

# **Best Practice Policies for Local Government Management of Natural Assets Developed for Tourists**

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## **Executive Summary**

This project was undertaken by Lincoln University and funded by the Foundation of Research, Science and Technology (FoRST) under the LINX 0202 Programme. The main aims of the project were to identify current council approaches to natural asset management and to develop '*best practice*' guidelines for the management of effects from tourism on these natural assets on non-conservation estate land for which local and regional authorities are responsible.

With the tourism sector now a significant contributor to the New Zealand economy (\$5.9 billion direct tourism value added in the year ended March 2003), and strong growth patterns forecast to continue for the 2003-2009 period, concerted attempts to manage natural assets must now not only be made, they must also have a degree of success.

It is recognised that unlike the Department of Conservation (DoC), which has a high degree of 'ownership' of the natural assets that they manage, territorial and regional authorities tend to administer the natural assets within their jurisdiction. Consequently new and different approaches are needed from those used by DoC. This strengthening of focus on tourism represents a turning point for local and territorial authorities which have historically played a less active role in the tourism sector.

An initial assessment of a sample of district and regional authority plans revealed that there were references to methods for dealing with a diversity of environmental issues, and this indicates in a very general way, the impacts of tourism on natural assets are being considered. Yet the survey results revealed that only 16 per cent of respondents (N=40) indicated that their plans or policies have clear statements relating to tourism and tourism impacts. Further, only 23 per cent of respondents considered that the distinctions made between tourism and recreation was adequate.

However 65 per cent of respondents consider the resource management provisions are adequate to control adverse effects on natural assets. Similarly 63 per cent of respondents believe the resource consent process is adequate to safeguard against adverse impacts.

The questionnaire also sought to find out what non-statutory methods are currently used to manage the adverse effects of tourism on natural assets. It did this by asking what methods are currently in use (with some prompts), by requesting case studies, and by asking respondents to rank a list of 15 policy statements. Results show that advocacy, education, strategy plans, covenants and consents, and management plans are the most commonly used methods. Of the 15 case studies provided, seven used resource consents, four used management plans, and three used strategy plans. Of the 15 policy statements presented, education, active participation, and covenants and consents were ranked highest. These three methods were regarded as effective, effective to very effective, and consistently highly effective, respectively.

The questionnaire results provided extremely useful information on which to base *best practice* guidelines. In addition to these, a number of decision support tools for natural

asset planning have been developed to allow a more proactive approach to be taken. This planning framework includes a step-by-step process to identify, classify and cluster natural assets, and provide guidance to select appropriate best practices for the development of strategies that move natural assets in the direction of sustainable tourism. Finally a management checklist has been developed to take managers through a series of questions and from which appropriate courses of action can be selected.

It is recognised that until now territorial and regional authorities have had to work with a statutory framework that does not specifically take tourism into account, leading to a predominantly reactive approach to administering natural assets. The demands of a rapidly growing tourism sector, however, now require a more strategic and proactive approach. A raft of new enabling frameworks and processes is needed to focus resources on the impacts of tourism on natural assets, as well as ensuring that the tourism sector develops in a sustainable way. The discussion and development of best practices and decision support tools presented in this report will, it is hoped, provide a valuable resource for local and territorial authorities to begin this new era with some confidence.

# **Chapter 1**

## **Introduction**

This project was undertaken by Lincoln University and funded by the Foundation of Research, Science and Technology (FoRST) under the LINX 0202 programme. The primary objective of the project is to develop *best practice* guidelines, for the management of effects from tourism on natural assets on non-conservation estate land.

Importantly, this report is part of a broader programme of research, the rationale of which is based on the need to safeguard New Zealand's competitive advantage by protecting the natural assets widely used by tourists. This broader research programme includes the development of a method and associated tools for measuring indicators of tourism impact on natural assets, deriving thresholds of change for those assets, and developing best practice policies for local government. This report addresses the latter.

Unlike the Department of Conservation (DoC), which has a high degree of 'ownership' of New Zealand's nationally recognised natural assets, regional and territorial local authorities tend, for the most part, to administer rather than own natural assets. While the improved management of natural assets used for tourism remains the primary goal, a different approach to natural asset management by local authorities is required. With a focus on local government responsibilities then this project aims to do the following:

1. To identify *current* council approaches to natural asset management; and
2. To develop *best practice policy guidelines* for local government to incorporate in relevant planning and decision-making processes.

This report starts with some background information; an overview of the tourism industry, recent developments in sustainable tourism, the legal framework within which local authorities operate, and finally an attempt is made to define *best practice*. This is followed by the methodology used for the research phase of the project. The findings section provides an overview of current methods in use by territorial and regional authorities and these serve to form the basis of the best practice guidelines. Finally we include decision support tools for planning and management of natural assets. References cited, web sites visited, appendices and blank templates make up a useful resource section at the end of the document.



## **Chapter 2**

### **Background**

Here we explore the context within which local government operates in regard to natural asset management on non-conservation land. First, an overview of the tourism industry is presented and this is followed by a brief summary of recent research and literature on natural asset management and classification. Second, an overview of the legal framework within which local authorities operate is outlined and some issues around terminology are covered. Third, an attempt is made to describe what constitutes *best practice*.

#### **2.1 The Tourism Industry: An Overview**

Tourism is now a significant contributor to the New Zealand economy. In the year ended March 2003 direct tourism value added was \$5.9 billion, accounting for 4.9 per cent of the total industry contribution to New Zealand's GDP. It is also a major export earner accounting for \$7.4 billion, or 17.8 per cent of exports in the year ending 2003. To put this in perspective, this exceeded dairy export receipts of \$5.9 billion (14%). Further, total tourism expenditure (domestic and international) has increased every year through to 2003, with the strongest growth in the March 2000 year (up 10.9%)<sup>1</sup>.

Forecasts by the Tourism Research Council of New Zealand suggest strong growth patterns should continue for the 2003-2009 period. Growth in international arrivals per year are estimated at 5.7 per cent per annum over the forecast period with international expenditure increasing by an average of 9.7 per cent per annum. Further, domestic visitor nights are expected to increase by an average of 2 per cent per annum over the same period<sup>2</sup>.

#### **2.2 Developments in Sustainable Tourism**

With such significant growth forecast for the tourism industry it is clear that concerted efforts to manage natural assets must not only be made, they must also show a substantial degree of success. Considerable work has been done in this area in recent years and continues to progress. For example, the Parliamentary Commissioner for the Environment (PCE) carried out a major review into the environmental effects associated with tourism in 1997 making recommendations for further research to develop environmental indicators for tourism effects. The New Zealand Tourism Strategy 2010 attempts to give preferential focus to a number of key themes including 'sustainability,

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1 <http://www.trcnz.govt.nz/Topics/Economic+Contribution/Tourism+Satellite+Account+2000-2003>. Accessed 3/8/2004

2 <http://www.trcnz.govt.nz/Topics/Forecasts+and+Trends/2003+2009+Forecasts+Summary/National+Forecasts.htm>. Accessed 3/8/2004

and the Tourism Industry Association of New Zealand (TIANZ) has actively supported the 'Green Globe 21' Standard for Travel and Tourism. The Department of Conservation (DoC) continues to be active in developing management models for natural assets on the conservation estate.

More specific to natural asset management, Hughey and Ward (2002) recently developed a framework for the integrated management of natural assets used for tourism. This introduced an asset classification system, management guidelines and management related indicators for natural asset managers. While local authorities are usually not the managers of natural assets, this framework none-the-less has relevance for the administration of natural assets on non-conservation estate land and has been instrumental in the development of decision support tools presented later in this report.

## **2.3 Legal Framework**

The importance of the natural environment has long been recognised within the planning arena in New Zealand and reinforced in the past two decades through legislation such as the Environment Act (1986), the Conservation Act (1987) and the Resource Management Act (1991).

The Resource Management Act 1991 (RMA 1991) is the main legislative tool that local governments use to sustain environmental quality (Cameron *et al.*, 2001). The responsibility of territorial local authorities (district and city councils) is to promote sustainable tourism, and with regard to managing the adverse effects of tourism, to regulate development, plan infrastructure and monitor trends. Local authorities therefore have a direct role in managing environmental effects associated with tourism through their policies and plans and their decision-making role on resource consent applications for tourist developments (PCE, 1997). As the entity that makes local decisions for and on behalf of local communities, local government has a profound influence over the factors that provide the setting within which tourism takes place (Beca Planning, 2002a, p3).

Regional councils have an indirect role in sustainable tourism development that mainly involves managing the adverse biophysical impacts of tourism (Cameron *et al.*, 2001) and activities carried out on water.

The RMA 1991 sets out some very specific requirements relevant to the tourism context. First, it defines the word 'environment' to include (a) Ecosystems and their constituent parts, including people and communities, (b) all natural and physical resources, (c) amenity values, and (d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c). (Section 2)

Second, it provides a definition of 'sustainable management' to mean the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety. This should be done while (a) sustaining the

potential of natural and physical resources ... "to meet the reasonable foreseeable needs of future generations; (b) safeguarding the life supporting capacity of air, water, soil and ecosystems and (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment" (Section 5(2)).

Third, it also provides for the matters of national importance such as:

- The preservation of the natural character of the coastal environment, wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development
- The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development
- The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna
- The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers
- The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu and other taonga (Section 6)

Finally, recourse to the RMA illustrates that access to natural assets for tourism and recreational activities can sometimes be contrary to the protection of the natural asset resulting in, for example litter, vandalism, and soil/sand erosion problems.

The existence of legislation and planning / resource management mechanisms, however, does not necessarily provide for a simple approach to natural asset management nor does it ensure that natural assets are better protected. As noted by Ward *et al.*, (2003) an asset may sometimes come under the jurisdiction of more than one organisation, for example a cave system situated on private land. In this instance, the water quality is subject to the jurisdiction of the regional council, while the asset (caves) is managed by the land owner but subject to district plan provisions for any tourist / recreation activity. Wildlife in the cave would be DoC's responsibility. The reporting and monitoring of any activity is subject to the regional and district plan provisions. If a natural asset is specified in the appropriate plan and its features are recognised within particular policies or rules, then monitoring and reporting is required. For example, a cave on private land may have nationally significant physical features recognised in a plan. The relevant council then needs to ensure that these features are monitored and reported on. Who actually does this is a matter for negotiation between the council, other responsible agencies and the landowner.

In order to achieve sustainability, explicit partnerships, agreements, and approaches as well as setting environmental limits may be necessary. This takes good co-operation between all parties to ensure a 'win-win' result is achieved. Use of both legislation and non-legislative methods may be necessary to achieve the desired outcome. The role of Regional Tourism Organisations may in future become more significant because they

have a more clearly defined focus in respect to tourism than territorial local authorities. Legislative changes may also help to sharpen the focus.

## 2.4 What is 'Best Practice'?

While *best practice* is now common terminology this is not to say that it is necessarily well understood. Therefore we include a short section here to help clarify the term and its application. We cover its origin, provide a simple definition of what it is, how it might be established, and present some of the key points that organisations and professions generally consider when developing a set of best practice guidelines<sup>3</sup>. Importantly, this section informs our own project methodology.

### 2.4.1 Origins and Definition

It is fair to say that the origins of *best practice* are modest. The term or approach simply developed out of an organisation or profession's desire to improve the way things are done. Development of a *best practice* often comes about through learning from others who are working in the same field or addressing the same issues. 'Best' might refer to a best fit technique, method or process, taking into consideration a particular set of circumstances that might include resources, obligations and limitations. Similarly 'practice' is simply any activity that is being carried out by others in the same organisation or profession.

### 2.4.2 How Best Practice Might be Established

*best practice* can emerge from success but often it is mistakes or failures that lead to the development of better ways of doing something. In other words a key part of *best practice* is to know what pitfalls and mistakes to avoid. It may also refer to an innovation in practice that is recognised by peers as a more effective method or approach.

Determining what forms *best practice* needs to be drawn from a collective view. While it may not always be possible to agree about what makes *best practice*, it is important that it is not drawn from a single person's viewpoint or judgement. It is useful therefore for practitioners to first agree on a set of factors from which to evaluate the usefulness and quality of a particular practice. '*Best practice*' can then be determined by general acceptance of the practitioners. For most, the easiest way to express and share *best practice* is through suggestions or 'tips' that cover how to do specific tasks. Increasingly these are formalised into Best Practice Guideline documents that can be easily shared and updated.

### 2.4.3 Key points

In developing *best practice* the following issues are usually taken into account:

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<sup>3</sup> The information presented here about 'best practice' was sourced from the following websites: <http://www.qualityplanning.org.nz/content.php?id=2> & <http://www.mfe.govt.nz/publications/rma/#guides>.

- *Best practice* can be determined in hindsight, after the results and impact of an approach or activity is identified and compared with other alternative approaches.
- The practice is validated by legal processes.
- The practice has been demonstrated to produce the same results sought elsewhere.
- The practice is affordable, and makes most use of available resources.
- The practice best meets the particular circumstances.
- The *best practice* uses or is consistent with an adopted New Zealand or international standard or code of practice.
- The practice can be used or replicated elsewhere effectively under the same or similar circumstances to produce same outcomes.
- Primary stakeholders generally accept the practice.

*Best practice* is dynamic in nature and therefore what is *best practice* now may in time be superseded by innovations, changes in technology, or changes in law or governance structures. Further, changes in expectations, values, knowledge or other influences may render best practices less relevant, useful or appropriate in the future. For these reasons, *best practice* should be subject to constant review.



## **Chapter 3**

### **Methodology**

The main objectives of this project were to (1) publish a report on a survey and analysis of current council approaches and (2) to publish *best practice* policy guidelines for councils to incorporate in relevant planning and decision making processes. To achieve these we established the following methodology.

#### **3.1 Literature Review**

A review was undertaken of reports and other documents produced nationally by relevant agencies such as Local Government New Zealand, Ministry of Tourism, Ministry for the Environment, and New Zealand universities in an effort to provide a sound context for this project. Topics covered included tourism, local government, best practice, resource management, natural asset classification and management. The review included a number of websites that are listed at the end of this report.

#### **3.2 District and Regional Plan Assessment**

For practical reasons, including direct personal contact opportunities, the following territorial and regional plans were used for an initial assessment.

- Banks Peninsula District Plan
- Christchurch City Plan
- Hurunui District Plan
- Kaikoura District Plan
- Westland District Plan
- Environment Canterbury Plan

These were chosen on the basis that they represented a good cross section of plans covering regions that included a city, rural areas, tourism intensive areas, and a broader regional council area. We also felt this was reasonably representative of New Zealand as a whole. This initial assessment of documents focused on identifying specific references to, policies on, or provisions for, tourism impacts on natural assets. We also looked for references on Protected Natural Areas (PNAs), Significant Natural Areas (SNAs) or similar listings.

### **3.3 Postal Survey**

A questionnaire was developed to find out how territorial local authorities currently manage tourism impacts on natural assets and what related provisions or policies were contained in their planning documents. In particular we wanted to address the following:

- Whether councils have provisions for protecting natural assets in the regional / district plan
- Whether the regional/district plan provisions were considered to be adequate/effective
- What councils consider were the best methods for safeguarding the natural assets.

Following the development of the questionnaire we consulted a number of planning managers from the councils mentioned in Section 3.2 to pilot the questionnaire and to ascertain their response to the appropriateness and robustness of the questionnaire. Contact was initially by phone followed first by an email and then with a personal meeting. The following people were included in this process:

- Tim Harris, Dominic Moran, (Tourism and Economic Development Managers), and Kent Wilson all of Banks Peninsula District Council. Meeting held 15/9/03
- Dave Mountford, Team Leader City Plan, Christchurch City Council. Meeting held 11/9/03
- Andrew Feierabend, Environment Services Manager, Hurunui District Council. Meeting held 15/9/03
- Suzette van Aswegen, District Planner, Kaikoura District Council. No meeting held
- Richard Simpson, Manager of Planning & Regulatory, Westland District Council. No meeting held
- John Glennie, Natural Resources Policy Manager, Environment Canterbury. Meeting held 21/9/03.

The face-to-face meetings allowed further discussion to take place about the project and questionnaire. Further refinement of the questionnaire followed. A copy of the final questionnaire can be found in Appendix A.

The questionnaire was posted on 2<sup>nd</sup> October 2003 to each of the 12 regional councils, all 74 territorial authorities (15 city councils including Nelson City Council which has regional responsibilities, and 58 district councils including Gisborne, Tasman and Marlborough Councils which have regional responsibilities, and the Chatham Islands Council). It was apparent from our attempts to identify a dedicated tourism planner that few, if any, councils had specific personnel responsible for tourism and so the questionnaire was addressed to the person responsible for policy and regulatory functions.

The questionnaire was sent out with a self-addressed envelope for replies. It contained a reference to a website from where the questionnaire could be completed on-line and returned.

### **3.4      Electronic Workshop**

Part of our contract commitment to this project included holding a workshop with council staff to discuss the survey findings and to develop further our own thinking on what activities might be considered *best practice* and what decision support tools might be useful at a practical level. However, from conversations with council staff it became apparent that the likely uptake of such an exercise would be minimal. As a consequence we decided that the workshop would be held 'electronically'.

