

Tabled at Hearing Tuesday 19 April 2016

**BEFORE INDEPENDENT COMMISSIONERS**

**UNDER**

the Resource Management Act  
1991

**IN THE MATTER**

of Plan Change 6 (Wairewa) to  
the partially operative Canterbury  
Land and Water Regional Plan

**SPEAKING NOTES OF STEVE LOWNDES AND PAM RICHARDSON**

---

---

**WYNN WILLIAMS**  
LAWYERS  
CHRISTCHURCH

Solicitor: P A C Maw  
(philip.maw@wynnwilliams.co.nz)

Canterbury Regional Council's  
Solicitor  
Level 5, Wynn Williams House  
47 Hereford Street  
PO Box 4341, CHRISTCHURCH  
Tel 0064 3 3797622  
Fax 0064 3 3530247

**Steve Lowndes**

1. My name is Steve Lowndes. With me is Pam Richardson, Chair of the Akaroa/Wairewa Community Board. We are both members of the Banks Peninsula Zone Committee ("Zone Committee").
2. I have lived on Banks Peninsula for 35 years, which is within the area covered by Plan Change 6. My professional background includes local government and museum directorship, and I have extensive board experience in the areas of health, culture and the environment.
3. I have recently been appointed Chair of the Committee as Richard Simpson retired from the Committee last year. I also represent Banks Peninsula on the Regional Committee.
4. After Mrs Richardson's introduction, I am going to speak briefly about the Wairewa ZIP Addendum prepared by the Zone Committee as it informs Plan Change 6 to the Canterbury Land and Water Regional Plan. Mrs Richardson will also speak briefly and we are happy to answer any questions you may have.

**Pam Richardson**

5. I am Pam Richardson, and I own and operate along with Ian and our son Andrew a Banks Peninsula 710 ha sheep and beef hill country property in Holmes Bay Pigeon Bay. As well as our farming operation I spend many hours working with the community. I am a passionate advocate and want to see us all working together.
6. I have had a long involvement with the Community and working on a vast range of activities. I am Chairman of the Akaroa Wairewa Community Board (CCC), a Trustee and founding member of the Banks Peninsula Conservation Trust and a liaison person on the Covenants Committee, a member of the Little River Wairea Flooding Working Party, the Little River Issues Working Party and the Banks Peninsula Pest Liaison Committee. From 2004 - 2008 I was the President of North Canterbury Federated Farmers and the Banks Peninsula Branch Facilitator for over 20 years. I am a member of North Canterbury Federated Farmers, the Southern Bays Farm Discussion Group and Banks Peninsula Farms Ltd.

### **Banks Peninsula Zone Committee**

7. Members of the Zone Committee are listed in Paragraphs 5.7 and 5.8 of the Section 42A report. There are four members representing rūnanga with interests in the Zone; a Christchurch City Council Councillor; a Canterbury Regional Council Commissioner; and seven appointed community members at various times. Both Mrs Richardson and I have been members of the Banks Peninsula Zone Committee since its inception in September 2011. We were involved in all of the deliberations on the drafting of the Banks Peninsula Zone Implementation Programme ("ZIP") and the Wairewa ZIP Addendum.
8. The Zone Committee operates as a joint committee of Canterbury Regional Council and Christchurch City Council under the Banks Peninsula Zone Water Management Committee Terms of Reference. In brief, the primary purpose of the Zone Committee is to facilitate community involvement in the development and periodic review of a ZIP that gives effect to the Canterbury Water Management Strategy in Banks Peninsula and to monitor its progress.

### **Zone Implementation Programme**

9. Section 5 of the Section 42A report outlines the process the Zone Committee went through in preparing its ZIP. This was approved by the Canterbury Regional Council and the Christchurch City Council in March and April 2013, respectively.
10. The ZIP set a number of priority outcomes for the Banks Peninsula catchment, including in respect of kaitiakitanga; water quality; water quantity; erosion and sediment control. The ZIP also set two priority outcomes for Lake Forsyth / To Roto o Wairewa:<sup>1</sup>

*"(i) Te Roto o Wairewa is a nationally and regionally significant 'Flagship Project' showcasing outstanding environmental restoration. The lake has a Trophic Level index (TLI) of 4 within 20 years and can support Mahinga kai and contact recreation within 15 years.*

*(ii) All streams that flow into Te Roto of Wairewa are flourishing ecosystems reflecting Mauri, Kaitiakitanga, and Mahinga Kai values."*

---

<sup>1</sup> Banks Peninsula Zone Implementation Programme, page 20.

