

MACKENZIE DISTRICT COUNCIL



TE MANAHUNA KI UTA/DESTINATION MACKENZIE PROJECT **GOVERNANCE GROUP TERMS OF REFERENCE**

1 July 2020

Purpose

The Te Manahuna Ki Uta/Destination Mackenzie Project Governance Group will:

- Provide strategic direction and leadership to develop a Destination Management Plan (the Plan) for the Te Manahuna/Mackenzie District (the District) as part of a wider tourism journey that includes Aoraki/Mt Cook National Park, the upper Waitaki Valley and the Lindis Pass.
- The Plan will explore options to unlock and enable sustainable growth and resilience for the District going forward. This will inform investment planning across agencies to:
 - manage pressure on infrastructure, conservation values, communities and the environment
 - deliver on community aspirations for the district
 - deliver on the strategic priorities of the member agencies and the Crown's Treaty Partner who hold Mana Whenua status within the Mackenzie takiwā
 - protect the cultural values and history within the environment as defined by Mana Whenua
 - adhere to the principles of the Treaty of Waitangi/Tiriti o Waitangi
 - recover from the COVID-19 event in the form of a reset to value-based tourism
- Report back to Mana Whenua and all partners on all matters regarding the project
- Protect the cultural values and history within the environment as defined by Mana Whenua
- Adhere to the principles of the Treaty of Waitangi/Tiriti o Waitangi
- Work directly with the Project Sponsor, the Chief Executive of Mackenzie District Council or at a Mana to Mana level where required.

Background

- The Te Manahuna/Mackenzie District is an area of significance to Mana Whenua/Nga Rūnanga and as such there is a need to encompass and recognise the cultural values. A high level of protection is expected in order to preserve and maintain those values of the tīpuna that rest within the Mackenzie District, where sites of significance have or are defined by Mana Whenua such as Motu Ariki.
- Mana Whenua for Te Manahuna, Aoraki and Waitaki is held by Te Rūnanga o Arowhenua, Te Rūnanga o Moeraki, and Te Rūnanga o Waihao. Government agencies with key roles at place include Mackenzie District Council, Department of Conservation, Land Information New Zealand and Waka Kotahi New Zealand Transport Agency and Waitaki District Council.

- Te Manahuna/Mackenzie District has a special and unique character. It has been recognised as an Outstanding Natural Landscape due to its expansive basins with open grassland and valleys created by braided rivers. Kā Tiritiri o Te Moana/Southern Alps surround the landscape, with glaciers on its fringes, all in the shadow of our tallest peak, Aoraki/Mt Cook. Rare glacial derived ecosystems provide habitats for a disproportionately high number of threatened species.
- The District is a sparsely-populated region of small towns and high-country farming communities which gives visitors and residents a sense of isolation despite being located on a busy tourism route between Christchurch and Queenstown. Visitors arrive and journey along State Highway 8, seeking short experiences where they can interact with the landscape, take photos of known landmarks, and hear stories.
- With one of only thirteen certified Dark Sky Reserves (Gold Star Status) in the world, astronomy-related tourism near Lake Takapo and Aoraki/Mt Cook Village is an increasing contributor to the area's economy. Tū Te Rakiwhanoa Drylands, the proposed Mackenzie Drylands Heritage Area, is a further tourism opportunity with the conservation management story at the heart of its experience, having due regard to its pastoral history.