Once questionnaire responses from the questionnaire had been collated and analysed, we developed a draft decision support framework for further consideration from council staff. The document called 'Draft Decision Support Framework for Councils managing tourism impacts on natural assets' was emailed to all 86 survey respondents in mid December 2003. The list of email addresses of these respondents differed from the original one to accommodate those who actually completed the questionnaire rather than those who had simply received it. A copy of the Electronic Workshop documents can be found in Appendix B.



## **Chapter 4**

### **Findings**

This section presents the key findings of the initial review of planning documents, the postal survey results, and feedback from the electronic workshop. It is from these findings that we have developed a set of 'best practice guidelines' presented later in this document.

#### **4.1 Initial Review of Planning Documents**

An initial assessment of regional plans, policy statements and district plans within the Canterbury, West Coast and Marlborough regions was undertaken to identify how they dealt with tourism impacts on natural assets. District plans were examined to ascertain whether they included references, policies and provisions, and or contained schedules of Protected Natural Areas, Significant Natural Areas or similar listings. Conversations with some authority personnel also took place where clarification of issues was required.

The preliminary examination revealed that they did contain a variety of objectives, policies, zonings, and methods for dealing with a diversity of environmental issues such as water quality, landscape, indigenous vegetation, fauna and habitats. In a very general way such provisions identified and / or considered the impacts of tourism on natural assets that are under territorial local authority regulation. A brief overview of findings from each regional or territorial local authority can be found in Appendix C.

#### **4.2 Survey Results**

The survey response rate was 46 per cent (N=40) with 10 of these received electronically. The first seven questions in the survey related to the existence of provisions for tourism in district/city/regional plans and processes. The responses to these are summarised and presented in Section 4.2.1. The remaining eight questions related to non-regulatory methods of activity control, case studies, monitoring, and review methods. The responses to these are presented in Section 4.2.2.

##### **4.2.1 Provision for Tourism in Council Plans**

The first set of questions explored the issues around whether distinction was made between recreation and tourism. Only 16 per cent of respondents indicated that their plans or policies have clear statements relating to tourism and tourism impacts. Conversely 61 per cent of respondents indicated their plans and policies have clear statements relating to recreation. Only 23 per cent of respondents considered that the distinctions made between tourism and recreation were adequate. It was hoped that some feedback could be obtained about the practical guidance that these policies and plans provided, but few responses were received and no consistent message could be discerned.

This line of questioning was taken further to probe whether the lack of distinction is a problem. Responses were even with 50 per cent saying yes and 50 per cent saying no. Those who see it as a problem raised issues such as access to the high country for tourism purposes, ensuring residents' recreational needs were catered for, and concerns over ad-hoc responses on a case-by-case basis as reasons for concern. One respondent saw the lack of distinction as a problem due to tourism being a commercial activity whereas recreation is usually a non-profit activity. Some reference was made to an expectation that the lack of distinction could become a problem as tourism increased. Many of those stating that it was not a problem highlighted that their plans focused on the effects or outcomes of activities rather than the kind of activity.

With regard to whether plans differentiate between natural assets and natural environment 34 per cent respondents thought it would be useful to make a distinction. There was a consistent theme that suggested that respondents see the natural environment as the larger landscape containing natural assets that were features and held 'value'. However, not everyone saw the need for a distinction with one respondent preferring to follow the terminology used by the RMA. Comments on how natural (rather than economic) assets should be defined were wide ranging with no common theme emerging, but it was apparent that much thought was given to this particular question. Some specific responses were that natural assets:

- Should be seen as a subset of the natural environment
- Should encompass ecological physical, spiritual, cultural and aesthetics
- Should be defined using a holistic approach
- Should include flora, fauna, habitat, ecosystems, soils, rock and landscapes
- Should be named for what they are, e.g., caves, bush, lakes
- Could be based on rarity, ecological value and historical and cultural association.

Questions were also asked about the adequacy of councils' resource management provisions to control, and the adequacy of resource consent process to reliably safeguard against, adverse impacts on natural assets. 65 per cent of respondents thought that their council's resource management provisions were adequate. 30 per cent indicated they were inadequate and 5 per cent were undecided. Those who considered the provisions adequate indicated that the rules are stringent, specific, and attempt to control effects. And further, that natural assets that have been zoned as 'conservation' require a resource consent.

The resource consent process provides an audit on any developments or activities that are covered by plan provisions. In response to our question regarding its ability to safeguard against adverse impacts 63 per cent of respondents thought it reliable, 34 per cent considered it not reliable and 3 per cent thought it was partly effective. Of those responding positively, resource consents were a reliable safeguard because:

- They can impose conditions
- They can mitigate impacts and address effects
- They are site specific and the use / activity can be monitored

- Public notification ensures social, economic and environmental concerns can be addressed.

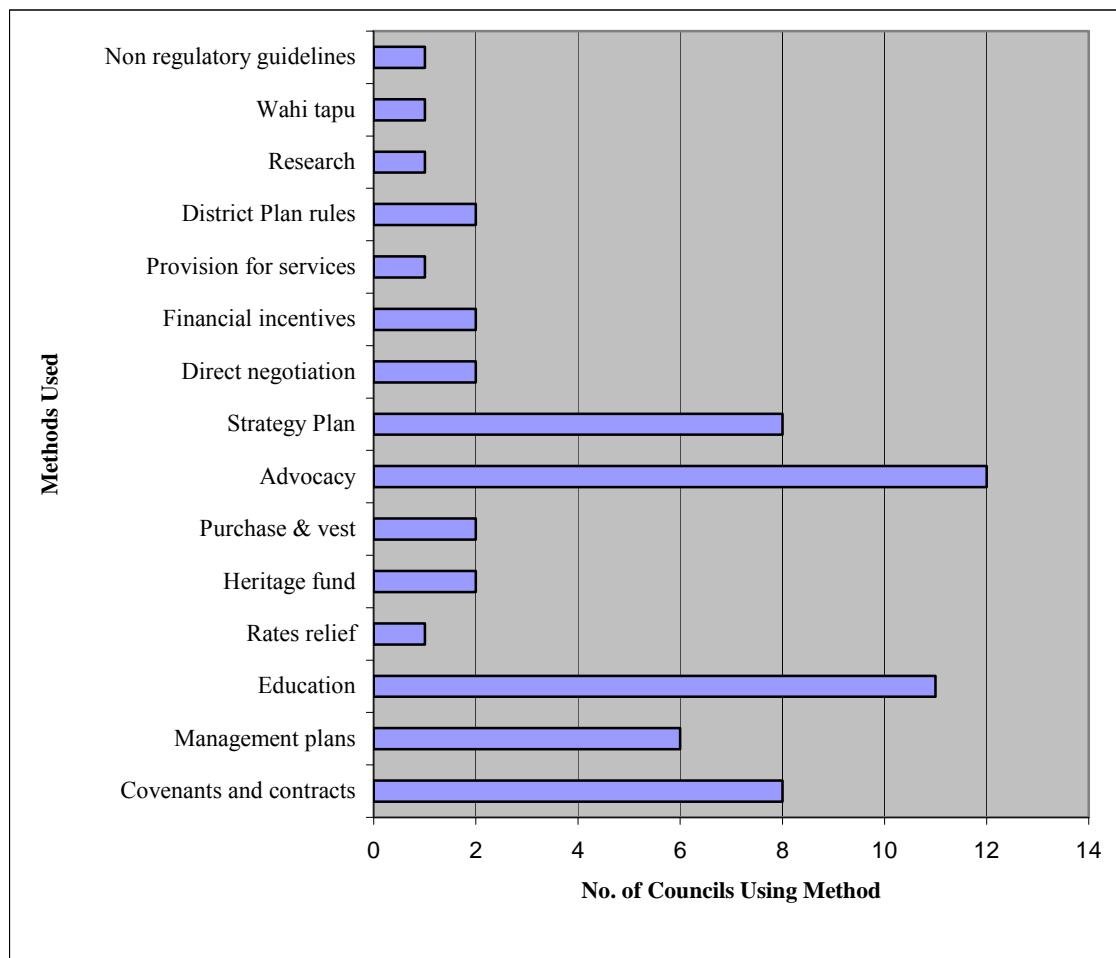
Finally councils were asked if Special Management Areas (where natural assets were of such significance that they warranted special recognition and protection) occurred in their region and if so, were the existing provisions adequate for addressing and managing the effects of tourism impacts on natural assets. 79 per cent of respondents indicated that there were such areas in their district/city/region but responses regarding the adequacy of existing provisions were inconclusive. Of those who indicated they did not currently have Special Management Areas, three respondents indicated that they were investigating the application of this tool for some of their areas of significance.

#### **4.2.2 Other Methods and Tools**

This section covers the range of non-regulatory methods employed by councils as a means of having some control over the impact of tourism activities on natural assets. Councils were asked to list methods already employed and comment on their effectiveness, to describe case studies that illustrate how they have dealt with tourism impacts, to outline their monitoring and review procedures and indicate their effectiveness, and to highlight any specific problems relating to tourism impacts on natural assets and how they had been overcome. Councils were asked to rank fifteen different methods listed, to comment on their effectiveness and to give some examples of where they had been used. Finally councils were asked to comment on any other methods that have been used to positive effect or voluntarily. The survey ended giving respondents the opportunity for additional comments.

The methods most commonly employed by respondent councils were advocacy, education, the use of strategy plans, covenants and contracts, and management plans. Figure 1 presents the level of use for each method given.

**Figure 1**  
**Methods Already Employed by Respondent Councils**



From the responses received on the effectiveness of each method we classified each one on the scale; very effective (VE), effective (E), moderately effective (ME), not effective (NE). Those classified as 'VE' included covenants and contracts, management plans, rates relief, heritage funding, purchase, and strategy plan. The full classification table can be found in Appendix D. In addition to those methods already in use, some councils indicated that they would use other methods. For example, two councils indicated an interest in using management plans, and there was also interest in taking up the use of covenants and contracts, advocacy, provision of services and research. These indications are classified as 'Y' in the table in Appendix D.

Fifteen councils (39% of respondents) provided case studies that illustrated the tourism/natural assets issue and how they dealt with it. Seven of the case studies used resource consents as a key method for dealing with the issue of impacts on natural assets. Planning tools (Management Plans in four case studies and Strategy Plans in three case studies) were common and ongoing monitoring was also used in three cases. A detailed description of the case studies of council approaches to management of tourism issues is presented in Appendix E.

Only eight per cent of respondents indicated that their council had monitoring provisions in place but they were not specific for tourism. Seventy nine per cent stated they had no monitoring provisions and 13 per cent did not respond. Given that monitoring occurs through the resource consent process, and regular state of environment monitoring and reporting, it is possible that some tourism effects on natural assets may be monitored indirectly. Few commented on the effectiveness of monitoring provisions but those who did respond indicated that it was too early in the process to assess effectiveness.

Question 13 of the survey presented the following 15 methods phrased as policy statements and respondents were asked to give each one a ranking from 1 (= marginally useful) to 5 (= very useful):

- Active participation
- Consultation with iwi
- Advocacy
- Education
- Undertaking additional research
- Economic instruments
- Use of other council services
- Use of council strategic, annual and asset management plans
- Covenants and contracts
- Negotiations
- Acquisition of land and or features
- Enforcement
- Public monitoring role
- Transferable development rights
- Public-private partnership.

A fuller description of each method can be found in the questionnaire in Appendix A and the rankings given each method can be found in a table in Appendix F. While not all respondents completed the question (4 respondents did not answer this particular question and several only ranked up to 5 methods) it provided an excellent basis from which to derive potential best practice. Key highlights from the ranking exercise are:

- Active participation scored highest with 14 respondents giving it a 5 (very useful) ranking
- Education was ranked 4 by 11 respondents
- Covenants and contracts was ranked 4 by 11 respondents
- Active participation, consultation with iwi, education, and covenants and contracts scored a median of 4

- Consultation, advocacy, research, other council services, council plans, and negotiations were all ranked 3 by more than 10 respondents

Despite such apparent insights, caution in reading the ranking table in isolation is necessary. It was evident that there were a number of interpretations about how to complete this question, and that the ranking on its own did not necessarily represent the respondent's own experience. It was apparent that regional councils do not have access to some of the methods listed and therefore they have given a low or no ranking for those methods. Some respondents took a positive approach giving many methods a high ranking but moderating these with comments on effectiveness. Some methods were ranked despite them not being used by the responding council suggesting either a personal opinion was being given or the respondent had some knowledge of other councils' experiences.

Parts B and C of Question 13 asked respondents to comment on the effectiveness of each method and to give some examples of where they have been used. It became clear during analysis that a low ranking of usefulness did not necessarily equate to low effectiveness. Key themes regarding effectiveness and some examples are presented in Appendix G. On the whole comments did reinforce the top rankings from Part A of Question 13 with active participation generally seen as effective to very effective, education as effective, and covenants ranked consistently as highly effective. Advocacy was seen as effective although it was often dependent on landowner commitment to protection. Acquisition and enforcement were seen to be most effective and effective respectively but with the corollary that both were costly methods.

Our final three questions covered moratoria, problems associated with method implementation for natural assets and feedback about the questionnaire itself. Seventy six per cent of respondents advised moratoria were not used as a method to protect natural assets but five per cent of respondents indicated that such a mechanism would be a useful tool. Our question regarding any problems associated with implementing methods with respect to tourism impacts on natural assets achieved a 26 per cent response rate but no specific problems were highlighted.

Our final questions asking for general feedback about the questionnaire achieved a 30 per cent response and comments were varied and overall supportive. A number did comment that they found it difficult to answer, that it was time consuming and a better phrasing of the questions might have helped. Of specific note were those who commented that there did seem to be a need to give more consideration to tourism and the impact on natural assets, to identify the assets, and to realise that more tourism is not necessarily an unqualified good.

### **4.3 Electronic Workshops**

Of the 86 councils who were sent the electronic workshop material only four responses gave feedback about the decision support tools. Seven other emails were received

indicating that staff were too busy to reply or that staff had not yet returned from the Christmas/New Year break. While we cannot be certain, other possible reasons or complicating factors for such a low response rate may have been:

- Most councils do not have dedicated tourism staff.
- A reflection on the low level of priority tourism is accorded.
- Councils may have been focused on completing their Long Term Council Community Plan 2004, a new requirement under the LGA 2002.
- A reflection on the presentation of the tools – perhaps too complex
- An indication that the tools are not useful.

Whatever the reason(s) the level of feedback received was not sufficient to draw any compelling conclusions about the usefulness of the decision support tools. The four responses we did receive were however supportive.



## Chapter 5

### Discussion

As local and regional authorities begin to address the potential negative impacts of a growing tourism sector, wide-ranging questions arise about the value of regulatory and non-regulatory methods of control and management. With only 16 per cent of respondent councils making a distinction between recreation and tourism, and only 23 per cent believing this is adequate, it could be suggested that this may be a starting point for some to introduce a clear and separate focus on tourism. There was less agreement or clarity on the need to differentiate between natural assets and natural environment, however the decision support tools presented later in this document may demonstrate the benefits in doing so.

Similar percentages of respondents (65% and 63% respectively) believed the resource management provisions and the resource consent processes to be adequate in safeguarding natural assets from the negative impacts from tourism. On the one hand this result reaffirms these processes as safeguards, suggesting little need for action, but with one third of respondents believing these processes to be inadequate, this may also suggest that there is either room for improvement within those processes or that complementary non-regulatory processes will continue to play an increasing role.

A large number of non-regulatory methods are already in use with advocacy, education, strategy plans, management plans, and covenants and contracts being the most commonly used. The comments on the effectiveness of 15 policy statements, seem to support the view that these non-regulatory methods are indeed more common due to the perception or experience that they are effective, as opposed to being common practice on the basis of a particular philosophical or historical approach.

While many territorial local authorities have not yet established a clear distinction between tourism and recreation, current methods appear to be seen as providing an effective means of addressing the impacts of tourism on natural assets up until now. However, with the number of tourists and tourism operators increasing, the potential for negative impacts on natural assets also increases.

The need for more local government involvement in tourism was recognised by the New Zealand Tourism Strategy 2010, and Local Government New Zealand responded with its own 'Postcards from Home' Tourism Strategy 2003<sup>4</sup>. Furthermore, new provisions for Long Term Council Community Plans now provide a legal pathway for the preparation of strategies for the tourism sector.<sup>5</sup> Other initiatives including the Tourism Planning Toolkit for Local Government<sup>6</sup>, to which this research contributed, and other ongoing research continue to explore ways of ensuring local authorities are prepared for the demands that the tourism sector is expected to create. This *best practice* guideline is one

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4 [http://www.lgnz.co.nz/library/files/store\\_001/PostcardsfromHome.pdf](http://www.lgnz.co.nz/library/files/store_001/PostcardsfromHome.pdf). Accessed 3/8/2004.

5 <http://www.tourism.govt.nz/tourism-toolkit/tkt-intro/local-govt.html>. Accessed 3/8/2004.

