

**Proposed
Hurunui and Waiau River Regional Plan
And Proposed Plan Change 3 to the Canterbury
Natural Resources Regional Plan**

**Section 42A Report
September 2012**

Hurunui Waiau Zone Committee

Prepared by

**John Falkner (Deputy Chair)
of Hurunui Waiau Zone Committee**

1. Introduction

1.1 Author

1. My name is John Falkner. I am the deputy Chairperson of the Hurunui Waiau Zone Committee.
2. The scope of my evidence relates to the role of the Hurunui Waiau Zone Committee ("Zone Committee") and the development of the Zone Implementation Programme ("ZIP").
3. I am not giving evidence as an "expert" witness. I am providing direct evidence of the Zone Committee process as I witnessed it to occur.

1.2 Content of the officer's report

4. This report is prepared under the provisions of section 42A of the Resource Management Act 1991 (RMA). Section 42A allows council officers to provide a report to the hearing commissioners on the proposed Hurunui and Waiau River Regional Plan ("HWRRP") and allows the commissioners to consider the report at the hearing.

2. Zone Committee

2.1 Composition of Zone Committee

5. The Hurunui Waiau Zone Committee is a joint committee of Hurunui District Council (HDC) and Canterbury Regional Council ("CRC"). The committee comprises representatives of the CRC, HDC and the Runanga with interests in the Zone, together with seven community members.
6. The table below shows the eleven members of the Zone Committee together with their community and their interests. More detailed biographic information on each member is attached as Appendix 1.

Member	Community	Interest
David Eder (Chairperson)	Omihi	Horticulture
John Faulker (Deputy Chairperson)	Culverden	Dairy farming
Andrew Harris	Parnassus	Farming and recreation,
Dr Michelle Hawke	Hawarden	Rural business
Tony Hawker		Recreation.
Mike Hodgen	Hawarden	Farming

Ken Hughey		Recreation biodiversity and sustainable management.
Makarini Rupene		Te Ngai Tuahuriri Runanga
Raewyn Solomon		Te Runanga o Kaikoura
David Bedford		CRC
Winton Dalley		HDC

2.2 Collaborative, consensus approach

7. The Committee has operated in a collaborative manner and taken a consensus approach to decision making. The ZIP may therefore not be the ideal outcome for any single member of the committee but reflects a commitment by all members to achieve an agreed outcome that will deliver all the Canterbury Water Management Strategy ("CWMS") targets in the zone and that the Committee can articulate with one voice.
8. We have engaged with a wide range of organisations and communities. Our biggest challenge has been getting agreement by all parties to water management solutions that satisfy the wide range of interests in the Zone (and which as a consequence may not meet all of the wishes of individual parties).

2.3 Zone Committee's goal for the Hurunui Waiau Zone

9. The goal for the Zone is to:
 - a. Deliver economic growth and healthy rural communities through an additional 60,000ha of irrigation while ensuring environmental, Runanga, local community, and recreational values are maintained and where possible enhanced. This means:
 - i. Water storage located in the "right" place;
 - ii. Major water projects are multiple-use delivering secure drinking water supplies, wetland enhancement, improved flows in "water-short" rivers as well as irrigation and hydro-electricity generation;
 - iii. Current land users reduce nutrient losses to create headroom for land-use intensification from new irrigation;
 - iv. An integrated solution for the Hurunui, Waiau and Waipara catchments;
 - v. Integration of water quality and water quantity; and

- vi. Solutions that are based on strong engagement with stakeholders and communities and that satisfy a wide range of interests and values.

3. Zone Implementation Programme (ZIP)

3.1 Development of the Zone Implementation Programme

10. Under the CWMS the Zone Committees role is to prepare an implementation programme for the Hurunui and Waiau Zone (the "ZIP").
11. The ZIP has been prepared and was agreed to at the Zone Committee's Meeting on 18 July 2011. A copy of the ZIP is attached as Appendix 2. The ZIP was then received by Hurunui District Council and Canterbury Regional Council at their Council meetings in August 2011. Copies of the resolutions passed by the local authorities when receiving the ZIP are attached as Appendix 3.
12. The ZIP is a collection of integrated actions and proposals to give effect to the vision and principles of the CWMS in the Hurunui Waiau Zone. The Zone Committee has worked in a collaborative manner with extensive community engagement to develop recommendations for water management solutions that are acceptable to a wide range of interests.