Issues, challenges, options and opportunities

- Prior to the Covid-19 event and despite a tiny population of 4,300, the Te Manahuna/Mackenzie District contributed \$221 million towards New Zealand's GDP. Tourism in the Mackenzie Region has been a growing contributor to that total as the most recent indicators show (see Appendix 1 for tourism data and analysis):
 - A regional tourism expenditure which was estimated at \$302 million in the year ending October 2019 (+ 86% in 5 years)
 - 891,000 commercial guest nights in the year to September 2019 (+74% in 5 years, compared to +19% for all New Zealand)
 - An average of 3,030 daily traffic movements along State Highway 8 in the Basin in 2018 (up more than 50% in 5 years)
 - The road trip to Aoraki/Mt Cook National Park becoming increasingly popular with visitors, with 1,262 daily traffic movements in 2018 (+99% in 5 years)
- Growth has been stronger than New Zealand as a whole, and rapid, but far from steady. Commercial guest nights in Te Manahuna/Mackenzie District had strong overall growth throughout the past ten years but suffered a short-lived reversal due to the Christchurch earthquakes and then surged to a peak of 23% annual growth in 2016, before settling back to previous growth rates (7%). Traffic flowing through the Te Manahuna/Mackenzie District has also grown, and growth rates for State Highway 80 which provides access to Aoraki/Mt Cook are very similar to those described for guest nights.
- The rapid growth has impacted public perceptions and community feeling about tourism due to congestion at key locations, including Twizel, Tekapo and Aoraki / Mt Cook villages, and facilities that are not fit for purpose.

- The major physical impacts are rubbish and human waste in the environment, and growing pressure on vulnerable conservation values at popular locations. The strategic location, provision and servicing of camping, toilets and rubbish facilities along the state highway network is critical to managing the cumulative impact and the quality of the visitor experience.
- The wider effects on the District have included a severe lack of accommodation (both visitor and residential) and labour, high stress on infrastructure and services, and impacts on the environment at Tekapo, Twizel, and popular visitor sites.
- The long-term growth of tourism expenditure follows much the same pattern although it is more volatile. By 2019 tourism expenditure was actually decreasing slightly (-2%) despite continued growth in guest nights and traffic which is concerning. Rapid strong growth combined with sudden large reversals which are not planned for set the context for a range of impacts and a loss of social license for tourism in the District.
- Most recently, in early 2020, the pandemic due to the COVID-19 virus has delivered a major shock to nations globally. This has halted international travel, impacting tourism everywhere. To save lives our government has closed New Zealand's borders for an unknown period and the financial impacts of COVID-19 are expected to be enormous and long lasting. Te Manahuna/Mackenzie District's key visitor markets (estimated to be around two thirds international with half of those from Asia) are unlikely to return for an extended period.
- The impact of external shocks that reverse growth suddenly is the opposite: empty accommodation and attractions, loss of businesses and jobs, and severe hardship for parts of the community that takes years to recover from, if at all. These events can include global economic crises, effects of climate change such as increased threats from pest species, wildfire, storms, and glacier retreat, and natural disasters such as earthquakes and pandemics.
- When we are simply responding to dramatic growth and loss it becomes hard to prioritise the environmental, cultural and community values we depend upon to thrive. The strategy plays an important role in ensuring that we protect, maintain, and enhance, the environment, given the importance of the cultural values and give effect to the Rangatiratanga of the Mana Whenua/Nga Rūnanga within the District and the kaitiaki status they hold.
- Although data for this year is yet to be fully available the closure of the Hermitage Hotel at Aoraki/Mt Cook is a very real and painful indicator of the effects this event will have locally. Many tourism related jobs and some businesses have already been lost in the southern South Island and it is likely the number will grow given the uncertain outlook for the next few years.
- In the short to medium term tourism in New Zealand will be very different with consequences for tourism towns like Queenstown and small communities like those in Te Manahuna/Mackenzie District. However, as the Parliamentary Commissioner for the Environment has shown in his report *Pristine, Popular and Imperilled*, unless we make significant and deliberate changes, in the long-term the same issues will likely return with even greater impacts for communities and the environment.

- At the same time further shocks to tourism are certain, whether from further pandemics, financial downturns or effects of climate change including glacier retreat, increased threats from pest species and wildfire.
- The changing tourism context also brings opportunities to give the cultural context within Te Manahuna/Mackenzie District, as well as for the District and Basin stories to be shared with visitors, shape its reputation as a destination, create value for the District and its communities, and strategically target investment.
- The long-term goal is to achieve a vibrant, dynamic and sustainable future for the Te Manahuna/Mackenzie District based on high quality visitor experiences its natural landscape, historic, cultural and community values. This project enables the key partners to work together collaboratively to manage the pressures, take advantage of the opportunities and achieve that future.
- New Zealand tourism has conservation at its heart and community is its face, but roles and responsibilities are shared across many parties. Achieving integrated future planning for the Te Manahuna/Mackenzie District/ Waitaki /Aoraki is one of biggest challenges and opportunities we all face.