6 <http://www.tourism.govt.nz/tourism-toolkit/index.html>. Accessed 3/8/2004

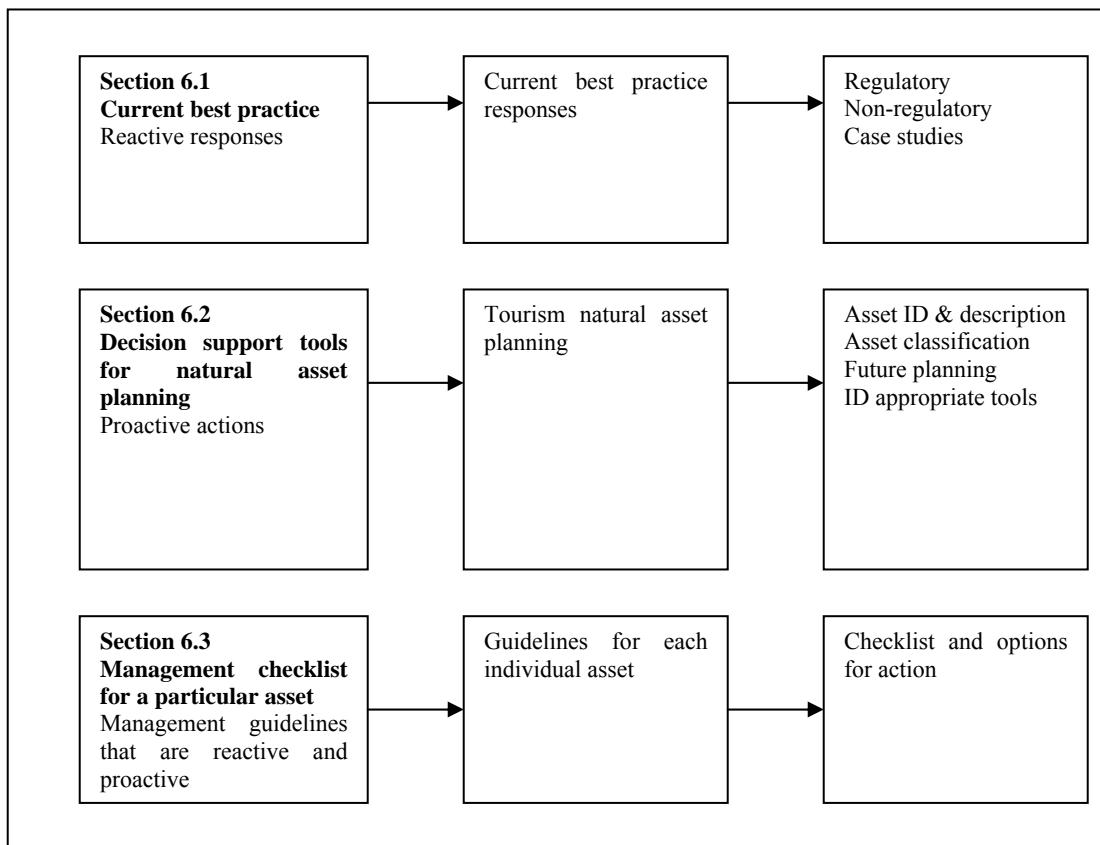
initiative to assist local authorities to focus on their natural assets that are vulnerable to tourism development.

## Chapter 6

### **Best Practice and Decision Support Tools**

There are a number of ways in which regional and territorial local authorities currently manage the impacts of tourism on natural assets on private land. The following best practice, decision-support and management guides are intended to enhance and better co-ordinate existing approaches and to provide some 'start-up' steps where necessary or desirable. We also aim to integrate all the components of this project for clarity. Figure 2 provides this overview.

**Figure 2**  
**Overview of Best Practice and Decision Support Guidelines**



#### **6.1 Current Best Practices**

Given that development of *best practice* often comes through learning from others working in the same field, the responses received from the questionnaire serve as a good starting point and a valuable resource. These reactive approaches to the safeguarding and development of natural assets have shown to have considerable value and will no doubt continue to play a significant role in the future.

Rather than repeating these again, the location of the information in this document is presented below:

- |   |                        |
|---|------------------------|
| ▪ Non-regulatory methods already in use       | Chart 1, Chapter 4.2.2 |
| ▪ The effectiveness of non-regulatory methods | Appendix D             |
| ▪ Fourteen case studies                       | Appendix E             |
| ▪ The ranking of fifteen policy statements    | Appendix F             |
| ▪ The effectiveness of policy statements      | Appendix G             |

As previously mentioned we caution the use of the effectiveness (Appendix D) and ranking tables (Appendix F) purely on their own and strongly encourage readers to draw from the case studies (Appendix E) and the comments on policy statement effectiveness (Appendix G) for a more comprehensive understanding of the strengths and weaknesses of existing approaches.

Furthermore, these resources provide local authorities with the opportunity to identify and contact other councils that have already dealt satisfactorily with a particular kind of natural asset. For example, if a council is facing issues about tourist boats in a marine environment for the first time, a conversation with Environment Southland might be a good starting point from which to work (See Case Studies in Appendix E). Taking this idea further each council could choose to start a database of expertise, identifying other councils who have already addressed issues around protecting and developing natural assets in your area.

This could also be addressed at a national level with Local Government New Zealand developing a national database of expertise. A home for this database could be the Tourism Planning Toolkit website. Naturally there are issues around building, maintaining and updating such a database but the use of web-based technologies now facilitate the development and access of such a tool more easily than in the past.

## **6.2 Decision Support Tools for Natural Asset Planning**

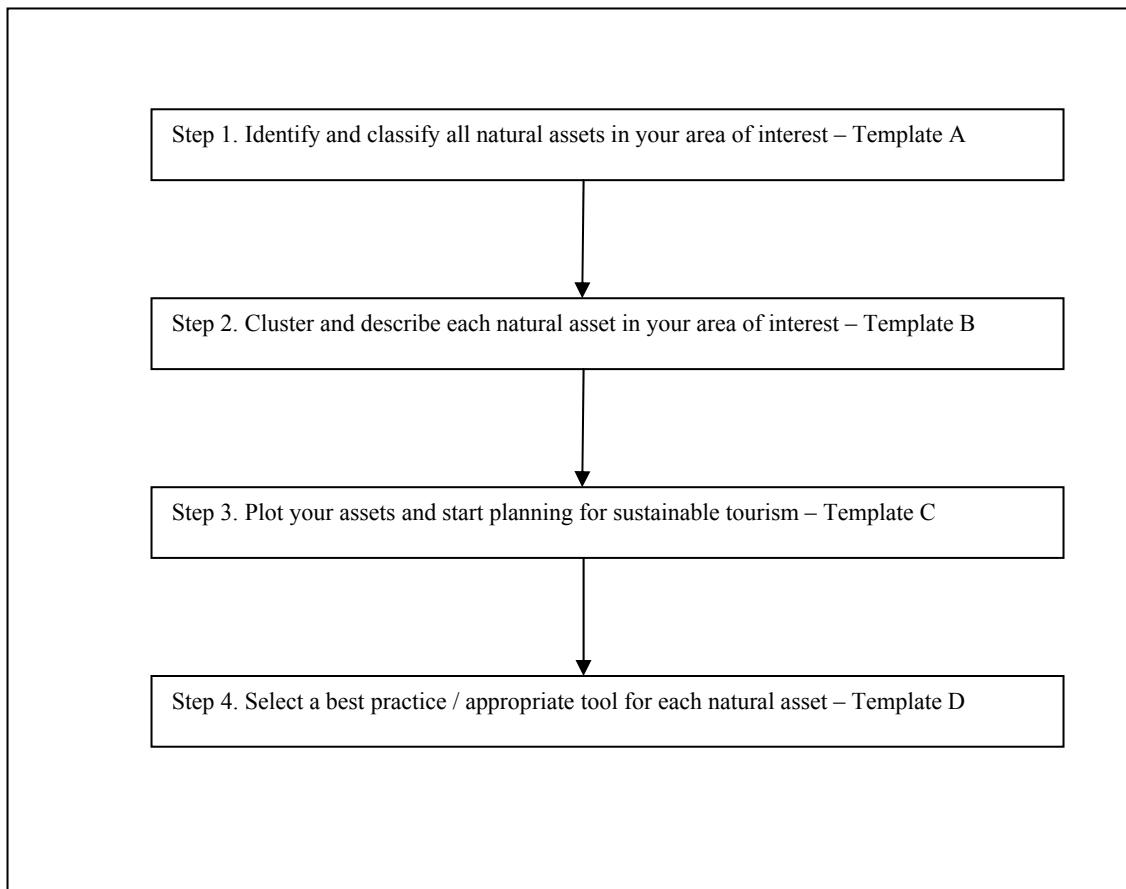
Taking a proactive approach to natural asset planning requires new frameworks, and new planning tools. In this section we present a planning framework that includes a step-by-step process to identify and cluster natural assets, classify existing natural assets, provide guidance for the development of strategies that move natural assets in the direction of sustainable tourism, and allow councils to select appropriate best practices and tools.

In this section we also introduce a natural asset classification system outlined in Hughey and Ward (2003). Utilising existing frameworks and systems is useful in that councils can use language already in use by others operating in the tourism industry (e.g., DoC) and can tap into a community of literature for further understanding and support.

For ease of use each step in the natural asset-planning framework begins on a new page and begins with the presentation of a template. Examples are entered in each template (in *italics*) and an explanation of how the template can be used is provided along with any background information. Blank templates for council use are included at the end of this document after the appendices.

The natural asset-planning framework includes four steps as set out in Figure 3.

**Figure 3**  
**Natural Asset Planning Framework**



## Step 1. Identify and Classify All Natural Assets in Your Area of Interest

### Template A. Initial Asset Register

Natural Asset	Classification Type: Vegetation, Wildlife or Physical	Asset Class	Location Grid reference	Key reference
Hanmer Springs Hot pools	Physical	Geothermal	Ref:	
Lewis Pass National Reserve	Vegetation	<i>Vegetation is a stand-alone type with no asset class</i>	Ref:	
Great Spotted Kiwi Observation	Wildlife	Birds	Ref:	



Photo of Hanmer Springs Hot Pools

Identifying and classifying all the natural assets in your area on which tourism is likely to have an impact provides a starting point from which to work. You simply end up with a list of your natural assets. Yet it provides a sense of scope, and an indication of the nature of the natural assets of interest.

The classification type and asset class columns are part of a broader framework developed for the integrated management of natural assets used for tourism (Hughey and Ward, 2003). While local and regional authorities will not have management responsibilities for many of the natural assets in question the classification framework remains valid, appropriate and in the spirit of *best practice* as opposed to reinventing the wheel. A copy of the classification framework can be found in Appendix H and may prove a useful resource for this stage of the process.

**Step 2. Cluster and Describe Each Natural Asset in Your Area of Interest**

**Template B.**

Asset Class <b>Geothermal</b>	<b>Relative Level of Development and Use</b>	<b>Relative Level of Naturalness</b> Nature Conservation	<b>Importance and Relative Fragility (to current development level)</b>	<b>Other Interested Authority?</b> <b>Key Source of Information</b>
Hanmer Springs Hot Pools	<i>Highly developed within a small town, well-established infrastructure. High level of use and easy public access.</i>	<i>Highly modified. Low level of naturalness, at all scales including landscape.</i>	<i>Low importance.</i>  <i>Resilient.</i>	<i>Canterbury Regional Council and Hurunui District Council</i>
Maruia Springs Thermal Resort	<i>Highly developed within a small tourism attraction, well-established infrastructure. High public access.</i>	<i>Highly modified. Low level of naturalness, except at the broad landscape scale.</i>	<i>Low importance.</i>  <i>Resilient</i>	<i>Department of Conservation and Buller District Council</i>
Sylvia Flat Hot Pools	<i>Low level of development. Subject to river flooding and rock fall. Low level of use. Short and easy access by foot from car park on a main route.</i>	<i>Highly intact. High level of naturalness.</i>	<i>Moderate importance.</i>  <i>Resilient</i>	<i>Department of Conservation</i>  <i>Lewis Pass National Reserve Management Plan</i>

Asset Class <b>Geothermal</b>	<b>Relative Level of Development and Use</b>	<b>Relative Level of Naturalness</b> Nature Conservation	<b>Importance and Relative Fragility (to current development level)</b>	<b>Other Interested Authority?</b> Key Source of Information
<i>Lake Sumner Hot Pools</i>	<i>Moderate level of development, native bush setting. Low level of use. Access by foot from a semi-formed road and past a popular lake.</i>	<i>Moderately intact. High level of naturalness.</i>	<i>Moderate importance.</i> <i>Moderately resilient.</i>	<i>Lake Sumner Forest Park Management Plan</i>

Natural assets can be clustered by asset class, as has been done in the example above, or some other class or feature that is common to the group of assets. Clustering provides the opportunity to describe the assets in a way that is relative to each other. It also allows for cross-boundary aggregation, where two or more local authorities could share management when a small number of assets within a class adjoin regionally. In this step the focus is on the relative level of development, use, naturalness, importance and fragility. Some explanation of each of these terms is required and follows.

- **Relative Level of Development and Use:**  
Issues for consideration might include the extent of the infrastructure, the amount, type and permanence of buildings, the number of tourist numbers, and ease of access.
- **Relative Naturalness:**  
Consider the immediate surrounding environment and setting and to what degree the asset's previous natural condition (e.g., pre-tourism) is still intact. Hughey and Ward (2003) provide the following guide:
  - Asset's previous condition is highly intact (> 50% intact)
  - Asset's previous condition is moderately intact (20 – 50% intact)
  - Asset is highly modified (<20% intact)
- **Importance and Fragility:**  
Councils may have their own guidelines, documentation, policy or legislation that will help assess these two variables. If not, the following considerations from Hughey and Ward (2003) may be of assistance.
- **Importance Criteria:**
  - Level of naturalness – as already discussed

- Ecological context – how important is the asset as an ecosystem or habitat for dependent plant or animal species?
  - Cultural significance; rate the asset's symbolic, spiritual or utilitarian value to Maori
  - Socio-economic importance – rate the asset's aesthetic, symbolic, recreational, economic or historical values
- Resilience Criteria:
    - Large asset area/habitat,
    - Large buffer zone around asset
    - Features unlikely to be disturbed by visitors
    - High energy environment (i.e., frequently changing)
    - Stable population
    - Non-breeding site
    - Population increasing
  - Moderately Fragile:  
Features fall somewhere between those described as resilient above or fragile below.
  - Fragility Criteria:
    - Small asset area/habitat
    - Limited or no buffer zone around asset
    - Presence of features easily disturbed by visitors
    - Low energy environment (i.e., activity is minimal, change is rare)
    - Unstable population
    - Breeding site
    - Population in decline

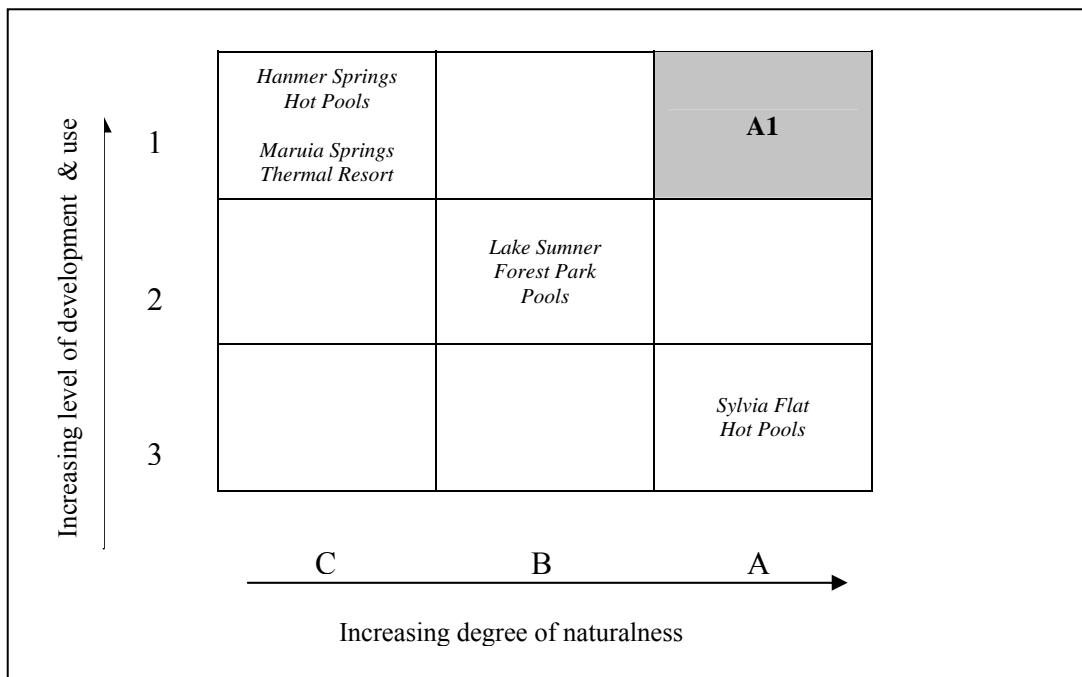
Decisions here will be somewhat subjective and may need to be discussed on a number of occasions before confidence is achieved. The next step will also help in this process.

Photo of Maruia Springs Thermal Resort



### Step 3. Plot Your Assets and Start Planning for Sustainable Tourism

#### Template C.



Having established the relative levels of existing development/use and naturalness (Step 2), it is useful to plot the clustered assets on a matrix as above. Plotting each asset provides another opportunity to compare each asset relative to others and come to understand the challenges that each position in the matrix brings in terms of enabling sustainable tourism development.