11. These Priority outcomes are expanded on in the ZIP Addendum<sup>2</sup> and form the basis for Plan Change 6.

### **ZIP Addendum**

12. The Canterbury Regional Council Commissioners recognised the particular issues facing the Wairewa catchment and asked the Zone Committee to complete a community engagement process leading to recommendations to improve the management of freshwater in the Wairewa catchment.
13. The Committee began work on its ZIP Addendum in April 2013 by developing an understanding of the state of the catchment through discussions with experts, commissioning technical work to fill gaps in existing knowledge and testing the feasibility of intervention options.
14. As part of developing the ZIP Addendum to recommend a nutrient, flow and allocation regime,<sup>3</sup> the Zone Committee established a working group to help develop the actions needed to improve water quality in the lake – this being the primary issue of concern in the catchment. Mrs Richardson and I were two of the five members of the group, the others being Richard Simpson, Iaeen Cranwell, and Kevin Simcock.
15. Work on solutions to the issues in the catchment was temporarily put on hold in March and April 2014 while the community recovered from three significant flood events which inundated households, businesses and roads.
16. Though not one of the CWMS targets, the working group expanded its scope to consider ways that flooding could be addressed, as well as making sure that any of the actions we came up to address water quality would not make the flooding worse.
17. The Zone Committee worked with the Community Board, a Flood Management Working Party set up to address flooding, and the community to persuade the Canterbury Regional Council to establish a

---

<sup>2</sup> Refer Desired Outcomes, page 13 ZIP Addendum.

<sup>3</sup> Refer Recommendation 6.2 of the Zone Implementation Programme

Flood Rating District. This led to the successful establishment of a River Rating District in 2015.

18. The primary objective of the Wairewa Rating District is to reduce flood risk by managing riverbank tree growth and removing channel obstructions. This work is to complement or not conflict with other catchment objectives including erosion control, reducing stream sedimentation and enhancing Lake Forsyth/Te Roto o Wairewa water quality.
19. The Rating District collects rates to undertake work in the catchment that will reduce flooding. Where warranted the works do include some bank stabilisation in the valley floor, but as the remit is flood management, monies collected cannot be used for general bank stabilisation.

#### **Development of ZIP Addendum Recommendations**

20. The Committee were advised that the occurrence of cyanobacteria in the lake is an outcome of complex lake processes that are not fully understood, but that phosphorus is a key factor. We knew that phosphorus fertiliser was not widely used in the catchment, but that the volcanic soils are naturally high in phosphorus. Therefore, the Zone Committee focussed on minimising the soils entering the waterways. We were advised that there were three main sources of "problem" erosion in the catchment, where soil gets into waterways, taking with it phosphorus. The problem areas were identified as:
  - (a) the eroding stream banks in the valley floor;
  - (b) tunnel gully erosion on the south eastern edge of the Lake; and
  - (c) slips on the hills where connected to the drainage system.
21. The stream banks in the lower catchment were identified as the primary source and offered the best opportunity to reduce erosion.
22. Turning to solutions, we realised a lasting improvement would only come about through the commitment of landowners. We thought long and hard about what form, if any, regulation should take, and concluded that while it was reasonable to expect landowners not to make the problem worse, it was unfair to expect them to be solely responsible for erosion that was the result of historic land clearance

and made worse by the flow of water past the banks, particularly in storm events and high river flows. On that basis we developed Recommendations 5.2 and 5.6 of the ZIP Addendum.

23. Recommendation 5.2 encourages landowners to prepare “environment plans” (called Valley Floor Area River Bank Erosion Plans in PC6) to reduce and manage sediment entering waterways. These would be voluntary and could be done individually, but we envisaged a plan that covered the whole of the valley floor that would be implemented in an integrated way.
24. Recommendation 5.6 excludes all stock from waterways in the valley floor area. The prohibition of all stock was probably the most debated recommendation we had, but we settled on this on the basis that it was fair and reasonable that all stock should be treated equally as all have impacts on stream bank stability and would impact riparian planting. In doing so we understood this would have impacts on individuals and we recommended that landowners be supported with education, advice and funding.
25. We believed that doing these two things would reduce sediment and phosphorus loss at its source. But we also considered there was sufficient evidence that a sediment retention basin and wetland at the head of the lake to intercept sediment had merit and should be investigated further. This led to our Recommendation 6.5.
26. The final part of the puzzle as far as lake water quality goes is reducing the sediment and phosphorus that is already in the Lake. We considered a range of ideas for example, floating wetlands, dredging, phosphorus binding agents, salinity control, but there was not enough evidence to recommend any single one of them with confidence at that point in time. Instead, we recommended a programme of continuing research and trialling interventions to reduce phosphorus already in the lake and to better understand how the lake works. We also recommended that this is complemented by a supportive consenting regime. This led to our recommendations 6.3, 6.4 and 6.6.
27. We were mindful that there is a joint Christchurch City Council and Wairewa Rūnanga consent application in process for the opening and closing of the lake. If granted, this is expected to benefit the health of the lake, enhance mahinga kai and allow effective drainage after storm