What is Destination Management?

Destination Management is a coordinated management of all aspects of a destination that contribute to a visitor’s experience, including visitors, residents, business and industry and Iwi.

The purpose is to create sustainable growth and resilience for the benefit of the local community including:

- Environmental, economic, social and cultural outcomes
- Coordination of “the system” horizontally (across government, Mana Whenua and partners) & vertically (visitor journey)
- A Plan that has vision and strategy that reflects Mana Whenua and stakeholders’ aspirations
- Alignment between national, regional and local tourism frameworks
- A commitment to Kaitiakitanga and environmental stewardship as part of a sustainable approach to tourism development.

Why is a Destination Management Plan required?

The short to medium term is uncertain due to COVID-19, while in the long-term significant growth in visitor arrivals is forecast to continue with impacts on the environment and community. To address this, we need:

- A shared and clear long-term vision for the District
- To recognise, protect, maintain and enhance the values of Mana Whenua
- A clear strategy to manage growth and associated impacts, or sudden changes in demand, the environment or external shocks

- Integrated spatial / visitor management plans and resources to address pressure on conservation land and waters and Council reserves
- High quality, safe visitor experiences
- Communities to value and support the tourism sector and hosting visitors
- Long-term regional planning and investment to manage visitor growth that meets international and New Zealand best practice standards.

There are important lessons we must apply to re-shape the way we plan for and manage visitors to Te Manahuna/Mackenzie District in the long-term so that the system:

- Is inherently sustainable socially, environmentally and financially
- Is resilient to external shocks, including global economic crises, pandemics, and the wide-ranging effects of climate change
- Enables Mana Whenua and the community to shape opportunities to achieve their aspirations
- Protects the cultural, environmental and community values that are at the heart of our wellbeing and success

Partnership with Ngāi Tahu

Co-design with Mana Whenua is crucial to the process so that the planning work is informed by Mana Whenua values and aspirations for Te Manahuna, Aoraki and Waitaki. Treaty Partnership with Mana Whenua is enabled by representation via three seats on the Governance Group for Papatipu Rūnanga.

General Goals and Objectives

General goals and objectives of the project are:

- A long-term goal around achieving a vibrant, dynamic, resilient and sustainable future for the Mackenzie District based on high quality visitor experiences and its natural, landscape, historic, cultural and community values.
- To develop, in collaboration with Mana Whenua/Nga Rūnanga, the community and across agencies, an agreed clear vision and direction for the Te Manahuna/Mackenzie District over the next 100 years through a Destination Management Plan for 30 – 50 years that will:
 - assist master planning for separate consideration for community processes to articulate accompanying infrastructure and high level spatial planning needs as outcomes
 - advise decision makers and investors’ lead priorities for how to invest wisely
 - arrive at an overall vision to take all partners forward
 - address a variety of immediate and longer-term needs
 - identify key strategic locations to tell the stories
 - improve conservation
 - aid long term recovery from the COVID-19 event.
- The Plan will clearly articulate:

- How Mana Whenua will give effect to their aspirations for whānau through opportunities to educate and inform visitors and the community on the cultural landscape of Te Manahuna/Mackenzie District
- Aspirations, goals and objectives for tourism, community, conservation, business and employment, as well as Mana Whenua cultural values including economic development
- Provide guidance to address Aoraki challenges including but not limited to those indicated in the Draft National Park Plan, transport data for the district, tourism sector sustainability for example
- The connections between the tourism flow from Christchurch to Queenstown, present and future experiences in the District, and the infrastructure that supports them.
- Spatial view of the District, Region and inter-regions
- The proposed mechanisms to manage impacts and derive benefits of growth
- Priorities for action in the short, medium and longer-term to achieve these aspirations, goals and objectives (including infrastructure)
- Roles, responsibilities and inter-relationships to deliver these actions
- Provide guidance as to how to work in co-management with our Treaty Partner.
- Can demonstrate relationships or have the ability to establish functional networks and strong relationships in the District with Mana Whenua and the wider community and able to foster new relationships where required.

