
- 13.3 Buildings and Improvements:** Any Lessee's Improvements remaining on the Land at the end of this Lease, whether by expiry of the Term, breach of condition or otherwise, will revert to the Council. The Council may deal with them as it determines and it will not be answerable for any loss.
- 13.4 Chattels:** Upon re-entry by the Council, any chattels in the apparent possession of the Lessee remaining on the Land will revert to the Council and the Council may deal with them as it determines and it will not be answerable for any loss resulting from the exercise of the power of re-entry.

COMPENSATION

- 15.1 Circumstances in which Compensation Payable:** Except as provided in clause 15.2, no compensation shall be payable whatsoever to the Lessee in respect of the Land or the Lessee's Improvements.
- 15.2 Improvements of Value to Council:** If
- 15.2.1** at the expiry of the Term of the lease, the Council decides that the Land may be put to a better use, in accordance with clause 2.3; or
- 15.2.2** at the expiry of the Term, including any extension or renewal of the Term, the Council requests and the Lessee agrees that the Lessee's Improvements remains on the Land -
- compensation will be paid to the Lessee for the Lessee's Improvements, as determined by the Minister.

No Compensation: For the avoidance of doubt, no compensation shall be payable in any other circumstances, including where -

- 15.3.1** the Lease is terminated for breach pursuant to Clause 14;
- 15.3.2** the Lease is terminated pursuant to clause 4.3;
- 15.3.3** the Lease is surrendered or abandoned by the Lessee;
- 15.3.4** the Lessee elects not to renew the Lease;
- 15.3.5** the Lessee elects not to remove the Lessee's Improvements, notwithstanding clause 13.1; or
- 15.3.6** the Lessee fails to remove the Lessee's Improvements when required to do so under clause 13.2.

The lessee has also raised public liability and insurance matters with proposed options. Managing public liability and property damage insurance is complex when mixing public access with private camping facilities. A clear separation of day-use from the camping area will simplify these issues.

Service Reticulation

Motutere Bay has the necessary service reticulation and infrastructure to support a wider part of the community, including campground users and surrounding residents. This makes it a more suitable location for public recreation compared to Ōtaiātoa Bay.

If Motutere Bay is transitioned to a public use area (options 2 and 3), a public toilet facility will have to be provided. The Parks and Reserve team have supported this proposal. Their long-term goal is to get rid of the 4 'pit privys' along the eastern side of the lake so a better quality and larger facility at Motutere would be an ideal replacement.

If direction is given to include Option 1 in the draft, which means no change to lakefront camping, and chooses to approve lease expansion areas, council's asset managers will need to consider the potential impact of increased capacity on water and wastewater services at the reserve.

Motorhome Parking

At the May workshop the lessee proposed a motorhome parking zone at the public boat ramp area, to cater for visitors who wanted to experience lakeside camping. This would require restricted access to this part of the site. As the boat ramp is public, access to the ramp must remain open 24 hours a day. In addition, this option does not provide for pedestrian access to the lakeshore or along the lakeshore reserve outside of vehicle movement areas.

This proposal also falls short of adequately protecting the natural character of the lakeshore reserve, as required in a recreation reserve management plan. Motorhomes have a similar visual impact as caravans and buildings, which clutter the lakeshore and detract from the natural amenity of the area.

While the lakeshore does provide a unique camping experience for tourists, other sites in the campground provide stunning views of the lake and are away from the noise of State Highway 1, which also provides a positive visitor experience. Motorhomes can also park anywhere along the lakeshore during the day.

If option 3 is the preferred option of the committee, officers recommend that only tents be allowed on the lakeshore side of the reserve, in consideration of natural character and amenity values.

Inadequacy of Ōtaiātoa Bay as an Alternative:

The Ōtaiātoa Bay foreshore reserve, previously considered as an alternative to Motutere Bay, does not adequately provide for public lakeside recreation. The area is shallow, rocky, exposed, and lacks service reticulation.

The stretch of road along Ōtaiātoa Bay has an 80km/hour speed limit with no turning bay access, making it difficult and unsafe to provide adequate facilities for public enjoyment.

Officers are recommending that vehicle access to Ōtaiātoa Bay be restricted and the public be encouraged to use Motutere Bay as a picnic and rest area, via this RMP review process.

Council Approach to Camping on Reserves & Comparative Examples

Council's current management approach is to not allow any form of camping on council reserves, other than Hipapatua Recreation Reserve.