For example having a high level of naturalness and a low level of development (as for Sylvia Flats pools [photo]) may be highly desirable for those few visitors who choose to go there. However, if a private operator with an asset in that quadrant (A3) wants to develop their asset, then into what quadrant does the council want that asset to move? We suggest at this point council would consider assessments of importance and fragility in further depth. Another consideration is the kind of tourist that the natural asset will attract; free independent travellers or travellers on packaged trips (Becken, et al. 2003). There may also be different issues for

consideration between types of tourism, e.g., ecotourism, wildlife tourism and culture tourism (Becken and Simmons, 2001).

An added opportunity in terms of this matrix is restoration potential. For example, it might be possible and desirable for tourism investment to shift a resource from B2 to A1.

In the matrix we have highlighted quadrant A1 as the ultimate quadrant for an asset to be in. Here there is a high level of naturalness as well as a relatively high level of development and use (based on the type of tourism planned for), suggesting a sustainable level of activity needs to be guaranteed. For those who are uncomfortable with the CBA and 321 matrix categories, they can be renamed to suit. It is critical to stress however, the importance of the A1 quadrant!



#### Step 4. Select a Best Practice/Appropriate Tool for Each Natural Asset

This table assists you to achieve three things:

- Commit to your decision regarding where you want your natural assets to be in the development/naturalness matrix
- Identify appropriate best practices and tools that are currently in use or could be used to enable sustainable tourism development (you could differentiate current and future practices by using different symbols, not just ticks)
- Make decisions regarding what natural assets require priority action

Note: The examples used in the table are fictitious and do not suggest any particular best practice for these kind of geothermal assets. They simply serve to demonstrate how this table should be used.

#### Template D.

Current Quadrant	A1	A2	A3	B1	B2	B3	C1	C2	C3
Enter each Natural Asset under the quadrant where it is currently positioned.			<i>Sylvia Flat hot pools</i>		<i>Lake Sumner Forest Park pools</i>		<i>Hanmer Springs Pools Maruia Springs</i>		
Indicate which quadrant you want to move the asset into.			<i>A3</i>		<i>A2</i>		<i>C1</i>		
<b>RMA Statutory Actions</b>									
Regional Policy Statements			✓		✓		✓		
Regional Plan Provisions			✓		✓		✓		
District Plan			✓		✓		✓		
Objectives									
Policies									
Rules									



Current Quadrant	A1	A2	A3	B1	B2	B3	C1	C2	C3
Enter each Natural Asset under the quadrant where it is currently positioned.			<i>Sylvia Flat hot pools</i>		<i>Lake Sumner Forest Park pools</i>		<i>Hanmer Springs Pools Maruia Springs</i>		
Indicate which quadrant you want to move the asset into.			<i>A3</i>		<i>A2</i>		<i>C1</i>		
<b>Other Tools</b>									
<b>PRIORITY FOR ACTION</b>			2		1		3		



### 6.3 Management Checklist for a Particular Asset

This management checklist could be used on its own without working through previous steps. The template simply takes you through a checklist of questions from which you can select options for action. Importantly this checklist also provides a mechanism for ensuring responsibility for action is with the appropriate party (e.g., council, asset owner, community). A separate template is used for each individual natural asset.

Over time both the questions and the options for action may evolve with new ones added, current ones modified or deleted as is appropriate for your council. This current template should be seen as a basic starting point for this very straightforward management approach.

#### Template E.

Asset Name:	Yes	No	Don't know	Options for Action
History of management for tourist impacts already exists?		√		Review existing arrangements Resource consent conditions Stand-alone management plan written
National significance?				Central government agencies notified
Regional significance?				Regional authorities notified
Local significance?	√			Co-ordination of departments/units within the local authority Relevant local organisations involved Stand-alone management plan written
Involves passive consumption?				Minimal impact guidelines produced and distributed
Involves active consumption (High active recreation component)?	√			Significant impact guidelines produced and distributed
Organised groups visiting?	√			Producer/operator guidelines produced and distributed
Informal groups visiting?				Operator/user guidelines developed
Individuals visiting?				Operator/user guidelines developed
Similar type of asset already managed by Department of Conservation, Regional Council?				Adapt Department of Conservation, Regional Council methodology
Occupational Safety and Health requirements apply?				Mitigates impacts by default – no visitors due to fear of prosecution, or severely restricted access
Built structures, engineering, track, roadworks requiring resource consent?				Volumes of visits, types of structures, materials specified to meet impact minimisation targets
District plan significant natural area listing/covenant?				Restrictions/terms of covenants
Queen Elizabeth II Trust covenant possible?				Restrictions/terms of covenants
Conservation Act (1987) provisions apply?				Restrictions/penalties/guidelines

Template E continued

Other legislation (Wildlife Act [1953]; ICOMOS)?				Restrictions/penalties/guidelines
Other plans apply?				Restrictions/penalties/guidelines
TLA monitoring capacity exists?				Relevant section within local authority identified and Programme prepared
Owner monitoring capacity exists?				Programme prepared with council assistance where appropriate
Third party (e.g., NGO, community member) monitoring capacity?				Programme prepared with council assistance where appropriate
TLA education capacity?				Advance visitor guidelines produced with council assistance where appropriate
Owner education capacity?				Advance visitor guidelines produced with council assistance where appropriate
Other?				

## **Chapter 7**

### **Conclusion**

In the last decade New Zealand has come to recognise the real value of tourism and the contribution it can make to the national economy. Its rapid growth however has raised concerns about the need to protect New Zealand's natural assets from the impact of tourism while ensuring the sector's ongoing development. A concerted effort to ensure sustainable development is urgently needed.

It is recognised that until now territorial and regional authorities have had to work with a statutory framework that does not specifically take tourism impacts into account. As has been revealed in this research this has led to an approach that is predominantly reactive, and tourism has tended to be clustered with recreation. This needs to change. The growing tourism sector is making demands of territorial and regional authorities that in some cases do not yet have the right infrastructure in place to respond appropriately. A raft of new enabling frameworks and processes is required to focus resources on the impacts of tourism on valued natural assets as well as ensuring that the tourism sector develops in a sustainable way. Achieving the right balance between economic development and natural asset protection is a challenging task and each authority will make decisions based on its own set of values and visions. Yet knowing what the key issues are for consideration when assessing the impact of a new tourism development on natural assets or monitoring a well established venture is essential for achieving that balance. The discussion in this report about the importance and fragility of natural assets provides some resources for this process to begin in earnest and reinforces the need for a 'heads up' on the management of tourism impacts across a number of sectors.

This project has sought to provide a best practice guideline that enables the best of current practices to be shared among all territorial and regional authorities. Furthermore it provides some decision support tools to assist those who are working at the planning and process management coalface. It is also hoped that in the spirit of best practice these guidelines may encourage increased communication between authorities as they share expertise and learn from each other.



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## Websites

### **Department of Conservation**

<http://www.doc.govt.nz>

### **Ministry for the Environment**

<http://www.mfe.govt.nz>

### **Local Government NZ**

<http://www.lgnz.co.nz>

[http://www.lgnz.co.nz/library/files/store\\_001/PostcardsfromHome.pdf](http://www.lgnz.co.nz/library/files/store_001/PostcardsfromHome.pdf)

### **Ministry of Tourism**

<http://www.tourism.govt.nz>

<http://www.tourism.govt.nz/quicklinks/ql-tourismindustry.html>

<http://www.tourism.govt.nz/tourism-toolkit/tkt-intro/local-govt.html#localgovt>

### **Tourism Research Council of New Zealand**

<http://www.trcnz.govt.nz>

### **Tourism Industry Association of New Zealand**

<http://www.tianz.org.nz/Industry-Facts/Key-Facts--Figures.asp>

### **Tourism Recreation Research and Education Centre (Lincoln University)**

<http://www.lincoln.ac.nz/trrec>

### **Parliamentary Commissioner for the Environment**

<http://www.pce.govt.nz/>



## **Appendix A**

### **Postal Questionnaire**

30 September 2003

#### MANAGING TOURISM IMPACTS ON NATURAL ASSETS IN NEW ZEALAND

##### Postal Questionnaire

*Please respond by no later than 31<sup>st</sup> October 2003*

NOTE : If you would like to complete an electronic version of this questionnaire/survey then please refer to the following web- site <http://www.lincoln.ac.nz/trrec/questionnaire.doc>. If you have any enquiries then please send an e-mail to [lovellp@lincoln.ac.nz](mailto:lovellp@lincoln.ac.nz)

Dear Sir/Madam

We are writing to you as members of a research project (LINX 0202) based at Lincoln University and funded by FoRST (Foundation for Research, Science and Technology), which is concerned with "Managing Tourism Impacts on Natural Assets in New Zealand". More specifically, we are seeking to identify the thresholds of acceptable environmental change and best practice policies for sustainable use of natural assets by tourists.

There are two parts to our component of the research contract:

- a) Managing tourism impacts on the Crown estate, and
- b) Managing tourism impacts on land/waters under the jurisdiction of (but not owned by) Regional and Territorial Local Authorities.

Dr Ken Hughey (Senior Lecturer, Environment, Society and Design Division, Lincoln University), Dr Roy Montgomery (ESDD Lecturer) and myself (ESDD Researcher) are addressing Part b) and specifically how natural assets are managed through city/regional/district/other plans.

Please find attached a copy of a questionnaire regarding the impacts of tourism on natural assets and how they are managed through city/regional/district/other plans. The reason for this survey is firstly to obtain data/comments and information on how territorial local authorities at present attempt to sustainably manage natural assets used by tourists. The data will then be used to compile a Best Practice Guideline to assist Territorial Local Authorities with developing appropriate plan provisions. To this end the project is understood and supported by LGNZ and complements existing work in this area undertaken by BECA Planning (2002b).

NB. Most of this survey is aimed at lands and waters that are under the jurisdiction, but not ownership *per se*, of territorial local authorities. Insights into managing tourism

impacts on natural assets such as parks, reserves, etc., that are in local authority ownership or under guardianship either through endowment or bequests are canvassed under Question 12 of the attached questionnaire/survey.)

#### Which Natural Assets?

Natural assets that this survey is concerned with include, for example:

- wildlife habitats,
- remnant landscapes
- caves
- fossil deposits
- wetlands and water-bodies
- rivers
- beaches

#### Background

The business of safeguarding natural assets from unsustainable use from tourists is often a challenge.

Your district probably contains many natural assets that contribute to the natural character of the area, many of which are in private ownership. The natural assets are of value to the land owner and both to the nation and to the community for a variety of reasons (e.g., they may have intrinsic, environmental, aesthetic, cultural or ecological values). Without suitable land management practices and/or sufficient safeguards these assets could be degraded or lost.

It is often very difficult to determine how resilient an asset is to change or depletion. However, knowing the level of resilience (i.e., the ability to withstand use, activity and depletion) is crucial to determining how long, in what manner and under what circumstances such an asset can be used or affected before the threshold of irreparable change or loss is crossed. Providing some protection under regional/district plan provisions is an added means of ensuring that the assets are available for future generations.

#### How effective are your provisions?

Through this survey we want to ascertain, amongst other things, the following (with regard to tourism):

If council has provisions for protecting natural assets in the regional/district plan.

Whether the regional/district plan provisions are considered to be adequate/effective.

What you consider to be the best methods for safeguarding the natural assets?

Thank you for your time in completing this questionnaire. Your input and response is of vital importance in developing a co-ordinated and pro-active approach to managing tourism impacts on natural assets in New Zealand.

Please send your reply by 31<sup>st</sup> October 2003 to :

Environmental Management Group  
Environment, Society and Design Division  
P.O. Box 84  
Lincoln University  
Canterbury

Attn: P. Lovell

If you wish to discuss any matter in relation to this questionnaire then please contact either:-

Peter Lovell - 03 3252 811 ext. 8793. [lovellp@lincoln.ac.nz](mailto:lovellp@lincoln.ac.nz)

Dr Roy Montgomery - 03 3252 811 ext. 8715. [montgomr@lincoln.ac.nz](mailto:montgomr@lincoln.ac.nz)

Please note that Peter Lovell will be following up this survey by phone within 2-weeks to check on progress and to address any issues of concern that you may have.

Yours faithfully

Roy Montgomery  
Lecturer  
Environmental Management Group  
Environmental Management and Design Division  
P.O. Box 84  
Lincoln University  
Canterbury  
New Zealand  
03 3252 811 ext. 8715  
[montgomr@kea.lincoln.ac.nz](mailto:montgomr@kea.lincoln.ac.nz)

## TOURISM PLANNING IN NEW ZEALAND

### Thresholds of Acceptable Environmental Change and Best Practice Policies for Sustainable Use of Natural Assets by Tourists

#### QUESTIONNAIRE/SURVEY

Please fill in

Name of Local Authority:

Name of person(s) who filled in this questionnaire/survey (Please include job title(s))

Contact details : Address:

Ph No:

E mail address:

*Note : When answering the questions set out in this survey can you please ensure that the current status of the Plan being referred to is included.*

#### Reason for the survey

The reason for this survey is to obtain data/comments and information on how territorial local authorities' plan provisions provide for the protection of natural assets used by tourists (i.e., wetlands, caves, wildlife sanctuaries, fossil deposits, etc ).

#### Aim of Survey

This survey is aimed at lands and waters that are under the jurisdiction, but not ownership *per se*, of territorial local authorities (TLAs), i.e., not those that are the responsibility of the Department of Conservation (DoC).

(NB. Insights into managing tourism impacts on natural assets such as parks, reserves, etc., that are in territorial local authority ownership or under guardianship either through endowment or bequests are canvassed under Question 12).

#### A. The recreation versus tourism distinction

Q.1 Does your district/city/regional plan or regional policy statement have distinct statements and/or policies relating to tourism and tourism impacts? Y / N

Q.2 Does your district/city/regional plan or regional policy statement have distinct statements and/or policies relating to recreation and recreation impacts? Y / N

Q.3a In your view, does the district/city/regional plan make adequate distinctions between tourism and recreation? Y / N

b. If so, what practical guidance is provided by these policies? Please state:

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c. If not, do you regard this lack of distinction as a problem?

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## B. Natural Assets/Natural Environment

Many plans define "natural environment" rather than "natural assets", i.e., plans tend to generally describe outstanding landscapes (Natural environment) rather than say wetlands, caves, or patches of remnant bush (natural assets).

Q.4. If your district/city/regional plan does not differentiate between the two, do you consider that it would be useful to make a distinction and also include a definition of the term "natural assets"? Y / N

Q.4.a If yes, what should that distinction be?

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Q.4.b How should natural (rather than economic) assets be defined?

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## C. Regulations

### Adequacy of Existing Provisions

District plans provide a mechanism whereby the impacts/effects of activities can be controlled.

Q.5 Do you consider that your council's resource management provisions are adequate for controlling the possible adverse impacts of tourists and recreationalists on natural assets in your area? Y / N

Q.5 a. If yes, what provisions exist in your plan and why do you consider they are effective?

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*NOTE : Please provide specific plan references (e.g., zone, objectives, policies, rules, non-statutory methods used) and where possible, extracts of the relevant plan/policy statement, as they may be appropriate for inclusion in a Best Practice Guideline.*

*Please also describe how the provisions are implemented in practice.*

#### D. Resource Consents

The Resource Consent process is arguably sufficient to assess impacts, including tourism impacts, of potentially significant developments, activities or uses on the District or Region's natural resources (often through attached Schedules). In this way, the resource consent process provides an audit on any development or activities that are covered by the Plan provisions.

Q.6. Do you regard the resource consent process as a reliable safeguard against the impacts of tourist activities on natural assets? Y / N

Please explain:

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#### E. Special Management Areas

Some regional/district plans identify Special Management Areas (e.g., Auckland City: Hauraki Gulf section) where one or more natural assets are of such significance and extent that they warrant specific recognition and protection.

Q.7 Do such assets occur in your Region/District? Y / N

Q.7 a. If yes, what are they and do you regard the existing provisions as adequate for addressing / managing the effects of tourism impacts on the natural assets?

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Q.7 b. If no, what potential can you see for such an instrument? e.g., specify the asset this approach may be applied to.

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#### F. Non-Regulatory Methods

Methods already employed

Non-regulatory methods are an alternative means of having some control over the impact that activities have (e.g., advocacy, use of other council services and responsibilities, use of strategic, annual and asset management plans, covenants and contracts).

Q.8 Please list in the table below the methods council *already employs* and also *comment* on their effectiveness/non-effectiveness.

Method	Explanation of effectiveness/non-effectiveness

#### G Case Study

Q.9 By way of example can you please briefly describe a case study which illustrates the tourism/natural assets issue and how council has dealt with it.

Comments (Case Study) (e.g., Please comment on: Tourist/natural asset issue, status of relevant plan(s), zoning, objectives, policies, alternative non-statutory methods employed, monitoring, outcome, adequacy of provisions/methods employed, ...)

Case Study (Please describe)
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#### H. Monitoring and Review

Monitoring and review of implemented methods is essential if provisions/rules/methods are to remain effective/relevant and current.

Q.10. What monitoring and review procedures (please describe, give references, etc) does the Council have in place, if any, in respect to impacts of tourism on natural assets?

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Q.11. How effective have these procedures been and why?