Consultant capacity and capability

The Consultant will have the capacity and capability to:

- Commission the programme of work outlined in the Scope of Works and in accordance with the requirements in the Consultant's brief
- Appoint, second or co-opt sub-contractors for identified sub-studies
- Determine and allocate appropriate resources including project management and monitor costs in accordance with set budget
- Development for approval of project briefs and plans for projects and/or studies in consultation with the Mackenzie District Council Chief Executive and with the support of the WorkingGroup
- Prepare and submit consultant programme level reports, project reports, governance group reports, working group reports, ministerial and agency briefings and reports
- Prepare and monitor Communications and Stakeholder Engagement Plans
- Prepare and monitor risk and issues registers
- Monitoring progress and completion of projects as per approved project plans.
- Can demonstrate relationships or have the ability to establish functional networks and strong relationships in the District with Mana Whenua and the wider community and able to foster new relationships where required.
- A strong background and track record working within the tourism sector.
- Specific experience in destination management matters and development of relevant strategies.
- Ability to facilitate workshops comprising participants from both the public and private sector.
- An understanding of central and local government planning processes.

- Commercial and political acumen.

Communication and Results

- Internal project related communications between the Governance Group, Working Group and contractors will be managed by the appointed Consultant under supervision of the Mackenzie District Council Chief Executive.
- All external communications will be the responsibility of the Chair of the Governance Group and after consultation with and approval by all partners in the Governance Group.
- The Consultant will prepare for approval by all partners, all written material to be communicated externally by the Chair on behalf of the Governance Group.
- External communications will be supported and managed by the Consultant through a Communications and Stakeholder Engagement Plan, supported by an approved Key Messages document for use by partners outside of formal communications.
- The Consultant will prepare Ministerial and Contract Briefings for communication by the Mackenzie District Council Chief Executive where required.
- The Governance Group will ensure that all requests to prepare and communicate material are made in a timely manner and will maintain a 'no surprises' approach with Mackenzie District Council.

Results

The Plan results will be publicised in such a form and manner that it is publicly available including the supporting data and final reports.

Risks

Risks will continually be monitored by the Consultant in consultation with the Mackenzie District Council Chief Executive, reported regularly and all partners will be notified / communicated with as appropriate operating on a 'no-surprises' basis.

Governance Structure, Roles and Principles:

The project will have the following functional groups:

- Governance Group
- Project Working Group
- Stakeholder Reference Group
- Appointed Consultant and subcontractors as required

Role of the Governance Group

- Provide overall direction for the project.
- Ensure clearly defined and detailed objectives for the project are delivered on.
- Be strong advocates for the project – locally, regionally and nationally.

- Recommend the appointment of the Consultant to oversee and deliver the respective work stream outcomes with the appropriate agencies, consultants and contractors.
- Ensure that the Consultant appoint, second or co-opt contractors with input from the Governance Group/Project Working Group.
- Ensure there is a high level of communication with all significant interest groups.
- Ensure the Principles of the Treaty of Waitangi are adhered to at all times.

Role of Project Working Group

- To provide a consistent 'day to day' point of contact for the Consultant on behalf of the Governance Group.
- To maintain oversight of the project's progress and report back to the Governance Group.
- Undertake cross-agency work as required:
 - Partners ensure their representative and staff are task orientated
 - Resources are made available and there is access to those resources from those agencies respectively, including staff time
 - All information is circulated in a timely manner
 - Identifies risks in consultation with the Project Sponsor

Role of Project Sponsor

- Drives and keeps project aligned with Mackenzie District Council strategy and portfolio direction.
- Oversight of investment against programme.
- Appoints the Consultant in accordance with Mackenzie District Council's Procurement Policy.
- Manages the outputs/results and delivery of the Consultant's work programme against the project milestones.
- Manages project risks and frequently reports these to Mackenzie District Council.
- Advises Mackenzie District Council elected members on the project.
- Requires reporting and monitoring information from the Consultant.