Hipapatua Recreation Reserve (formerly Reids Farm) has been used by campers since 1935. It is a small scale camping area providing low key, short term camping. During the RMP review in 2017 council decided to remove overnight camping from the river edge. Overnight camping is now restricted to defined areas further back from the river. By removing camping, the reserve could then be set up for better public access and day use. A carpark and public toilet facility were provided along with improved public access to the river. During the summer months this reserve is now well utilised by visitors and locals swimming and picnicking by the river.

Tongariro Domain (now Riverside Park) was another campsite on council land. Camping had taken place on the domain for decades but this was removed to allow for the creation of Riverside park. The park now provides a river walk, open space, and an outdoor amphitheatre for concerts.

Relevant Legislation for Decision Making

Motutere Recreation Reserve is classified as a Recreation Reserve under Section 17 of the Reserves Act 1977. The RMP shall provide for and ensure the use, enjoyment, maintenance, protection and preservation of the reserve for the recreation reserve purposes which are as follows:

- providing for the preservation and management of areas for the benefit and enjoyment of the public
- ensuring, as far as possible, the survival of all indigenous species of flora and fauna
- ensuring, as far as possible, the preservation of access for the public
- promoting the protection of the natural character of the coastal environment and the margins of lakes and rivers.

Some early consultation feedback stated that Council does not have the mandate to change the configuration of the campground. As the administering body of the Reserve, Taupō District Council has the responsibility of preparing policy for the management of reserves that it controls. RMPs are required by the Act, these plans outline intentions for the use, development, maintenance, protection, and preservation of reserves. This Committee has been given the delegation to review the Motutere RMP. Council, and by delegation this committee, has the authority to create, amend, or remove policy within the RMP as part of this review.

Further statements were made that land gazetted as a campground decades ago must remain a campground. To clarify, the land is classified as a recreation reserve and not gazetted as a campground. Under s54 of the Act, an administering body has the power to provide a campground lease on a recreation reserve. While acknowledging the reserve's history, the Act permits the review and amendment of reserve management plans to better align with current and future public interests.

When deciding whether leasing a particular reserve is appropriate, the overall purpose of the reserve must be considered. The value of the reserve as a public space accessible to all must be weighed against the benefits of its semi-private use as a campground. These values can change and evolve over time. Therefore, it is essential to test and review these considerations through consultation on the draft reserve management plan. Additionally, it is important to consider how these values can be maintained under different management approaches. In this situation it is considered that the natural values of the lakeshore could be better maintained by Council (through planting and landscaping) than they can be when managed as a campground. Public access and safety concerns could also be addressed if the lakeshore at Motutere Bay was not in private lease.

Another consideration for local government decision-making is that decisions are not solely based on the number of people who provide feedback on a proposal. Under the Local Government Act 2002, decision-makers must consider a range of factors, including the long-term social, economic, environmental, and cultural well-being of communities. This includes early consultation feedback, the ecological report, the cultural report, the HAIL assessment, and advice from the Parks and Reserves team, all of which have informed the reports being presented to the committee today. The committee must also consider relevant legislation, including National Policy Statements and the District Plan.

Therefore, it is both reasonable and within the committee’s mandate to give direction on the preferred outcomes and configuration of Motutere Bay lakeshore as part of the review of the RMP. The preferred option will be tested with the community as it will be included in the draft RMP for public consultation.

Based on this information it is considered that there are three options, the committee directs officers to continue drafting the RMP based on:

Option 1: Status Quo

Option 2: Public use of Motutere Bay lakeshore

Option 3: Separate camping and public day use zones on Motutere Bay lakeshore

NGĀ KŌWHIRINGA | OPTIONS

Analysis of Options

Option 1. **Status Quo (Map 1)**

Advantages	Disadvantages
<ul style="list-style-type: none"> • No change for ‘annual’ campers and lessee. • No additional costs for council. • Unique lakeshore camping experience continues to be provided on Lake Taupō. 	<ul style="list-style-type: none"> • Continued loss of natural character. • Little opportunity to restore and enhance vegetation on the foreshore. • No safe public access to the foreshore. • Exclusive use of lakeshore for campers, • does not promote public use of the recreation

	<p>reserve.</p> <ul style="list-style-type: none"> • No ability to provide boat trailer parking on this side of reserve. • Current development on lakeshore conflicts with mana whenua’s values.
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Option 2. Public use of Motutere Bay lakeshore (no camping)