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I Problems experienced and how have they been overcome

Sometimes the implementing of provisions/rules/methods in relation to tourism/natural assets may not be as successful as at first anticipated.

Q.12. What problems have been experienced in your region/district in relation to tourism impacts on natural assets and how have they been overcome?

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J Further Methods for managing the tourism – natural asset relationships

A number of possible methods are set out below, phrased as policy statements,

Definitions of Methods

*Active participation*, e.g., To participate, co-ordinate and liaise with other authorities (e.g., Regional Council) to identify, and promote the protection of natural assets/resources.

*Consultation with Iwi and participation of Iwi*, e.g., To seek Tangata whenua participation in the integrated management of land and water resources and to identify natural assets of significance to them and to implement appropriate management practices to protect the natural assets.

*Advocacy*, e.g., To advocate, co-ordinate and liaise with relevant landowners and other organisations to protect, rehabilitate and, enhance natural assets.

*Education and provision of relevant information*, e.g., To work jointly with other organisations to identify and protect natural assets. To provide information through newsletters. To promote the processes and responsibilities detailed in the Biosecurity Act 1993 to encourage the rehabilitation and enhancement of significant natural assets.

*Undertaking additional research and gathering of information*, e.g., To ensure that there is an adequate, up-to-date and comprehensive database of natural assets.

*Economic instruments*, e.g., To consider the use of rates relief or compensation as a reward for the protection of natural assets, landscapes on private land.

*Use of other Council services and responsibilities*, e.g., To use and apply reserve management plans under the Reserves Act where appropriate.

*Use of Council strategic, annual and asset management plans*, e.g., To use powers and functions other than those under the RMA to protect and enhance environmental quality of natural assets.

*Covenants and contracts*, e.g., To use covenants and contracts to identify any significant natural assets on certificate of titles, to protect them from the adverse effects of land and water activities/use.

*Negotiations*, e.g., To negotiate with landowners to promote the rehabilitation or enhancement of significant natural assets which have already been modified by activities/land use.

*Acquisition of land and or other features*, e.g., To consider the possible acquisition of significant unprotected natural assets

*Enforcement*, e.g., To undertake enforcement and abatement proceedings to stop destruction of unprotected natural assets/resources.

*Public Monitoring Role (Access restriction)*, e.g., To promote and allow private individuals to undertake informal monitoring through general observation of how an asset is being used/misused. Use of feedback from local resident users and general social pressures to dictate appropriate asset management practices (e.g., restriction of access across land during lambing season).

14. *Transferable Development Rights*, e.g., To promote trade-offs whereby specific development rights are granted in return for the protection of specific natural assets.

15. *Public-private partnerships*, e.g., To promote public-private partnerships to protect natural assets that may be under threat from tourism impacts.

In the space provided in the following table please:

Q.13 a. Prioritise those methods you consider to be most appropriate for use in your district. Use the following 5-point ranking scale where: 1 (= Marginally useful); 2 (= moderately useful); 3 (= adequate); 4 (= good); and, 5 (= very useful).

Q.13 b. Comment briefly on the effectiveness/non-effectiveness of each method, with regard to tourism impact management.

Q.13 c Give examples, where appropriate, of situations where council has used the listed method. Please quote the policy reference and policy provisions etc. so we have the most up-to- date examples and provisions. (If necessary please provide as an attachment )

Method	Rank for appropriateness (1= Marginally useful to 5= Very useful)	Effectiveness	Examples of use re tourism and protection of a specific natural asset
1.Active participation			
2. Consultation with Iwi			
3.Advocacy			
4.Education and provision of relevant information			
5. Additional Research			
6. Economic Instruments			
7. Use of other Council services.			
8. Use of Council strategic, annual and asset management plans			
9. Covenants and contracts			
10 Negotiations			

11 Acquisition of land and or other features			
12 Enforcement			
13 Public monitoring role (access restrictions)			
14. Transferable development rights			
15 Public – private partnerships			

Q.13 d. In the space below please comment on other methods, which, in your view, council has used to positive effect.

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#### K. Voluntary Moratoria

Q.14. Does the council have a mechanism that could be used or would assist in managing the impact of tourists on natural assets? e.g., a general moratorium or type of rahui that landowners agree to on a voluntary basis and which provides improved protection for the natural asset (i.e., closed season when birds are nesting, restricted access to tracks in lambing season, etc)? Y / N

Comments

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#### Additional Comments

Q.15 Any additional comments you may have about this questionnaire/survey would be very much appreciated. If you are of the opinion that other questions should have been covered can you state what they are and comment accordingly.

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Thank you for taking the time and making the effort to be involved in this research project.

Replies

Please send your reply in the SAE envelope to:

Environmental Management Group  
Environment, Society and Design Division  
P.O. Box 84  
Lincoln University  
Canterbury

Attn : P Lovell

If you wish to discuss any matter in relation to this survey/questionnaire then please contact either:

Peter Lovell - 03 3252 811 ext. 8793. or [lovellp@lincoln.ac.nz](mailto:lovellp@lincoln.ac.nz)

Roy Montgomery - 03 3252 811 ext. 8715. or [montgomr@lincoln.ac.nz](mailto:montgomr@lincoln.ac.nz)

## **Appendix B**

### **Electronic Workshop Documents**

Recently, your council received a questionnaire concerning the management of tourism impacts on natural assets (Lincoln University FoRST funded Research Project LINX 0202). We greatly appreciate the feedback received so far, and have now produced a first draft of a decision support framework that we hope will be the core for final policy guidelines to deal with this issue.

You will find a copy of the draft document attached to this message. As is indicated in the text of the document, it would be extremely helpful if you could work with this document in electronic form, saving it as a file, and returning it, with comments and annotations, as an attachment, with your council name flagged in the filename.

We will collate information as it comes in, summarise it, and post the most salient feedback back via this distribution list at weekly intervals during the month of January 2004. It would assist us greatly if you could return the file by January 19 2004.

We realise that this time of year may not be optimal for working on such a task for some people, but we encourage you to 'try on for size' some, if not all, of the tools that are included in the draft document and let us know what you think. Our aim is to produce an output that will be actively used, adapted and refined by and for councils.

If you have any questions please do not hesitate to contact us.

Yours sincerely

Roy Montgomery and Peter Lovell

Attachments:

H:\linx 0202\Draft RC and TLA tourism impact decision support framework.doc

17 December 2003

## MANAGING TOURISM IMPACTS ON NATURAL ASSETS WITHIN THE JURISDICTION OF NEW ZEALAND REGIONAL AND TERRITORIAL LOCAL AUTHORITIES: DRAFT DECISION FRAMEWORK FOR COMMENT

### 1. INTRODUCTION

Tourism is an essential element of New Zealand's economy. New Zealand's natural environment and assets are a primary focus for both the international and domestic tourism markets. However, while tourism has a number of broad economic benefits for the nation, greater access to, and use of, the natural environment has the potential to increase adverse effects. The capacity for managing tourism in a sustainable manner is therefore of paramount importance if New Zealand's competitive advantage is to be maintained and enhanced without compromising environmental quality through uncontrolled tourism development.

Like other countries New Zealand has a variety of natural assets and attractions, not all of which are equally sensitive to tourism impacts. In order to adequately protect natural assets from the impact of tourism, there is a need for central government agencies and local authorities to have sufficient baseline information from which to make informed decisions. They must also have the means and ability to require that the effects of any activity are monitored so that, if necessary, modifications to provisions can be made where the existing regimes are proving to be ineffective.

A research project based at Lincoln University and funded by FoRST (Foundation for Research, Science and Technology) is concerned with "Managing Tourism Impacts on Natural Assets in New Zealand" (LINX 0202). More specifically, the project seeks to identify the thresholds of acceptable environmental change and best practice policies for sustainable use of natural assets by tourists.

The project has been divided into two categories:

- a) Managing tourism impacts on the Crown estate, and
- b) Managing tourism impacts on land/waters under the jurisdiction of (but not owned by) Regional and Territorial Local Authorities.

This electronically distributed document is part of the research project that addresses part b). It aims to develop policy/best practice guidelines to help sustainably manage natural assets used by tourists on lands and in waters that are under the jurisdiction of Regional and Territorial Local Authorities.

Accordingly, the document has been prepared for managers of tourism impacts in Regional and Territorial Local Authorities, particularly those who have been recipients of, and participants in, a recent survey conducted by members of the research team. The document is intended primarily to seek interim comment on a draft framework for best practice guidelines from these stakeholders. Feedback from other interested parties is, of course, welcome at this stage.

Ideally, we would like recipients to treat this as an electronic workshop exercise, to be completed *in situ* as opportunities arise within a period of one month. Recipients should save the document electronically upon receipt, giving the file a name that signifies the council's identity. Then, as time permits over the course of the next month, the file can be manipulated (blank tables can be duplicated, printed off for making notes etc.,) and comments can be entered regarding the merits of these approaches. Upon completion it will be greatly appreciated if the document is returned electronically as an email attachment with a council-tagged file name. Updates on feedback received will be sent via an email distribution list within the one-month period.

The structure of the document is as follows:

Introduction

[Outline of working assumptions;](#)

[Description of information sources;](#)

[The use of postal/electronic questionnaire to elicit information;](#)

[Presentation of draft decision support tools for trialing:](#)

[Section A. Portfolio approach](#)

[Section B. Other best practice approach](#)

[Section C. Mixed strategy approach](#)

[Discussion of outstanding issues and request for response.](#)

## 2. WORKING ASSUMPTIONS

One of the grounding assumptions of the research has been that although at first glance there appear to be no existing guidelines that deal exactly or precisely with the broad theme described above, it is entirely possible that a 'magic bullet' or ready-made solution exists in a related discipline, area of management, or within particular sections of regional or local authorities in New Zealand.

Another assumption is that even if a general model or set of guidelines can be found, the fact that regional and local authorities in New Zealand vary greatly in size, geographical setting, demography and resourcing means that levels of detail or degrees of prescriptiveness in any guidelines need to be tempered by a recognition of this diversity.

Furthermore, unlike a Crown agency, such as the Department of Conservation, which has a high degree of 'ownership' of New Zealand's nationally recognised natural assets, Regional and Territorial Local Authorities tend, for the most part, to administer rather than own natural assets. This makes it difficult to 'ring-fence' such natural assets for tourism impact management purposes.

A further assumption is that a certain degree of pragmatism, or sympathy for the principle of 'adaptive management', is central to the successful functioning of Regional and Territorial Local Authorities in New Zealand. This translates into greater scope for providing an array of decision support tools, where, for example, councils would benefit from the setting up of a bulletin board of best practice as currently found in particular

settings, rather than focussing upon the creation of a single 'grand model' set of guidelines.

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### 3. A MAGIC BULLET? INFORMATION SEARCH ON EXISTING PRACTICES/GUIDELINES

To test the assumption concerning possible ready-made solutions the following actions have been carried out:

A review was undertaken of the more generic published literature on tourism from New Zealand and overseas, including material on eco-tourism and sustainable tourism;

A review was undertaken of reports and other documents (i.e., 'grey literature') produced nationally by relevant agencies such as Local Government New Zealand, Ministry for the Environment and New Zealand Universities;

Web-site reviews were conducted; and

A sample assessment of Regional Plans, Policy Statements and District Plans within the Canterbury, West Coast and Marlborough Region was undertaken to identify specific references to, or provisions for, tourism impacts on natural assets. District plans were examined to ascertain whether they included references, policies, provisions and/or contained schedules of Protected Natural Areas, Significant Natural Areas or similar listings.

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### 4. THE POSTAL QUESTIONNAIRE

The initial process of literature review and content assessment of plans and policies appeared to confirm the first major assumption that there are at present no ready-made, all-purpose guidelines that merely require better dissemination or minor repackaging for general use. It was considered important, however, to canvass the entire pool of local authorities in New Zealand to further confirm this original assumption.

A postal questionnaire was developed with the aim of eliciting information on how local authorities dealt with tourism impacts on natural assets, including an explicit request for information on policies and provisions contained in key day-to-day planning documents (i.e., Regional and District Plans). The questionnaire was piloted consultatively beforehand, principally through telephone or face-to-face conversations, with a number of territorial local authority officers to determine if the questionnaire was likely to elicit the desired information. After reassessment and refinement the questionnaire was then sent by post to all the territorial local authorities throughout New Zealand. An electronic reply format was also included.

The questionnaire responses have now been received and analysed (the response rate was 46% from the total of 86 authorities) and full results will be presented in the final report on the project. It is possible to say at this stage that a key conclusion from these results is that the 'no magic bullet' assumption is correct. Regional and Territorial Authorities are not yet at the stage of producing tourism impact management plans for natural assets. However, the results show that a number of pathways are being used to meet this need, and developing, in the first instance, structuring devices or decision support tools for choosing appropriate pathways, seems an obvious priority.

With this in mind the following section sets out a number of decision support tools that we see as potentially useful.

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## 5. MANAGING THE IMPACTS OF TOURISM ON NATURAL ASSETS ON PRIVATE LAND: DECISION-SUPPORT GUIDES FOR TERRITORIAL AUTHORITIES

There are a number of ways in which Regional and Territorial Local Authorities currently manage the impacts of tourism on natural assets on private land. The following decision-support guides are intended to enhance and better co-ordinate existing approaches and to provide some 'start-up' steps where necessary or desirable. Section A below illustrates a broad and pro-active 'start-up' approach. Section B illustrates a narrower, more reactive, 'go for best practice as to be found on shared database' approach. Section C sets out a mixed strategy gatekeeping 'involve/redirect to, where appropriate, other parties' approach. (We would greatly appreciate it if respondents could trial some, if not all, of the approaches below and provide us with feedback on their applicability)

[\*Return to Structure of the document\*](#)

### (a) Section A: A portfolio model

The first approach can be described as a comprehensive, zero-basing 'portfolio of natural asset type' method. It is anticipated that in many cases this process will be carried out within the ambit of a single authority. However, as the example below demonstrates, there is scope for the portfolio approach to be used in a trans-boundary or catchment manner. Regional and Territorial Local Authorities could thus combine to manage tourism impacts within an area larger than a single district.

A possible sequence of steps for any Regional or Local Territorial Authority (or natural asset working party) is as follows:

- 1). Identify the natural assets in your area by individual type, e.g., hot pool, penguin colony or cave. This means inventorying all assets of that type in your area. It does not mean choosing only those already subject to tourism impacts.

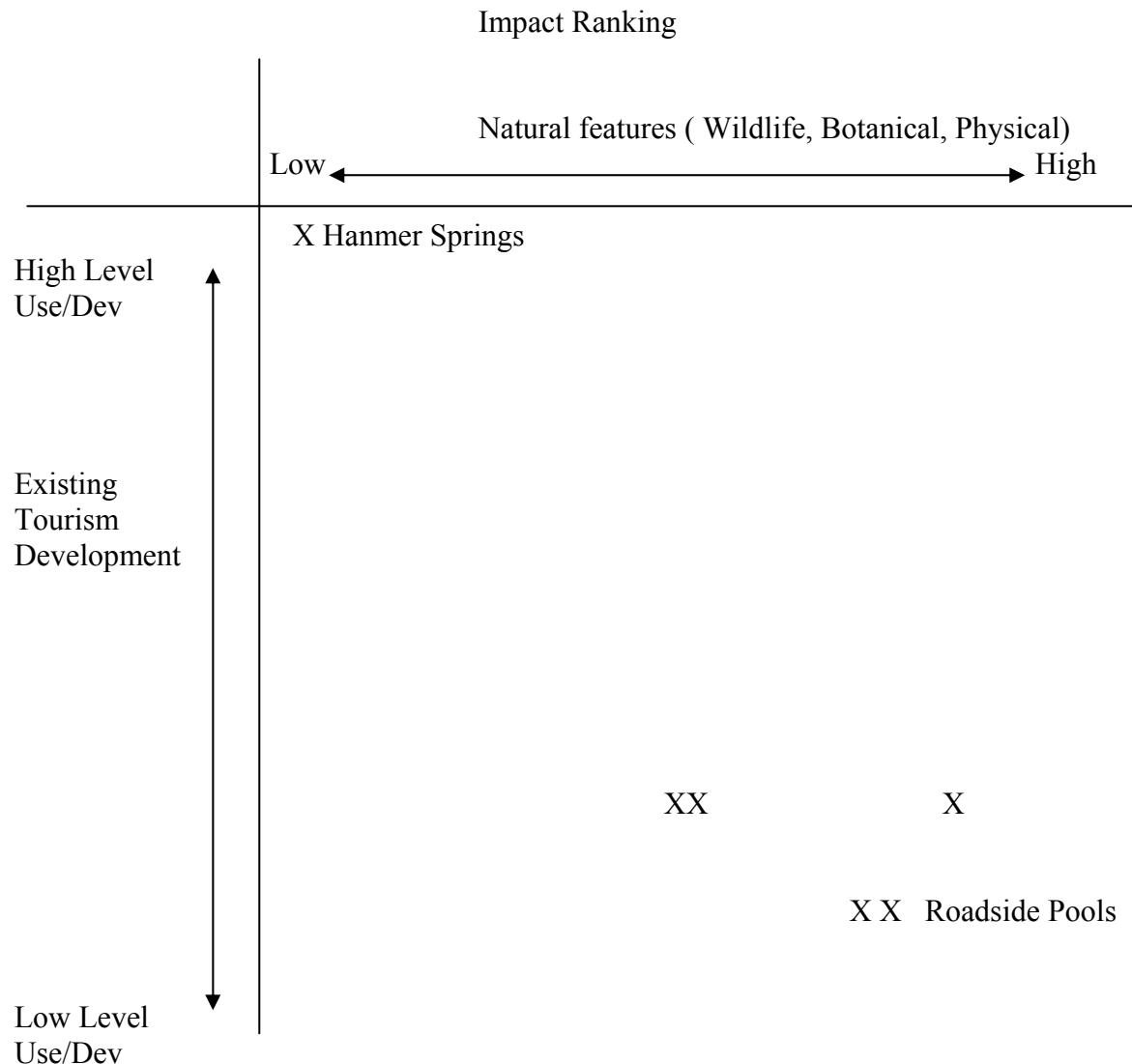
2). Cluster these assets into a portfolio of at least minimal baseline data, e.g., where, and what level of access. This could be summarised by use of a table (see Table 1):

**Table 1**  
**Natural Assets by Location and Key Attributes.**

Example: Hot pools: (Hurunui District/Buller District)	Location	Extent of asset (Size). <i>Please comment on need for this column</i>	Current levels of access	Special features (geological and/or ecological)	Falls under other jurisdiction (specify)
Hanmer Springs					
Maruia Springs (Buller District)					
Sylvia Flat					
Pools in Lake Sumner Management Area					
Other pools on private/pastoral lease or other land tenure					

3) Having identified a portfolio of assets by type now give these an initial position on a scatter diagram that has the following two axes: degree of existing tourism development and degree of naturalness (see Figure 1).