Role of the Consultant

- Project oversight and delivery.
- Appoints, seconds or co-opt sub-contractors on an as-needs basis in consultation with the Project Sponsor.
- Liaison with all partners and stakeholders in consultation with the Project Sponsor.
- Manages budget in consultation with the Project Sponsor.
- Project Management / Co-ordination.
- Project Communication.
- Project Reporting.
- Reports to the Project Sponsor.

Operating Principles

The Governance Group will:

- Engage proactively and effectively with all partners, commit to the sharing of information and

resources across partners to best support the development and implementation of the Plan, including but not limited to attending meetings, sourcing information, reviewing documents and delivering programmes, projects and strategic interventions.

- Commit to use 'best endeavours' to share knowledge and information in a timely manner and meet project timelines specified by the Governance Group.
- Commit to a 'no surprises' approach and philosophy.
- Promote a co-operative culture, encourage robust discussion and effective working relationships through acting in good faith and working together in a spirit of open and transparent collaboration.
- Bring all issues and differences of opinion to the Governance Group for resolution and be clear when and how they have been resolved or be clear that a difference of opinion remains.
- Seek consensus in its decision making wherever possible. Where, despite the best endeavours of members unanimous agreement is not achieved, a decision may be taken if in the view of the significant majority it represents the best interests of all partners. In the event of a vote, a majority of 6 is required, where the Chair has no casting vote as an independent.
- Seek assistance jointly from the Chief Executives of all agencies to further Governance deliberations if neither unanimous agreement is reached, nor a significant majority formed.
- Frequently report back to Mackenzie District Council with recommendations for final decision making and adoption of the Mackenzie Destination Management Plan.
- Be active in the principles of the Treaty of Waitangi and observe tikanga Māori at all times.
- Protect the IP of all partners at all times.

Engagement principles

- Be culturally aware and sensitive, observing tikanga Māori at all times.
- To identify stakeholders, form a stakeholder reference group and prepare a stakeholder engagement and communication strategy.
- To engage frequently and effectively with all stakeholders.
- To advocate for the importance of Te Manahuna/Mackenzie District as a unique destination of national significance for its natural, cultural, tikanga Māori and landscape values, which provides a range of opportunities through tourism for the Te Manahuna/Mackenzie District and its neighbours.

Delegations

The recommendations developed by the Working Group will be confirmed by each of the partners based on their standard delegations and then reported to the Chair at the next Governance Meeting.

Financial delegations

- The funding and engagement of the Consultant for the strategy will be administered by the Mackenzie District Council on behalf of the Governance Group.
- The Mackenzie District Council will establish a fund for this project and will be responsible for spending in relation to all costs, including but not limited to administration costs, engagement of consultants or expertise, management of contracts and payment of invoices from this fund.
- The council's normal statutory obligations in respect of financial management and reporting will

apply to this project.

- The Mackenzie District Council will spend and acquit the Grant in accordance with the grant application and funding agreement.
- The Mackenzie District Council will provide 6 weekly financial updates and reports to all partners.

Administration

- The Governance Group will be administered by Mackenzie District Council.
- Remuneration for members of the Governance Group will be paid by their respective agency in accordance with the standard rates.
- Remuneration rate for the Papatipu Rūnanga will be based on Council's Meetings Fees Policy.
- Remuneration for the Independent Chair will be funded through the project funds in a separate contract with Mackenzie District Council.

Accountability

The Governance Representatives of the Mackenzie District Council and the Ministry of Business Innovation and Employment will monitor the activities and performance of the Governance Group. The Consultant will report to the Mackenzie District Council Chief Executive Officer.

Timeframes

The Governance Group will meet at six weekly intervals following appointment of the Consultant until the project conclusion.