Advantages	Disadvantages
<ul style="list-style-type: none"> • Enhanced natural character. • Opportunity to restore and enhance vegetation on the foreshore. • Provides for safe public access to the foreshore. • Improved experience for the general public and visitors to the campground. • Removes exclusivity of current lease on lakeshore. • Promotes public use of the recreation reserve • Provides ability to create boat trailer parking on this side of reserve. • Supports mana whenua’s values and preference for no camping. 	<ul style="list-style-type: none"> • Loss of exclusive camping area for annual caravan sites on lakeshore. • No lakeshore camping experience provided on Lake Taupō. • Costs associated with upgrading reserve. • Potential for increased pedestrian traffic crossing SH1. • Potential decrease in overnight tourist visitors (if expansion area not supported).

Option 3. Separate camping and public day use zones on Motutere Bay lakeshore

Advantages	Disadvantages
<ul style="list-style-type: none"> • Enhanced natural character. • Opportunity to restore and enhance vegetation on the foreshore. • Provides for safe public access to the foreshore • Improved experience for the general public and visitors to the campground. • Removes some exclusivity and promotes public use of the recreation reserve. • Provides ability to create boat trailer parking on this side of reserve. • Unique lakeshore camping experience still provided on Lake Taupō. • Contributes in part with supporting mana whenua’s values and preference for no camping. 	<ul style="list-style-type: none"> • Natural character values not restored on all of reserve. • Part of lakeshore still used exclusively for camping (restricting public use of Motutere Bay). • Costs associated with upgrading reserve. • Potential for some increased pedestrian traffic crossing SH1. • Potential decrease in overnight tourist visitors (if expansion area not supported).

Analysis Conclusion:

Given the above information, the committee are now asked to give clear direction on the preferred option to include in the draft Reserve Management Plan for consultation. Final decision making on the preferred option will be made following the community consultation period.

This proposal does not affect the current lease, which does not expire until 2038. Proposed changes would not take effect until the lease is renewed or when the current lease expires, unless agreed to by the lessee.

NGĀ HĪRAUNGA | CONSIDERATIONS

Ngā Aronga Pūtea | Financial Considerations

There is no direct financial impact with including a preferred option in the draft reserve management plan.

Depending on the chosen option, there will be financial implications for implementing the reserve management plan once it is adopted by Council. These will need to be addressed through the Council's Annual and Long-term Planning processes.

Depending on the chosen option, there will also be financial implications for the lessee if buildings and/or infrastructure need to be removed or relocated. A reduction in lakeshore sites will also impact the value of the lease/business and potentially reduce visitor numbers and income, especially during the summer period. Any reconfiguring of the lease area will also impact the lessee's annual rent. A new annual rent will be negotiated either in the annual rent review or as part of the new lease negotiations.

Ngā Aronga Ture | Legal Considerations

Local Government Act 2002

The matter comes within scope of the Council's lawful powers, including satisfying the purpose statement of [Section 10](#) of the Local Government Act 2002. That section of the Act states that the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. It is considered that social, economic, environmental and cultural are of relevance to this particular matter.

The proposal has been evaluated with regards to a range of legislation. The key legislation applicable to the proposal has been reviewed and the relevant matters for consideration are as follows:

Reserves Act 1977

Taupō District Council is the administering body of the Motutere Recreation Reserve under the Reserves Act 1977. Under section 41 of the Reserves Act Council is required to have a management plan for the Reserve which shall be kept under continuous review so that the plan is adapted to changing circumstances or in accordance with increased knowledge.

The Motutere Recreation Reserve Management Plan Committee have delegation to oversee the review. The committee can make decisions about the draft reserve management plan. Council has retained delegation to adopt the final plan.

All decisions must be consistent with the purposes of the Reserves Act 1977, as set out in section 3.

Resource Management Act 1991 (RMA)

An administering body, like any other occupier or owner of land, is required to comply with a range of legislation about land administration and management. The RMA is the key piece of legislation to manage the effects of use and development of natural and physical resources.

Section 6 Matters of national importance states that:

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

(a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:

(b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:

(c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:

(d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:

(e) the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:

(f) the protection of historic heritage from inappropriate subdivision, use, and development:

(g) the protection of protected customary rights:

(h) the management of significant risks from natural hazards.