**Figure 1**  
**Natural Asset Ranking Worksheet**



- 4) You may now elect to take this diagram, which gives a snapshot of the total number and type of particular natural assets cross-referenced by 'best guess' estimates of effects by tourism activities, and seek feedback in the community at large or gain another iteration for these initial estimated ratings (e.g., Is it accurate to say that Hanmer Springs has a high level of existing tourism development and a low level of naturalness?).
- 5). Having given the assets in the portfolio individual ratings in these two dimensions (tourism development/naturalness) the classification can now be taken further, and for this we believe it is useful to fit the portfolio information into a matrix or 'super table' (see Table 2 for blank template).

The first step is to reclassify each natural asset within a portfolio according to best guess estimates of the following three factors (using high and low categories<sup>7</sup> in each case):

- present level of tourism numbers;
- current environmental impacts; and
- potential for future environmental impact (NB. This is arguably the pivotal factor for policy guidance so in Table 2 we give highest priority to the high potential environmental impact weighting, hence the numbers from 1 to 8 in the 'Ranking' row shown second from last row in the table)

In order to do this, the common name or description for the natural asset (e.g., Maruia Springs) is entered in the second row under the column that seems most appropriate (Maruia Springs would thus be entered in the third, 'high-low-high' column, by our estimation). The cells in that column are then filled using a tick or appropriate symbol where tools or provisions in the rows appear to apply. If several assets fall into the same column classification that type of column can easily be duplicated using the electronic template, either as a copied column insert or by replacing unused columns with duplicates of the most relevant columns (an example of this is provided in the worked example in Table 3a).

Adopting this approach yields, in our view, useful guiding information. The first type of information is a checklist of tourism impact management provisions that already exist or which might be deployed for any named asset. If the column for a particular asset gets several ticks in terms of mechanisms that already apply or might apply, then provided that those actually in use are sufficient in number, this serves to indicate that there is adequate management in place (e.g., there is explicit mention of the asset in the Regional or District Plan, it is likely to be picked up in the RMA consent path through the Section 88 Fourth Schedule AEE provisions, it is covered adequately within another existing management plan). The fact that there is no stand-alone management plan for the natural asset may not be an issue in such a situation. By the same token, too many ticks might indicate duplication and potential inefficiency or contradictory practices.

No ticks at all for a very modest asset in, say, a low-low-low column, would not necessarily indicate that there is no need for further attention. Indeed, an asset at early stages of impacts perhaps needs more efforts in terms of indicators to be put in place to determine trends or exploration of non-regulatory impact management option (e.g., information leaflet).

Furthermore, the table can be used to give a quick indication or overview of top priorities for action and the level of management currently in place (those with a ranking of 1 to 4, for example, should have ticks in one or more cells to indicate provisions in place).

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<sup>7</sup> Consideration was given to using three levels, i.e., 'high', 'medium' and 'low', but this would have created an extremely complicated and unwieldy matrix.

**Table 2**  
**Matrix Template for Cross-Referencing Tourism Numbers/Environmental Impacts/Potential Environmental Impacts with Types of Responses Available**

	High tourism numbers High env. impact High potential env. impact	High tourism numbers High env. impact Low potential env. impact	High tourism numbers Low env. impact High potential env. impact	Low tourism numbers High env. impact High potential env. impact	High tourism numbers Low env. impact Low potential env. impact	Low tourism numbers High env. impact Low potential env. impact	Low tourism numbers Low env. impact High potential env. impact	Low tourism numbers Low env. impact Low potential env. impact
Natural Asset description								
RMA Statutory Actions								
Reg Policy Statements								
Reg Plan Provisions								
District Plan								
Objectives								
Policies								
Rules								
Consents								
Monitoring								
Enforcement								
Non-Statutory Actions								
Active Participation								
Consultation (iwi)/other								
Advocacy								
Negotiation								
Pub/Priv partnerships								
Covenants/contracts								
Acquisition								
Transfer dev rights								
Other Initiatives								
Strategic Plans...etc								
Other Council services								

Table 2 continued

Economic Instruments								
Education								
Other Action								
Additional research								
RANKING	1	5	3	2	7	6	4	8
ACTION	Act Now		Act Now	Act Now			Act Now	

In Table 3a below a worked example is set out, based on estuaries in the Hastings District<sup>8</sup>

**Table 3a**  
**Portfolio: Estuaries Used for Recreation/Tourism within Hastings District**

Estuaries	High tourism numbers	
	High env. impact	
	High potential env. impact	
Natural asset description	Waitangi Estuary	Tukituki Estuary
RMA Statutory Actions		
Reg Policy Statements	✓	✓
Reg Plan Provisions	✓	✓
District Plan		
Objectives		
Policies		
Rules	✓	✓
Consents		
Monitoring		
Enforcement		
<i>Non-Statutory Action</i>		
Active Participation	✓	✓
Consultation (iwi) /Other	✓	✓
Advocacy	✓	✓
Negotiation		
Public/Private Partnership		
Covenants/Contracts		
Acquisition		
Transfer Dev. Rights		
Other Initiatives		
Strategic Plans...etc	✓	✓
Other Council Services		
Economic Instruments		
Education	✓	✓
Research		
Additional research		
RANKING	1	
ACTION	Act Now	

In this situation the Territorial Local Authority has relatively few of a particular asset type in its District. Rather than generate a confusing number of tables it may be more

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<sup>8</sup> We would like to thank Antoinette Tresidder, Planner at Hastings District Council, for her kind assistance in providing information for use in Table 3a and Table 3b.

prudent to combine or pool certain categories under a slightly larger rubric. For example, within the Hastings District a larger classification, based on natural vegetation and/or habitats used for recreation and/or tourism, could be used (see Table 3b).

**Table 3b**  
**Portfolio: Vegetation/Habitat Used for Recreation/Tourism Purposes**  
**in Hastings District.**

(NB: This is a partial table as not all the possible ratings above are used).

Vegetation/habitat used for recreation/tourism (in Hastings District)	High tourism numbers High env. impact	Low tourism numbers High env. impact	Low tourism numbers Low env. impact	Low tourism numbers Low env. impact			
Natural asset description	Waitangi Estuary	Tukituki Estuary	Rangaiiki-Ocean Beach	Ngaruroro Riverbed	Pukokio Valley	Waingororo Stream	Rimu Bush Station
<i>RMA Stat Actions</i>							
Reg Policy Statements	✓	✓		✓			
Reg Plan Provisions	✓	✓					
District Plan							
Objectives							
<i>Policies</i>							
Rules	✓	✓	✓	✓	✓	✓	✓
Consents							
Monitoring							
Enforcement							
<i>Non-Statutory Action</i>							
Active Participation	✓	✓					
Consultation (iwi)/Other	✓	✓	✓	✓	✓	✓	✓
Advocacy	✓	✓	✓	✓	✓	✓	✓
Negotiation							
Pub/Private Partnerships							
Covenants, Contracts						✓	
Acquisition							
Transfer Dev Rights							

Table 3b continued

Other Initiatives							
Strategic Plans etc	✓	✓	✓				
Other Council Services							
Econ Instruments						✓	
Education	✓	✓	✓	✓	✓	✓	✓
Research							
Additional Research			✓				
RANKING	1		2		4		8
ACTION	Act Now		Act Now		Act Now		

The above tables or matrices are intended as guides or supports and they cannot produce quantitatively robust information. They should perhaps be seen as checking tools and, where appropriate, triggers for obtaining better information before making decisions. Some of the most challenging work will lie in areas of nascent or as yet unrealised impacts and quantifying high or low numbers and impacts. Questions of cumulative effects, thresholds and consumer preference trends will need to be addressed.

In any event, a portfolio approach, in our view, will make these tasks easier. The other benefits of this approach are that by bundling assets together in this way it may become apparent that a region or district-wide policy on managing tourism impacts in this portfolio is now justified. It may also serve to reassure management agencies and those making external enquiries or requests that there are sufficient safeguards in place for particular types of natural assets. If there is not a well publicised programme or stand-alone policy on such natural assets or on tourism within a region or district, this information can be at least be disseminated publicly, perhaps to be included in annual reports or strategic plans.

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(b) Section B: A case-by-case best practice cross-referencing approach

Given the diversity of settings and circumstances of local authorities in New Zealand it is important to recognise that in the short term tourism impacts will have to be managed in an adaptive, if not *ad hoc* manner. To this extent *best practice* here means borrowing from what works. In this section we present decision support tools that allow Regional and Territorial Local Authorities to 'plug in' a given natural asset to several decision support tools.

(i): existing methods most favoured by participating respondents

One of the key findings of the postal questionnaire (captured under Question 13) was that different councils favoured different tools and mechanisms or combinations thereof

without necessarily differentiating between types of assets. The results from the questionnaire are set out below in table form (see Table 4). This information, as a type of ready-reckoner, may be useful for councils that need to do rapid appraisals of best practice (especially if all councils throughout New Zealand provide information on the favoured methods for dealing with tourism impacts through follow-up surveying).



**Table 4**  
**Methods Favoured by Councils that Responded to the Questionnaire**

Authority	Covenants	Manag Plans	Education	Rates relief	Heritage Fund	Purch / Vest as res	Advocacy	Strategy Plan	Direct negotiation	Financial Incentives	Consultation	Prov of services	District Plan Rules	Research	Wahi Tapu	Non Reg Guidelines
Ashburton	VE															
Auckland C	E	VE	NE	VE	VE	VE										
Auckland R							E									
Banks Pen								E								
Carterton																
Chatham Isl	E															
Christchurch C							E		E							
Clutha D							ME	VE								
Env B O P																
Env Cant			E				E	E	E							
Env Southland			E				E									
Gisborne		E	E		E		E	E				E				
Gore							E				E		E			
Wellington R		E	E													
Hawkes Bay R			E													
Invercargill			E													
Manawatu	E					E										
Marlborough D																

**KEY:** VE =Very Effective. E =Effective. ME = Moderately Effective. Y= Yes (would use them) NE = Not Effective

Table 4 continued

Authority	Covenants	Manag Plans	Education	Rates relief	Heritage Fund	Purch/Vest as res	Advocacy	Strategy Plan	Direct negotiation	Financial Incentives	Consultation	Prov of services	District Plan Rules	Research	Wahi Tapu	Non Reg Guidelines
Matamata- Piako	E															
Opotoki	E															
South Taranaki		E														
South Waikato								E		E						
South Wairarapa		E										E				
Tasman		Y					Y								Y	
Tauranga		Y														
Timaru			E				E									
Waimakiriri			E				E									
Waimate																NE
Waitomo																
Wanganui		E					E	E								
Waipa	Y															
West Coast R			E				E					Y				
Western B O P																
Thames Coromandel	E															
Taupo							E									
Southland																E
Hastings								E								
Whangarei	E	E						E								

KEY: VE =Very Effective. E =Effective. ME = Moderately Effective. Y= Yes (would use them) NE = Not Effective

(ii): Regional and Territorial Local Authorities database

With rapid improvements in information technology over the past decade, and given the excellent networking system to be found in New Zealand by virtue of its small size, the opportunities to tap into best practice know-how is considerable. By creating a simple database which cross-references councils around the country with established track records in the management of tourism impacts on particular types of natural assets any council could, in principle, use a table such as the one below as a first search option (see Table 5 – Note that only the first few councils are listed for illustrative purposes and that the last row invites your particular council to signal under asset type where expertise and useful procedures are being deployed). For example, a council just beginning to deal in depth with caves and cave systems on private land could look to other councils for guidance via this database. If maintained as a web-based resource the database could be regularly updated and supplementary information could be linked to it (e.g., electronic versions of management guidelines, plans and leaflets could be made available electronically).

**Table 5**  
**Directory of Expertise or Best Practice within Councils Across New Zealand**

Territorial Local Authority	Wildlife	Vegetation	Remnant Landscapes	Caves	Fossil Deposits	Wetlands / Lagoons	Waterbodies	Rivers
Ashburton								
Auckland City								
Auckland Regional								
Banks Peninsula								
Buller								
Carterton								
Central Hawkes Bay								
Central Otago								
Chatham Islands								
(etc. for other councils)								
<b>Enter your council's capabilities/track record here</b>								

One of the difficulties with the above approach is that it may be insufficiently detailed to indicate precisely how useful the expertise or track record will be for councils elsewhere. However, it provides a useful first stage in the information-gathering process that most councils will want to pursue in any case.

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### Section C: A stand-alone mixed-strategy checklist

In the previous sections the emphasis has either been upon building up comprehensive portfolios (sometimes across local government boundaries) of natural assets by type (Section A) or the use of directories or ready-reckoners of expertise or existing policies/plans (Section B). In this section a more hybrid approach is promoted. Recognising that Regional and Territorial Local Authorities may prefer a limited portfolio or reference file for particular natural assets, but with the safeguard of action-guiding checks and balances, a mixed strategy checklist has been created (see Table 6 – NB. The '?' in Column 4 stands for 'Don't know at present').

**Table 6**  
**Checklist of Attributes and Capabilities**

Attribute	Yes	No	?	Options for action
History of management for tourist impacts already exists				Review existing arrangements Resource consent conditions Stand-alone management plan written
National significance				Central government agencies notified
Regional significance				Regional authorities notified
Local significance				Co-ordination of depts/units within TLA Relevant local organisations involved Stand-alone management plan written
Involves passive consumption				Minimal impact guidelines produced and distributed
Involves active consumption (High active recreation component)				Significant impact guidelines produced and distributed
Organised groups visiting				Producer/operator guidelines produced and distributed
Informal groups visiting				Consumer/user guidelines produced and distributed
Individuals visiting				Consumer/user guidelines produced and distributed
Similar type of asset already managed by DoC, Regional Council, etc.				Adapt DoC, RC methodology
Occupational Safety and Health requirements apply				Mitigates impacts by default – no visitors due to fear of prosecution, or severely restricted access
Built structures, engineering, track, roadworks requiring resource consent				Volumes of visits, types of structures, materials specified to meet impact minimisation targets
District plan significant natural area listing/covenant				Restrictions/terms of covenants
Queen Elizabeth II Trust covenant possible				Restrictions/terms of covenants

<b>Attribute</b>	<b>Yes</b>	<b>No</b>	<b>?</b>	<b>Options for action</b>
Conservation Act (1987) provisions apply				Restrictions/penalties/guidelines
Other legislation (Wildlife Act [1953]; ICOMOS)				Restrictions/penalties/guidelines
Other plans apply				Restrictions/penalties/guidelines
TLA monitoring capacity exists				Relevant section within TLA identified Programme prepared
Owner monitoring capacity exists				Programme prepared with council assistance where appropriate
3 <sup>rd</sup> party (e.g., NGO, community member) monitoring capacity				Programme prepared with council assistance where appropriate
TLA education capacity				Advance visitor guidelines produced with council assistance where appropriate
Owner education capacity				Advance visitor guidelines produced with council assistance where appropriate
Other ( <i>please suggest</i> )				

In principle, any Regional or Territorial Authority can 'plug in' any natural asset within its region or district. This checklist provides a guide to deciding upon the best course or courses of action for managing the tourism impacts, to some extent overlapping with the matrix shown in Table 2. A large number of ticks in the 'Don't know' column would suggest that action to improve information is needed urgently.

One of the key points of difference with this table is that it allows for channelling responsibility elsewhere, where this is appropriate (e.g., encourage asset owners to prepare pamphlets for tourists).

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## 6. OUTSTANDING ISSUES AND REQUEST FOR RESPONSES

In an ideal world, with unlimited resources and perfect information, it would be possible to design, implement and monitor policies, including tourism impact policies, that operate at both the macro and micro scales, and in relatively stand-alone terms. In reality much has to be done by way of capitalising on systems and initiatives already in place. This is the case even though it may tend to deflect recognition of, say, the specific environmental impacts of tourists on natural assets because there is, as yet, no operational distinction between tourism and recreation in impact management.