Indicative Meeting Timetable for 2019/2020

7 June 2019	First Governance Meeting
26 July 2019	2 day Governance Meeting
September 2019	Procurement process for Project Consultant – Delayed after project put on hold pending engagement with Rūnanga.
6 September 2019	Governance Meeting
1 October 2019	Appoint main contractor / Consultant – on hold
18 October 2019	Governance Meeting – on hold
27 November 2019	Governance Meeting – on hold
January 2020	On hold
February 2020	On hold
March 2020	On hold
April 2020	On Hold
May 2020	On Hold
19 June 2020	Virtual Governance Meeting
24 August 2020	Virtual Governance meeting - consider successful tenderer recommendation by the Working Group
25 September 2020	In person Governance meeting – First meeting with Consultant and progress update
6 November 2020	Virtual Governance meeting
18 December 2020	Virtual Governance meeting

Governance Group Membership, Delegations and Administration:

The membership of the Governance Group will comprise the following:

Tony Shaw	tony@timpanywalton.co.nz
Mayor Graham Smith	mayor@mackenzie.govt.nz
Deputy Mayor James Leslie	james.leslie@mackenzie.govt.nz
Suzette van Aswegen	suzette.vanaswegen@mackenzie.govt.nz
Karl Burtscher	karl@tekapospings.co.nz
Iain Cossar	Iain.Cossar@mbie.govt.nz
Tim Townsend (Delegate)	Tim.Townsend@mbie.govt.nz
Nicola Toki	ntoki@doc.govt.nz
Bruce Parkes	bparkes@doc.govt.nz
Jim Harland	jim.harland@nzta.govt.nz
Jeremy Barr	jbarr@linz.govt.nz
Te Rūnanga o Waihao – Jo McLean	Waihao.manager@ngaitahu.iwi.nz
Te Rūnanga o Arowhenua - John Henry	hahenry1953@gmail.com
Te Rūnanga o Moeraki – David Higgins	dthiggins@xtra.co.nz

The membership of the Working Group will comprise the following:

Mayor Graham Smith	mayor@mackenzie.govt.nz
Deputy Mayor James Leslie	james.leslie@mackenzie.govt.nz
Suzette van Aswegen	suzette.vanaswegen@mackenzie.govt.nz
Connie Giquel	connie.giquel@mackenzie.govt.nz
Karl Burtscher	karl@tekapospings.co.nz
Abby Cheeseman	abby.cheeseman@mbie.govt.nz
Tinaka Mearns	tmearns@doc.govt.nz
Sally Jones	sajones@doc.govt.nz
Fiona Hall	fhall@doc.govt.nz
Peter Brown	Peter.Brown@nzta.govt.nz
Natalie Heywood	natalie.heywood@nzta.govt.nz
April Hussey	ahussey@linz.govt.nz
Te Rūnanga o Waihao – Jo McLean	Waihao.manager@ngaitahu.iwi.nz
Te Rūnanga o Arowhenua – Karl Jackson	Karl.Jackson@ngaitahu.iwi.nz
Te Rūnanga o Moeraki – Haydon Richards	Haydon.Richards@outlook.com

Members of the Governance Group and Working Group may be represented by nominated officials from their agency at meetings as appropriate. Each member agency will have a single vote.

Term:

The Governance Group Terms of Reference shall apply from sign off date until amended or revoked.

Signatories

Signed for an on behalf of
Mackenzie District Council
Suzette van Aswegen
Chief Executive Officer

Signed for and on behalf of
Department of Conservation
Bruce Parkes
Deputy Director General, Policy and Visitors

Signed for and on behalf of
Ministry of Business
Innovation and Employment iain Cossar
General Manager, Tourism

Signed for and on behalf of
Land Information New
Zealand Jeremy Barr
Group Manager, Land and Property

Signed for and on behalf of
Waka Kotahi/New Zealand
Transport Agency
Jim Harland
Director Regional Relationships

Signed for and on behalf of
Te Rūnanga o Arowhenua
John Henry
Chair

Signed for and on behalf of
Te Rūnanga o Waihao
Jo McLean
Chair

Signed for and on behalf of
Te Rūnanga o Moeraki
David Higgins
Acting Chair

Signed for and on behalf of
Mackenzie Development
Group Karl Burtscher
Chair