events for the next few decades. This is reflected in our Recommendation 6.1.

28. We also considered the need to assist the Canterbury Regional Council with setting limits to comply with national directions in the National Policy Statement for Freshwater Management 2014. Nitrogen concentrations in the streams are low. After a lot of discussion and analysis we recommended a nitrogen concentration limit for rivers to avoid excessive periphyton growth, and a target to limit the amount of phosphorus entering the Lake each year (Recommendations 5.10 and 5.3). The catchment is a red nutrient allocation zone under the LWRP rules. This is because the water quality outcomes are not met due to sediment and phosphorus enrichment of the streams feeding into the lake which is in an excessively eutrophic state. We understand that nitrogen losses from farming activities in the catchment are low. Therefore, we did not recommend any catchment-specific rules for the Wairewa catchment.
29. One final area I should mention is water allocation, where we settled on an environmental flow and allocation different regime that will protect the unique species and significant biodiversity in our streams including NZ lamprey (kanakana) (Recommendations 5.4 and 5.5).

#### **ZIP Addendum sign off**

30. Over the 18 months that it took to develop its recommendations the Committee engaged with the community through drop in sessions with technical experts, meetings with landowners, field trips and hui with Wairewa Rūnanga. This was in addition Zone Committee meetings and workshops open to the public.
31. The ZIP Addendum was adopted by the Zone Committee by consensus on 21 October 2014, and accepted by the Canterbury Regional Council on 6 November 2014 and the Christchurch City Council on 27 November 2014.
32. That is all I wish to say at this point and I will hand over to Mrs Richardson who has some additional comments.

**Additional Comments – Pam Richardson**

33. The Banks Peninsula community is well known for its innovative collaborative outcomes. Working to find solutions amongst a group of people with many differing views has been a challenge but I believe we have been very successful. E.g. the Banks Peninsula Pest Liaison Committee and the Possum management strategy - a poisoning programme that moves around the Peninsula with an integrated eradication programme in a five year programme. At that time I was the Federated Farmers Branch facilitator and a member of the Pest Liaison Committee. Vigorous debate and discussions were held with the rural community before a separate rate was set. The programme is still in place today.
34. The Little River Flooding Working Party is another example of a more recent issue that I have been involved with. The flooding issues have long been talked through with the community and we have been unable to gain agreement to move the project forward. Last year following the serious floods of March 2014 the community agreed to an integrated programme by managing riverbank tree growth, and removing tree and debris channel obstructions. This programme is to be funded by a targeted rate one levy per rating unit.
35. As a member of the Working Party and Zone Committee I was able to ensure that both flood management objectives and water quality improvements were aligned as much as possible. We will continue to work on integrating work to address flooding and sediment issues.
36. As a member of the Banks Peninsula Zone committee with the preparation of the Wairewa ZIP Addendum I was able to assist and spent considerable time encouraging landowners to join the many opportunities provided to understand the issues and become involved in the process. Today I see landowners by their own actions working through a range of issues to create a better environment. A number are continuing to fence riparian areas and we have already started with landowners creating their own Farm Environment Plans.
37. I want to comment briefly on the issue of stock exclusion from rivers. Initially, I felt only heavy stock needed to be prohibited from the stream banks. However, I support the recommendation to exclude all stock from the stream banks. While sheep are not attracted to water like cattle are, sheep are just as likely to eat (and damage) riparian plants.



Therefore, if we want to see improvement in the water quality of the lake we have to put measures in place to ensure the stream banks do not continue to erode.

38. Thank you for this opportunity to present to the Panel.

**Steve Lowndes and Pam Richardson**

19 April 2016