Unlike the Department of Conservation and its control over the Crown estate, where a certain amount of autonomy exists for designating areas to be managed specifically for tourism and visitor impacts, Regional and Territorial Local Authorities generally have less opportunity for highly interventionist management. At the same time the latter bodies are also charged with ensuring social and economic well-being within regions and districts.

Beyond this, the tourism market has grown phenomenally in New Zealand over the past few decades and it is unreasonable to expect robust and long-range responses overnight when there is still much uncertainty about the real impacts of different types of tourism

and whether tourism is less consumptive of resources than traditional extractive resource uses.

To this extent, *best practice* has to be built from a thorough knowledge of practice *per se*, both within the local governance sector and across other user categories. The decision support tools outlined above are, we hope, a constructive step in that process, and for this reason we would greatly appreciate feedback on their applicability and potential before **January 19 2004**. We would particularly welcome suggestions for modifications and ideas for alternative approaches and methods.

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End.

## **Appendix C**

### **A Brief Overview of Findings from Sample Regional and TLA Plans**

#### Banks Peninsula District Plan (Proposed November 2002)

This plan contains provisions for identifying and protecting outstanding natural features. It also contains objectives to protect the natural amenity values and surrounding lands. It is an effects based plan as required under the provisions of the RMA. It does not distinguish between tourists and recreational visitors as they have very similar impacts/effects although the activity regimes may be slightly different. The Banks Peninsula Strategic Plan 2002-2012 and Banks Peninsula Annual Plan 2002 / 2003 also refer to methods to control the impact of tourist activity.

#### The Christchurch City Plan (Proposed)

The Christchurch City Plan refers to both "natural environment", "natural assets", "natural values" often interchangeably. However tourism is considered primarily from an economic impact point of view rather than as an activity having an impact on the natural environment / natural assets of the city. Discussions with the Team Leader City Plan revealed that the City does not have a lot of assets that fall in the category as defined by this study, however the Port Hills and adjacent city beaches were considered to be significant natural assets which are subject to impacts from tourism and recreation. For example the Port Hills have a Rural Hill zoning that recognises and protects the unique landscape, tourist and recreational potential, and ecological values. The plan also includes a Conservation zone for wetlands and waterways and special zoning for the Waimakariri River. These zones play a significant role in addressing tourism impacts. Areas that have been under threat from urban development have been set aside and given protection often under reserve status. Examples include Travis Wetland (Nature Heritage Park), Bexley Wetland, and Halswell Quarry ( Botanical and Historical Park).

#### Hurunui District Plan (Operative 18 August 2003)

The Hurunui District Plan contains schedules of Protected Natural Areas (PNA's) and Significant Natural Areas (SNA's). The Plan takes an effects based approach, and manages outcomes rather than specific activities. It recognises characteristics of areas and sets standards for the areas accordingly. The plan contains a suite of methods (consultation, advocacy, use of economic instruments, covenants and contracts, acquisition of land and or other features) to deal with the effects of activities. The plan does not specifically deal with natural assets. It does however consider natural areas, features and characteristics that are of importance to the people of the district and which need to be protected. It also contains specific management provisions to deal with areas that have important features or environments such as Coastal Management, the Hanmer Basin, and Hurunui Lakes.

#### Kaikoura District Plan (Proposed)

The Proposed Kaikoura District Plan contains a section on Development and Tourism that deals with the effects of tourism related activities. It also contains a section on Recreation and Open Space. These sections contain the objectives and the policies sought

by the community. The provisions are implemented through methods including zone rules, the levying of financial and development contributions to offset pressure on infrastructure, resource consents, designations, and providing assistance to other organisations such as DoC and Ngai Tahu through the annual plan process. This assistance is given by council to help ensure that wildlife habitats and other areas of cultural value are protected.

The council has also created a Tourism Management Strategy and Coastal Management Strategy that are linked to the District Plan. The District Plan does not include any Specific Management Area provisions, however there are many significant natural assets (e.g., Kaikoura Peninsula and Lake Rotoroa) that are recognised and protected through the district wide rules.

#### Westland District Plan (Operative 1 June 2002)

This district plan makes the distinction between "Natural Habitats and Ecosystems" and "landscapes." It also defines "natural wetlands" and "natural features." The plan does not include an inventory of natural assets. Much of the land in Westland is already under the jurisdiction of the Department of Conservation, i.e. National Park or Reserve status. Under the district plan provisions all activities other than farming in the rural zones are classed as discretionary activities and therefore the objectives and policies of the operative plan should identify any tourist/recreational activity through the resource consent process.

#### Environment Canterbury Regional Plan

The Regional Plan, Regional Policy statement and Natural Resources Regional Plan are effects based documents. The plans do not make any distinction between recreation and tourism activities. The Natural Resources Regional Plan (NRRP) includes provisions that set aside Natural State Areas and Areas of High Naturalness. The plan however essentially deals with water quality issues, the aim being to allow activity with minimal effects so as to preserve the "existing unspoilt state".

The Natural Resources Policy Manager noted that Regional Councils have had a long history of using non-regulatory methods to deal with issues. Often the methods are directed at water related issues but he noted that by default that they also have an effect on land use activity. For example, when water quality is degraded often any activity associated with the water body is also adversely affected (e.g., recreation / tourist activity declines because of the negative environmental influences from the change in water quality).

Canterbury Land and Vegetation Management Plan Part I      10/9/1997

Canterbury Land and Vegetation Management Regional Plan 10/9/1997  
Part II

Canterbury Regional Council Opihi River Plan      16/10/2000

## Appendix D

### Effectiveness of Non-regulatory Methods Already Employed

<b>Authority/Methods</b>	<b>Covenants</b>	<b>Management Plans</b>	<b>Education</b>	<b>Rates relief</b>	<b>Heritage Fund</b>	<b>Purchase / Vest as res</b>	<b>Advocacy</b>	<b>Strategy Plan</b>	<b>Direct negotiation</b>	<b>Financial Incentives</b>	<b>Consultation</b>	<b>Provision of services</b>	<b>District Plan Rules</b>	<b>Research</b>	<b>Wahi Tapu</b>	<b>Non Reg Guidelines</b>
<b>Ashburton</b>	VE															
<b>Auckland C</b>	E	VE	NE	VE	VE	VE										
<b>Auckland R</b>							E									
<b>Banks Peninsula</b>								E								
<b>Carterton</b>																
<b>Chatham Islands</b>	E															
<b>Christchurch C</b>								E		E						
<b>Clutha D</b>								ME	VE							
<b>Env B O P</b>																
<b>Env Cant</b>			E					E	E	E						
<b>Env Southland</b>			E					E								
<b>Gisborne</b>		E	E		E			E	E				E			
<b>Gore</b>								E				E		E		
<b>Hastings</b>									E							
<b>Hawkes Bay R</b>			E													
<b>Invercargill</b>			E													
<b>Manawatu</b>	E					E										
<b>Marlborough D</b>																

KEY: VE =Very Effective. E =Effective. ME = Moderately Effective. Y= Yes (would use them) NE = Not Effective

Authority	Covenants	Manag Plans	Education	Rates relief	Heritage Fund	Purch / Vest as res	Advocacy	Strategy Plan	Direct negotiation	Financial Incentives	Consultation	Prov of services	District Plan Rules	Research	Wahi Tapu	Non Reg Guidelines
<b>Matamata- Piako</b>	E															
<b>Opotoki</b>	E															
<b>Southland</b>																E
<b>South Taranaki</b>			E									E				
<b>South Waikato</b>									E			E				
<b>South Wairarapa</b>	E												E			
<b>Tasman</b>		Y					Y							Y		
<b>Taupo</b>							E									
<b>Tauranga</b>		Y														
<b>Thames Coromandel</b>	E															
<b>Timaru</b>			E					E								
<b>Waimakiriri</b>			E					E								
<b>Waimate</b>														NE		
<b>Waipa</b>		Y														
<b>Waitomo</b>																
<b>Wanganui</b>		E						E	E							
<b>West Coast R</b>			E					E					Y			
<b>Western B O P</b>																
<b>Wellington R</b>		E	E													
<b>Whangarei</b>	E	E						E								

KEY: VE =Very Effective. E =Effective. ME = Moderately Effective. Y= Yes (would use them) NE = Not Effective

## Appendix E

### Case Studies of Council Approaches to Management of Tourism Issues

Council	Case Study	Natural asset	Methods used	Impact/issues	Effective?
Whangarei District Council	Coastal Management Strategy	Coast	Strategy and 12 structure plans developed and adopted. Non-regulatory methods and partnership requirements needed for strategy to be implem.	Scale of tourism operation and impact on the environment.	Not stated
Auckland City Council	Hauraki Gulf	Marine Reserve & land	Developing a memorandum of understanding with DoC	Better environmental and economic outcomes in the Gulf. Eco-tourism opportunities. Management functions regarding weed & pest management, dog control, rural fire serv.	Work in progress
Tauranga District Council	Mt Maunganui	Cultural, heritage and holiday icon	Management group with representatives from DoC, Council, community and Maori.	Operational issues.	Not stated
Thames Coromandel District Council	Travellers accommodation	Coast	Resource consent with conditions, public notification.	Not stated.	Not stated
Waipa District Council	Lodging and transporting tourists upstream for bird viewing - Lake Karapiro and Pokaiwhenua Stream, Cambridge	Native bush / farmland, stream and lake	Assessment against regulations of District Plan and the Lake Karapiro and Arapuni Water Control Plan. Consent with conditions imposed.	Visual impact, compatibility with existing recreation users of lake and land. Smoke and odour, noise, glare, waste, cumulative impacts.	Yes
Waitomo District Council	Ruakuri Caves	Caves	Consents, gathering base line data, monitoring.	Impact of development	Not stated

Council	Case Study	Natural asset	Methods used	Impact/issues	Effective?
Environment Bay of Plenty	Geothermal Management Group 1	Rare geothermal features	RMA 1991	Takes of geothermal fluid	Effective. New/incr takes are prohibited.
Hastings District & Hawkes Bay Regional Councils	Pekapeka Wetland	Wetland natural values and ecosystems	Management Plan Protection Programme	Halting degradation, enhancing wetland, stabilizing water levels, restoring natural values, encouraging public use, haven for wild life.	Yes. A second 5 year management plan will be prepared for 2003/04.
Porirua City Council	Pauatahanui Inlet	Streams, inlet and coast	Pauatahanui Inlet Action Plan developed with community. Consent, management guidelines, education and awareness initiatives, monitoring and research strategy, development of riparian management strategy, review of District Plan zone provisions & stds.	Sedimentation rates, discharge, accumulation of contaminants, management of asset, erosion control.	Too early to assess but a high level of community support has been received.
Christchurch City Council	Tamaki Maori Village site at Ferrymead	Waterway, land and wildlife	Integrated planning	Land users, residential & commercial issues, transport.	Work in progress.
Ashburton District Council	Mt Sunday Island, filming location for Lord of the Rings	Prominent geographical feature	Consent Monitoring Development of a tourism trail with guides	Earthworks, vegetation removal, erection of buildings	Mostly effective. Some individuals occasionally enter the area & wander around unguided.
Clutha District Council	Catlins	Wildlife, unique character of area	Working Party Strategy	Infrastructure planning Product development	Work in progress. Already provided useful guidance to Council.
Southland District Council	Eglinton River	River, wildlife	Consent granted for rafting but not jet boating	Strong opposition from recreation groups and anglers to noise and fish disturbance from jet boating and rafting.	Not stated.
Environment Southland	Doubtful Sound, Fiordland	Coastal marine area and landscape	Regional Coastal Plan Resource consent	Tourist boat activity	Yes.

## Appendix F

### Ranking of Policy Statements

5-point ranking scale used: 1 (= marginally useful); 2 (= moderately useful); 3 (= adequate); 4 (= good); and, 5 (= very useful)

Policy Statement	Active	Consult	Advocacy	Education	Additional	Economic	Oth Council	Council	Covenants	Negotiatn	Acquisitn	Enforcemt	Public	Transfer	Pub/Priv
	participn	with Iwi			research	instruments	services	Plans	& contracts				monitoring	dev rights	participn
Ashburton	5	5	5	4	5	5	3.5	5	5	5	4	5	4	3	0
Auckland City	3	5	2	2	5	4	5	5	2	1	5	1	0	0	0
Auckland Region	3	1	3	4	4	1	1	1	1	1	1	4	1	1	1
Banks Peninsula	4	3	3	3	2	2	3	4	3	3	3	2	4	3	3
Carterton															
Chatham Islands	1	5	3	4	2	1	1	3	4	3	3	1	5	3	2
Christchurch City	4	1	2	4	5	5	2	5	4	2	5	2	3	5	4
Clutha District	5	4	3	3	3	3	4	5	2	3	2	2	3	1	3
Environment BOP	5	3	3	2	5	4	0	0	4	4	5	2	0	0	4
Environment Canterbury															
Environment Southland	4	5	4	4	3	1	4	3	3	2	1	4	2	1	5
Gisborne	3	2	2	2	3	3	2	1	2	2	2	4	5	5	5
Gore	5	4	3	4	2	3	2	1	1	3	2	1	1	1	1
Hastings	4	4	4	5	3	5	3	3	5	2	2	1	3	5	0
Hawkes Bay Region	2	4	4	5	3	3	2	4	2	3	3	3	3	1	3
Invercargill	5	5	5	5	5	3	5	4	4	5	4	3	4	0	0
Manawatu	3	3	3	3	3	2	3	3	4	3	3	3	2	1	3
Marlborough District															
Matamata-Piako	4	4	4	4	1	2	2	3	5	3	2	3	2	2	3
Opotiki	5	4	0	4	4	4	0	0	4	4	5	2	0	0	0
Southland	5	5	3	4	3	2	2	3	2	2	4	3	1	1	2
South Taranaki	5	3	4	4	4	5	3	2	5	5	3	2	2	4	2
South Waikato	4	5	5	2	5	4	4	4	0	3	0	0	0	0	4

Policy Statement	Active	Consult	Advocacy	Education	Additional	Economic	Oth Council	Council	Covenants	Negotiatn	Acquisitn	Enforcemnt	Public	Transfer	Pub/Priv
	participn	with Iwi			research	instruments	services	Plans	& contracts				monitoring	dev rights	participn
South Wairarapa	5	3	0	2	1	4	0	0	0	0	0	0	0	0	0
Tasman	5	4	5	5	5	3	3	5	3	3	3	5	5	2	0
Taupo	4	5	4	3	1	2	3	2	4	4	2	2	3	1	3
Tauranga															
Thames Coromandel	4	3	3	1	0	0	4	2	5	5	5	5	0	0	0
Timaru	3	3	3	3	3	3	3	3	4	3	4	3	1	1	2
Waimakariri	3	3	5	5	5	1	2	3	4	3	1	2	2	1	2
Waimate	3	3	2	3	1	1	3	3	4	2	1	1	1	1	1
Waitomo	5	3	1	3	4	1	1	1	1	5	1	2	4	3	3
Wanganui	4	3	4	3	3	3	4	3	3	4	2	3	3	2	3
Waipa	0	0	0	0	0	0	0	0	0	0	5	0	0	3	0
Wellington Region	5	4	3	4	3	1	4	4	3	4	3	3	2	1	5
West Coast Region	5	0	3.5	0	0	0	0	0	0	0	0	0	0	0	0
Western BOP	4	4	4	4	4	4	4	4	4	4	4	4	4	4	2
Whangarei	5	5	3	3	5	5	3	3	5	1	5	5	5	5	5
Total score	134	118	105.5	111	105	90	85.5	92	102	97	95	83	75	61	71
Number of responses	34	34	34	34	34	34	34	34	34	34	34	34	34	34	34
Mean	3.94	3.47	3.10	3.26	3.09	2.65	2.51	2.71	3.00	2.85	2.79	2.44	2.21	1.79	2.09
Mode	5	3	3	4	5,3	3	3	3	4	3	5,3,2	2	3,2	1	3
Median	4	4	3	4	3	3	3	3	4	3	3	3	2	2	3
No. times not ranked	2	3	4	3	4	4	6	6	4	4	4	5	9	9	11

## Appendix G

### Effectiveness of Policy Statements/Methods

<b>Method/Policy Statement</b>	<b>Effectiveness</b>	<b>Examples of use</b>
1. Active participation	Generally effective to very effective	Taupo District Council; improving water quality in Lake Taupo. Waitomo District Council; improving water quality in caves and kaarst
2. Consultation with iwi	Generally not tried or used, some currently exploring the possibility. Dependent on how well resourced and organized iwi are and some practical problems have been experienced. Three councils found it very effective.	Southland District Council; Iwi Liaison Group
3. Advocacy	Generally effective. Although in some cases it depends on the landowners attitude to protection.	Ashburton District Council; council aids landcare user groups in the high country for monitoring progress. Wanganui District Council; Whanganui National Park Plan.
4. Education	Generally effective	Southland District Council; Non-regulatory Guidelines
5. Additional research	While seen as generally effective, even essential, it can be costly in terms of resources (time, buy-in and funds) and difficult to quantify in the long term.	Ashburton District Council; monitoring natural vegetation growth in the high country. Waitomo District Council; caves and kaarst Environment Bay of Plenty; wetlands
6. Economic	Five responded this was very useful and effective but others less convinced or have not tried it. One council voted not to use it.	Timaru District Council; Protection of bush remnants near Geraldine.
7. Other council services	Few comments ranging from potentially useful to most effective.	Auckland City Council; Reserve Management Plans
8. Council Plans	Different interpretations of this question apparent. Some saw it as critical as this is where the planning and budgeting is determined. Other viewed it as potentially useful to highly effective.	Southland District Council; Te Anau township asset management plan.
9. Covenants and contracts	Responses consistently highly effective	Timaru District Council; Esplanade strips where conditions requiring enhancement and plantings.
10. Negotiations	Generally effective	Waitomo District Council; protection of waterways upstream of significant caves.
11. Acquisition	Most effective means of protection but expensive	Banks Peninsula District Council; purchases of

<b>Method/Policy Statement</b>	<b>Effectiveness</b>	<b>Examples of use</b>
	process.	HMNZ Steadfast base as a reserve in Cass Bay, retention of heritage resource. Environment Bay of Plenty; Joint acquisition of a Hilltop property in Papamoa for a regional plan.
12. Enforcement	Not seen as a favourable tool but experience suggests it can be effective though costly; funding, relationships and natural asset may still not be protected.	Environment Southland; dairy discharges Thames-Coromandel District Council; earthworks and bush protection
13. Public monitoring	Few comments and varied in responses from difficult to very effective.	Ashburton District Council; privately owned farm for state of vegetation growth and effects from stock grazing.
14. Transferable development rights	Few comments and varied in responses from not used, limited application, effective to highly effective.	
15. Public / private partnerships	Not tested, limited application, potential perhaps.	