3.2 ZIP engagement and deliberation

13. The Zone Committee had its initial orientation workshop in mid July 2010 and its first meeting on 26 July 2010.
14. The Zone Committee had six further meetings in 2010 and a further seven meetings in 2011 to the end of June. We met about every three weeks in public at various locations throughout the zone. Members of the public attending the meetings contributed to the discussions. We also had four field visits.
15. During January and February 2011 the Committee met individually with organisations and groups who responded to the invitation to meet with us. The Committee discussed their areas of interest, and challenged them to provide solutions to the issues confronting the zone. The Committee also reported back during this period to the community in a series of meetings throughout the zone on progress made to date and invited feedback as part of developing a draft ZIP.
16. A number of concerns were identified during this feedback process, these issues related to the following three key areas:
 - a. Land Use and Water Quality – how we could achieve the 'right' solution which would ensure that water quality was maintained while providing capacity for new development.
 - b. Flow and Allocation - Water Quantity – How can water be allocated to out of stream uses, while at the same time ensuring that

- i. The minimum flow is increased;
 - ii. Flow variability is not decreased; and
 - iii. Reliability of supply for existing abstractors is maintained.
 - c. Major water storage in the Hurunui and Waiau Catchments – how do we create storage in less environmentally sensitive areas when there is a significantly higher cost associated with storage in these areas.
17. To address these issues the Zone Committee decided to form four sub-committees to deal with these issues. These were as follows
 - a. Land Use and Water Quality;
 - b. Flow and Allocation - Hurunui River;
 - c. Flow and Allocation - Waiau River; and
 - d. Storage Locations
18. Each sub-committee met, sometimes in a closed workshop, but more often with members of the public present. The outcomes of each sub-committees discussions are described below.

Land Use and Water Quality

19. The Land Use and Water Quality sub-committee was formed to ensure that the work that the Zone Committee was doing, aligned with the findings of the Land Use and Water Quality Pilot Project. The land use and water quality pilot project was a work programme established by CRC to develop a preferred approach to managing the cumulative effects of land use on water quality. The catchment chosen for the pilot was the Hurunui, upstream of State Highway One. A more detailed discussion this pilot is included in the evidence of Andrew Parrish.
20. As a Zone Committee we were fortunate to have Ken Hughey on the Governance Group for the Land Use and Water Quality Pilot Project, David Eider, Tony Hawker, Michelle Hawke, David Bedford, Mike Hodgen and John Falkner also attended some community focus group meetings.
21. There was a wide understanding amongst members of the Zone Committee that managing water quality was a difficult problem. However there was widespread agreement that water quality should be maintained at or about the current level, consistent with the Land Use and Water Quality Pilot Project. This sub-group met on only one occasion because it was identified early on that water quality was a difficult issue, possibly the most difficult water related issue in the Hurunui Waiau Zone. Therefore it was decided that the whole zone committee should be involved in these discussions.

Flow and Allocation

22. Two flow and allocation sub-committees were established, one for the Hurunui River and the other for the Waiau River. Each of these sub-committees were tasked with reviewing the information that had been

generated from the historical flow and allocation consultation processes on the Hurunui and Waiau Rivers.

23. The major concerns identified by each sub-committee were similar, and are listed as follows
 - a. Maintaining reliability of supply for existing abstractors;
 - b. Increasing the minimum flow to ensure the life supporting capacity is protected as more water is taken from the River; and
 - c. Ensuring that water can be taken in relatively high volumes into a storage facility, while at the same time ensuring that flow variability is maintained and the river is not flat lined for long periods.
24. Both the Hurunui and Waiau flow and allocation sub-committees met twice in February and March 2011 in a workshop environment, prior to the notification of the draft ZIP.
25. After extensive discussion we included a flow and allocation regime for the main stem of the Hurunui and Waiau Rivers in the draft ZIP, these flow regimes were similar to the flow regimes developed through the previous flow and allocation planning processes that had occurred in the Hurunui and Waiau Zones.

Storage Locations

26. The storage location sub-committee met in March 2011. The major development interests also attended the workshop. A number of Waitohi storage options were discussed alongside the alternate options, which included the Lake Sumner and South Branch storage locations. The 'right' location for water storage was also discussed repeatedly at Zone Committee meetings.
27. The consensus agreement reached by the Zone Committee was that the Waitohi was the desired location for large scale water storage in the Hurunui Catchment, however large scale water storage was key to achieving the CWMS targets. Therefore we agreed that the upper Hurunui should be considered for water storage if large scale water storage in the Waitohi was not viable.