Ngā Hīraunga Kaupapa Here | Policy Implications

The proposal has been evaluated against the following plans:

- ✓ Long Term Plan 2021-2031 Annual Plan Waikato Regional Plan
✓ Taupō District Plan Bylaws ✓ Relevant Management Plan(s)

The key aspects for consideration with regards to this proposal are as follows:

The existing reserve management plan was developed in 2004 and this review process ensures the ongoing management direction remains relevant.

The preferred option will be consulted on in the draft RMP and will inform the lease negotiations.

While there are no costs associated with the option being included in the draft management plan,

Te Kōrero tahi ki te Māori | Māori Engagement

Taupō District Council is committed to meeting its statutory Tiriti O Waitangi obligations and acknowledges partnership as the basis of Te Tiriti. Council has a responsibility to act reasonably and in good faith to reflect the partnership relationship, and to give effect to the principles of Te Tiriti. These principles include, but are not limited to the protection of Māori rights, enabling Māori participation in Council processes and having rangatiratanga over tāonga.

Our statutory obligations outline our duties to engage with Māori and enable participation in Council processes. Alongside this, we recognise the need to work side by side with iwi, and hapū of our district.

This review is being undertaken in partnership with Ngāti Te Rangiita, mana whenua of Motutere. The hapū has an active role in the project team with a codesign approach. Hapū representatives are also included in this Committee overseeing the review of the Reserve Management Plan.

A cultural values report for the Motutere area including the reserve has been undertaken by Herea Winitana of Ōtaiātoa Ltd on behalf of Ngāti Te Rangiita.

Ngā Tūraru | Risks

The transition to a lakeshore free of camping is reliant on negotiations with the current lease holder. In a worst-case scenario that could mean waiting until the expiry of the existing lease in 14 years.

Implementing the proposed changes on the lakefront would require investment from Council. The level and timing of any such investment is reliant on Council's planning and budgeting process and influenced by other costs and priorities.

If council does not implement erosion control measures, there is potential for erosion to be exacerbated by increased use of the foreshore.

The provision of safe crossing points on SH 1 is reliant on support from NZTA. There could potentially be more pedestrian traffic if we move campers from the lakefront to the southern side of the highway.

If the committee is unable to provide clear direction, there will be a delay in drafting the management plan. This will lead to further delays in consultation and adoption of the management plan. Furthermore, this has an overflow effect on council's work programme and it will delay starting on work for the Tūrangi RMP.

TE HIRANGA O TE WHAKATAU, TE TONO RĀNEI | SIGNIFICANCE OF THE DECISION OR PROPOSAL

Council's Significance and Engagement Policy identifies matters to be taken into account when assessing the degree of significance of proposals and decisions.

Officers have undertaken an assessment of the matters in the [Significance and Engagement Policy \(2022\)](#), and are of the opinion that the proposal under consideration is significant. The review of the management plan is of high interest to the local community, campers, the hapū and lessee of the Motutere Bay Top 10 Holiday Park.

TE KŌRERO TAHI | ENGAGEMENT

Taking into consideration the above assessment, that the decision is of a high degree of significance, officers are of the opinion that no further engagement is required prior to the committee making a decision on which option to include in the draft RMP. Once the draft plan has been prepared, the community will have an opportunity to provide their views on the preferred option during the formal submission period. This is expected to be later in 2024.

The preferred option will help inform the lease negotiations, noting that any changes to lakeshore camping before the expiry of the current lease will depend on negotiations with the current leaseholder.

TE WHAKAWHITI KŌRERO PĀPAHO | COMMUNICATION/MEDIA

A communications plan has been prepared in consultation with the communications team. Direct communication will be carried out with affected stakeholders and wider communication will be carried out with the community.

WHAKAKAPINGA | CONCLUSION

The Motutere Recreation Reserve Management Plan Committee has been delegated to oversee the review of the reserve management plan. This committee is made up of equal members of Taupō District Council and Ngāti Te Rangiita.

This report seeks direction for officers to include the preferred option in the draft Reserve Management Plan, noting that the final decision making on the preferred option will be made following the community consultation period.

NGĀ TĀPIRIHANGA | ATTACHMENTS

1. Map 1 Motutere Campground Lease Area
2. Map 2 - Proposed Day-Use Zone Motutere Lakeshore
3. Map 3 - Proposed Separate Day Use and Camping Zones on Motutere Lakeshore
4. Mr John Tilton, Campground Lessee, Letter to Committee on Proposed Options