## Appendix H

### Biophysical Classification of Natural Assets

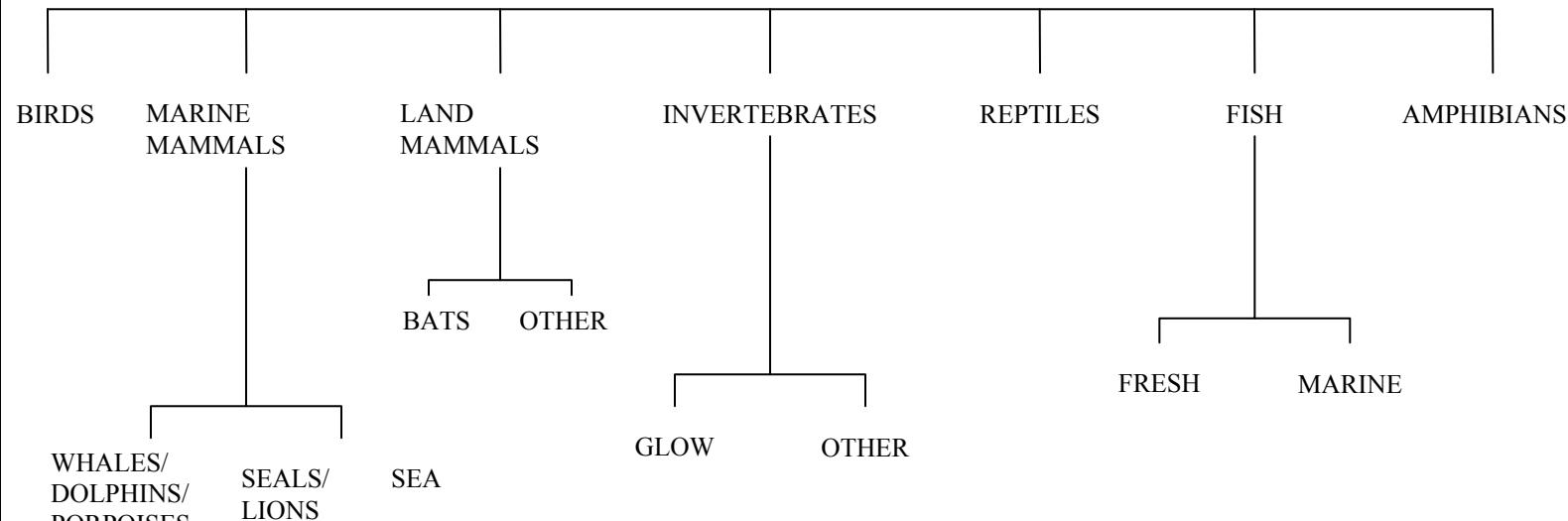
#### (Hughey, and Ward 2002)

Asset Type: VEGETATION

Asset Class: N/A

Asset Type: WILDLIFE

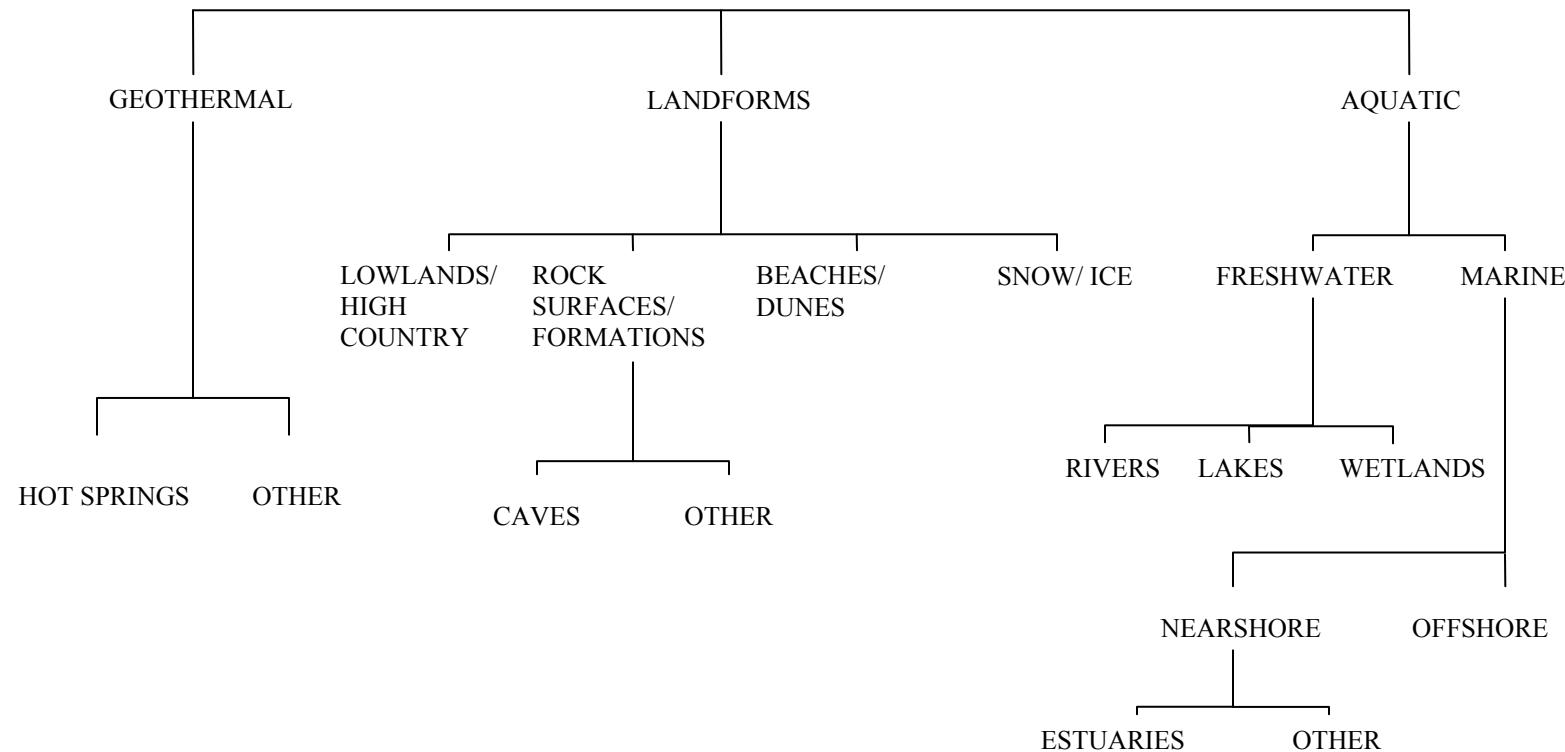
Asset Class:



**Appendix H continued.**  
**Biophysical Classification of Natural Assets (Hughey, and Ward 2002)**

Asset Type: PHYSICAL

Asset Class:



## **Templates**

Template A.

Step 1. Identify and classify all natural assets in your local authority area

Template B.

Step 2. Cluster and describe each natural asset in your local authority area

Template C.

Step 3. Plot your assets and start planning for sustainable tourism

Template D.

Step 4. Select a best practice / appropriate tool for each natural asset

Template E.

Step 5. Management checklist for a particular asset

## **Template A.**

**Step 1.** Identify and classify all natural assets in your area of interest

## Template B.

**Step 2.** Cluster and describe each natural asset in your area of interest

NB. See next page for points to consider when completing this template.

## **Template B continued**

### Relative Naturalness:

Consider the immediate surrounding environment and setting and to what degree the asset's previous condition (e.g., pre-tourism) is still intact. Hughey and Ward (2003) provide the following guide:

- Asset's previous condition is highly intact (> 50% intact)
- Asset's previous condition is moderately intact (20 – 50% intact)
- Asset is highly modified (<20% intact)

### Importance and fragility:

Councils may have guidelines, documentation, policy or legislation that will help assess these two variables. If not the following considerations from Hughey and Ward (2003) may be of assistance.

### Importance:

- Level of naturalness – as already discussed
- Ecological context – how important is the asset as an ecosystem or habitat for dependent plant or animal species?
- Cultural significance – rate the asset's symbolic, spiritual and or utilitarian value to Maori
- Socio-economic importance – rate the asset's aesthetic, symbolic, recreational, economic or historical values

### Resilience criteria:

- Large asset area/habitat,
- Large buffer zone around asset
- Features unlikely to be disturbed by visitors
- High energy environment (i.e., frequently changing)
- Stable population
- Non-breeding site
- Population increasing

### Moderately fragile:

Features fall somewhere between those described as resilient above or fragile below.

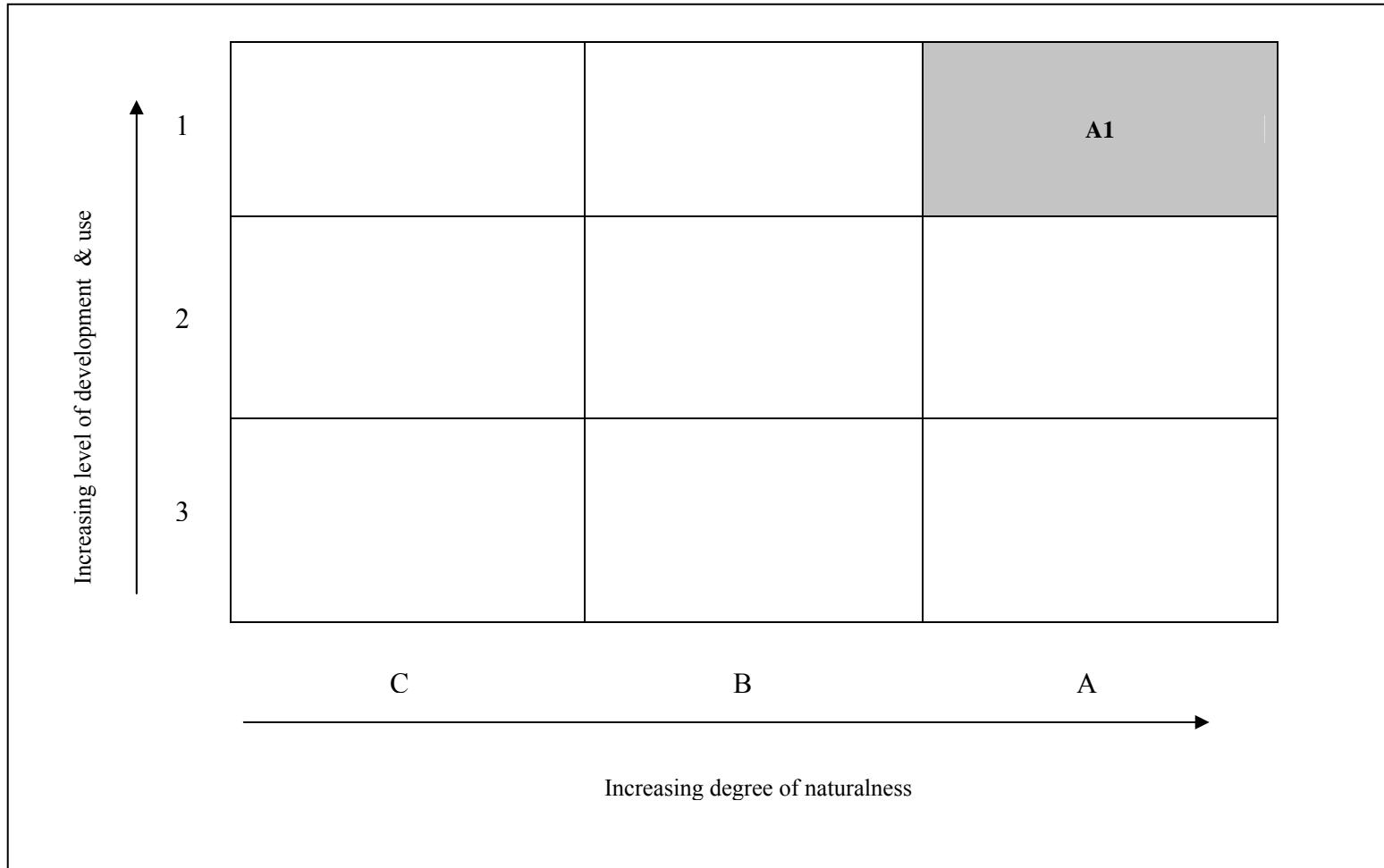
### Fragility criteria:

- Small asset area habitat
- Limited or no buffer zone around asset
- Presence of features easily disturbed by visitors

- Low energy environment (i.e., activity is minimal, change is rare)
- Unstable population
- Breeding site
- Population in decline

**Template C.**

**Step 3. Plot your assets and start planning for sustainable tourism**



**Template D.****Step 4. Select a best practice / appropriate tool for each natural asset**

<b>Current Quadrant</b>	<b>A1</b>	<b>A2</b>	<b>A3</b>	<b>B1</b>	<b>B2</b>	<b>B3</b>	<b>C1</b>	<b>C2</b>	<b>C3</b>
<b>Enter each Natural Asset under the quadrant where it is currently positioned.</b>									
<b>Indicate which quadrant you want to move the asset into.</b>									
<b>Statutory Actions</b>									
Regional Policy Statements									
Regional Plan Provisions									
District Plan									
Objectives									
Policies									
Rules									
Consents									
Monitoring									
Enforcement									
<b>Non-statutory Actions</b>									
Active Participation									
Consultation with iwi/other									
Advocacy									
Negotiation									
Education									
Additional research									
Economic instruments									

Pub/Priv partnerships									
Other council services									
Strategy Plans									
Covenants / contracts									
Acquisition									
Public monitoring									
Transfer develop rights									
<b>Other Actions</b>									
<b>PRIORITY FOR ACTION</b>									

**Template E.**  
**Step 5. Management checklist for a particular asset**

Asset Name:	Yes	No	Don't know	Options for Action
History of management for tourist impacts already exists?				Review existing arrangements Resource consent conditions Stand-alone management plan written
National significance?				Central government agencies notified
Regional significance?				Regional authorities notified
Local significance?				Co-ordination of departments / units within the local authority Relevant local organisations involved Stand-alone management plan written
Involves passive consumption?				Minimal impact guidelines produced and distributed
Involves active consumption (High active recreation component)?				Significant impact guidelines produced and distributed
Organised groups visiting?				Producer / operator guidelines produced and distributed
Informal groups visiting?				Operator / user guidelines developed
Individuals visiting?				Operator / user guidelines developed
Similar type of asset already managed by Department of Conservation, Regional Council?				Adapt Department of Conservation, Regional Council methodology
Occupational Safety and Health requirements apply?				Mitigates impacts by default – no visitors due to fear of prosecution, or severely restricted access
Built structures, engineering, track, roadworks requiring resource consent?				Volumes of visits, types of structures, materials specified to meet impact minimisation targets
District plan significant natural area listing/covenant?				Restrictions/terms of covenants
Queen Elizabeth II Trust covenant possible?				Restrictions/terms of covenants
Conservation Act (1987) provisions apply?				Restrictions / penalties / guidelines
Other legislation (Wildlife Act [1953]; ICOMOS) ?				Restrictions / penalties / guidelines
Other plans apply?				Restrictions / penalties /guidelines
TLA monitoring capacity exists?				Relevant section within local authority identified and Programme prepared
Owner monitoring capacity exists?				Programme prepared with council assistance where appropriate
Third party (e.g., NGO, community member) monitoring capacity?				Programme prepared with council assistance where appropriate
TLA education capacity?				Advance visitor guidelines produced with council assistance where appropriate
Owner education capacity?				Advance visitor guidelines produced with council assistance where appropriate
Other?				