Draft ZIP

28. The Committee released a draft ZIP at the end of April 2011. This was a work-in-progress, particularly with respect to the key issues of land use and water quality, location of major water storage and flow and allocation regimes for the Hurunui and Waiau Rivers.
29. In May 2011, the Committee met with interest groups and organisations to hear feedback on and discuss the draft ZIP. Meetings were held with most of the parties who had met with us earlier in the year. The Committee met with the Kaikoura Runanga Board in mid June and Hurunui District Councillors in mid May. A list of the parties involved in all the formal public meetings is provided in the table in Appendix 4. However, it should be acknowledged that this list only shows the formal gatherings and does not show attendance by

Zone Committee members at farm field days, privately organised meetings and one on one discussions with land owners, stakeholder groups, developers and the wider public.

30. Public meetings on the draft ZIP were held throughout the zone and in Christchurch. There was strong interest in the draft ZIP with about 80 people at the Hawarden and Christchurch meetings, and 40-60 people at each of the meetings in Amberley, Cheviot, Culverden and Omihi.
31. Committee members also met with land and water users in Culverden and Cheviot to discuss the land and water quality section of the draft ZIP. The Culverden meeting was hosted by DairyNZ.
32. At this meeting it was made clear to the Zone Committee that a nutrient discharge allowance did not have widespread support amongst existing irrigated land users.
33. The Committee invited written submissions on the draft ZIP over a five week period. About 125 submissions were received. The Committee did not hear submissions.
34. Over 90% of the submissions focused on one or more of the key unresolved issues in the draft ZIP, that being, land use and water quality, water storage and possible change to the minimum flows of Hurunui and Waiau Rivers. These issues had also been the focus of discussions at the public meetings and in the meetings the Zone Committee members had with organisations and interest groups.
35. Zone Committee members considered these key issues from the submissions at meetings and at a workshop in May and June.
36. The Hurunui and Waiau flow and allocation sub committee jointly met on 26 May 2011 along with staff from NIWA, Golder Associates, CRC and Aqualinc and stakeholder groups which included representatives from Amuri Irrigation Company, White Water Canoe Club, Forest and Bird, Meridian, FraserGeologics, Hurunui Water Project, Ngai Tahu Property and Direct Project Management. The workshop focused on the timing and amount of water needed to fill large scale water storage and the possible effects that this may have.
37. Staff from NIWA presented evidence which showed that allocation of the A and B Block would possibly achieve the outcomes sought by the Zone Committee. Allocating a higher volume of water than this would require careful management to ensure that instream values were not compromised.
38. The workshop concluded and the Zone Committee agreed that development interests should be given the opportunity to take some of the C Block water as long as it could be demonstrated that the key in-stream values outlined in the ZIP could be achieved.
39. After significant discussion as a result of submissions the Zone Committee agreed that the position taken in the draft ZIP was appropriate in relation to storage in Lake Sumner and the South Branch. Storage should first be explored in tributaries below the Mandamus River before storage in the upper Hurunui can be considered. We also agreed that there should be no storage

in the Hurunui River Mainstem below the confluence of the North and South Branch of the Hurunui River and the Waiau Mainstem and all tributaries upstream of the Hope River.

40. This position has been further confirmed by the Regional Committee reaching a very similar position in the Draft Regional Implementation Programme (RIP).
41. Water Quality has been one of the most difficult and vexing issues. The Zone Committee received a significant number of submissions on the draft ZIP concerning water quality. It is the one issue that we did not manage to get to a full consensus position prior to the notification of the HWRRP.
42. While full consensus was not reached prior to notification we did agree that
 - a. Water quality should be maintained at or about its current level.
 - b. A well resourced, co-ordinated, collaborative land use implementation programme is the key to addressing cumulative non-point source water quality in the Hurunui Waiau Zone.
 - c. The programme must encourage land users to work collectively to minimise nutrient loss from land use.
 - d. This must be supported by policies and rules which encourage and support on the ground collective action.
 - e. Implementation must be based on groups of incentivised and well-supported land and water users working together.

Post Notification of the Hurunui Waiau River Regional Plan

43. Post Notification of the HWRRP we continued to discuss the appropriate way to manage water quality.
44. A field trip was held to investigate the potential of wetlands on or beside Lowry Peaks and St Leonards streams to reduce nutrient outflows from these streams. It was also suggested that water from the feeder tributaries of these streams is even higher in nutrients and this water could be used to irrigate rather than the lower nutrient water in the main stems of these tributaries. We agree that these options may assist in achieving the water quality outcomes in the Hurunui main stem.
45. I understand that CRC in its submission has suggested alternative wording to encourage this to occur by reducing the minimum flow if a wetland is developed.
46. Water Quality was also the main topic at two Zone Committee meetings and a workshop in October and November in which the Zone Committee discussed how the HWRRP could be modified to better align with the position the Zone Committee had taken in the ZIP. The Zone Committee considers that the approach suggested by the CRC in its submission better achieves the objectives and outcomes that were presented during the consultation process on the draft ZIP.

47. The submission lodged by CRC also suggests an alternative approach to encouraging collective action to manage water quality by making changes to Schedule 2 of the HWRP and modifying the definition for change in land use. The Zone Committee considers that alternative approach better achieves integration between the non-statutory collective approach and the regulatory backstop that is necessary to encourage a reduction of nutrient loss to water.

4. Conclusion

48. Over 18 months the Zone Committee met, often repeatedly with multiple stakeholder groups with an interest in the Hurunui and Waiau Rivers. The outcome of this process was the ZIP which sets a clear path forward to sustainably manage rivers and tributaries in the Zone.
49. There have been multiple issues identified, but these have been debated both by the Zone Committee and by a variety of stakeholder groups. All decisions reached by the Zone Committee have been consensus decisions with all members of the committee agreeing with the position taken.
50. It is for this reason that the Hurunui Waiau ZIP should not be seen as the ideal outcome for any single value. Rather the position taken by the ZIP shows a path forward that gives effect to the Vision and Principles of the CWMS and allows for all the CWMS targets to be achieved.
51. The Zone Committee considers that the HWRRP, with changes made in relation to Water Quality as outlined in my evidence, provides statutory support to achieve the vision that is outlined in the ZIP.

John Falkner

24 September 2012

Hurunui Waiau Zone Committee biographies

David Eder (Omih)

David has been involved with water usage and irrigation for 50 years and believes natural resources must be fairly allocated so the whole community benefits and all water users are catered for in a fair and equitable manner.

David has been involved with a number of boards and community groups where consensus and collaboration were required to solve issues. He believes water issues can be resolved providing a win-win for all parties.

David has strong horticultural interests including a blackcurrant farm at Omih. He is also is a director of Horticulture NZ and involved in a range of export ventures including a company producing “best in the world” blackcurrant products.

John Faulkner (Culverden)

John describes himself as a dairy farmer, businessman, and sportsman, as well as being environmentally, culturally and socially aware and also aware of the community’s obligation to future generations.

John, together with his wife Robyn, owns and run a 162 hectare dairy farm north of Culverden which receives water from the Amuri Irrigation Scheme.

The farm won the LIC Dairy Farm award in the 2009 Ballance Farm Awards and is one of the top performing dairy properties in the Amuri Basin. John’s farm business has also been recognised with a number of business performance awards. He is the interim chair of the Amuri Dairy Employers group whose aims include improving on-farm employment practices and promoting the area as a good place to work and live. John is also a Victim Support volunteer. His personal achievements include winning the second Paris to Dakar 7200km endurance cycle race in 2007.

Professor Ken Hughey

Ken has an ongoing interest in the sustainable management of Canterbury’s water resources. His local activities include fishing, kayaking and birdlife research on the Hurunui and Waiau rivers and he has family ties in the area.

Ken is Professor of Environmental Management at Lincoln University and has a PhD in resource management. His research speciality is the ecology and management of rivers and lowland wetland ecosystems, and his teaching includes a course on Integrated Environmental Management based on collaborative approaches.

He also leads a large multi-year research programme on prioritising river values, in- and out-of-stream. Ken was part of the multi-stakeholder group evaluating storage options in Stage 3 of the Canterbury Strategic Water Study and been involved in working groups to establish targets for the CWMS.

Andrew Harris (Parnassus)

Andrew has lived and farmed in the Leader Valley, near Parnassus, for the past 22 years. The farm adjoins the Leader River and he has overseen the enhancement of the river ecosystem – including weed and pest control measures – through consultation with stakeholders and local authorities.

He is also a keen fisherman and jet boater on both the Waiau and Hurunui rivers and believes the rivers should be enhanced and maintained for future generations and for the benefit of all stakeholders.

Andrew has a B. Com (Ag) from Lincoln University and an MBA from Canterbury University and is a member of the Cheviot Ward Committee of Hurunui District Council as well as a director of a number of private companies.

Mike Hodgen (Hawarden)

Mike has lived and farmed in North Canterbury for most of his life and wants to ensure the future well-being and prosperity of people in the Hurunui district.

Mike was part of the multi-stakeholder group evaluating storage options in Stages 2 and 3 of the Canterbury Water Management. He also chairs the Hurunui Irrigation Project, spent three years on the Hurunui Ward Committee and 10 years on the North Canterbury Federated Farmers' provincial executive.

Mike's family started farming in the area in 1924 and he began working on the family farm in 1968. Mike and Jan bought the farm in 1975 and they farm in partnership with son Dan and daughter Nicky and their families. The farm includes a QEII conservation covenant and Mike and Jan are life members of the QE II Trust.

Dr Michele Hawke (Hawarden)

Michele is a businesswoman from Hawarden where she and her husband run Hawarden Garage and Transport. As a school bus driver she has the opportunity to be involved with the local community and in particular get to know the young people.

Michele has a doctorate in geology and has worked in Indonesia and Papua New Guinea as an exploration geologist. Michele is currently Chairperson of the Christchurch School of Gymnastics.

Tony Hawker

Tony has an ongoing interest in the Canterbury Water Management Strategy and believes it is the best option for water management. He also has a particular interest in the Hurunui-Waiapu area which includes work projects and recreational activities such as fly-fishing, as well as living in the area between 2001 and 2003.

Tony wants to be part of a solution that delivers irrigation needs while maintaining sustainable environmental standards, and is very keen to be involved in ecological restoration projects. His family has a farming background and he was raised in a small rural community on a farm his family had run for many generations.

Tony is employed as an environmental officer for Fish and Game.

Makarini Rupene

Makarini Rupene lives in Kaiapoi with his four children. His whanau is one of the oldest of the original families from Kaiapoi Pa who then settled in Tuahiwi following the Treaty of Waitangi.

Maka is a Tangata Tiaki (customary fisheries guardian), appointed by Ministry of Fisheries and Ngai Tuahuriri, and has carried out a number of cultural health surveys of rivers and other waterways of Canterbury, including Te Hurunui. He is a printer by trade, has studied at the University of Canterbury (Maori Sciences) and holds a Diploma in Indigenous Studies from Te Wananga o Aotearoa.

Hunting and gathering is a big part of Maka's life, and mahinga kai resources continue to sustain his household and maintain traditional relationships and customs (e.g. manaakitanga, kai-hau-kai). Maka still takes his children camping and fishing on the Waipara River, as he did as a kid and as his elders did before that. Maka remembers going fishing with his father as a toddler and having to wear shoes

because of all the rubbish dumped in the river. He wants all rivers in the zone to be safe for his children to go swimming and for them to carry on the traditions and customs passed on to him by his whanau.

Raewyn Solomon

Raewyn was born and raised in Oaro south of Kaikōura and has 3 sons and 8 grandchildren. She has worked for Te Rūnanga o Kaikōura for the past 13 years and is primarily based in Kaikōura. The takiwā (area of authority) of the Runanga extends from Te Parinui o Whiti immediately south of Blenheim, to the Hurunui River, inland to the Main Divide and seaward as far as the eye can see. The focus of her work is within this geographical area and so it's a wide and varied role.

Raewyn manages the environmental work of the Rūnanga which includes policy and plan development, education and research, restoration projects and development proposals, relationship management and decision making.

Raewyn says she has been fortunate enough to have the Rūnanga office based at Takahanga Marae, as it provides a unique context for environmental and other fields of work. It's a place where people can come together, relish in the history, articulate similar and differing perspectives and values and enjoy the experience that goes with that. It's also a place where the hard things can be said, safely.

Raewyn believes that if we look after the habitat of water, it will look after us. She says "I want my children, my grandchildren and all other children to inherit a clean, productive and appreciated environment, as is their birthright."

Winton Dalley

Winton has run a successful farming operation in the dry hills of North Canterbury for more than three decades.

He is a two-term district councillor and chair of the Hurunui District Council Works and Services Committee.

He and his wife Jean were among the first to import the South African meat merino rams to New Zealand because they were better able to handle the harsh conditions of dry land.

He was also instrumental in developing the Hurunui Water Management Strategy and firmly believes water is critical to the future prosperity of the District.

David Bedford

David Bedford moved to Canterbury in 2005 following a corporate career in Australia and New Zealand.

He now owns a small vineyard in North Canterbury which he manages with his wife and son. David is also an Environment Canterbury Commissioner and the Chair of Enterprise North Canterbury.

David has extensive experience in senior management, including human resources and change management.

His most recent corporate role was as Chief Operating Officer for AAPT, Telecom's business in Australia, between 2000 and 2003. He started working for Telecom in 1992 and his other roles included: Head of Human Resources (1993 to 1997); Group General Manager Enterprises responsible for Telecom Directories, Xtra and other non core business units (1997 to 1998); and Group General Manager Network (1998 to 2000).

From 1987 to 1992 David was Corporate Industrial Relations Manager and then the head of Human Resources at the Electricity Corporation of NZ. Prior to that he held a number of industrial relations roles in the construction and meat industries in NZ and Australia.