

From: [Waimak NGE](#)
To: [Mailroom Mailbox](#)
Subject: NGFT Submission on PPC7 to the CLWRP
Date: Friday, 13 September 2019 4:18:51 PM
Attachments: [NGFT_PC7_Submission\[48321\].final.pdf](#)

Hello

Please find attached our submission on the Proposed Plan Change 7 to the Canterbury Land and Water Regional Plan.

Thanks & regards,
Waimakariri Next Generation Farmers Trust

**SUBMISSION ON PROPOSED PLAN CHANGE 7 TO THE
OPERATIVE CANTERBURY LAND AND WATER REGIONAL PLAN**

TO: Canterbury Regional Council
PO Box 345, Christchurch 8140

BY EMAIL: mailroom@ecan.govt.nz

SUBMISSION TO: **Proposed Plan Change 7 to the operative Canterbury Land and Water Regional Plan**

NAME OF SUBMITTER: Waimakariri Next Generation Farmers Trust

ADDRESS FOR SERVICE: C/- Prosser Quirke, PO Box 4, Rangiora
Waimak.ngf@gmail.com

This is a submission by the Waimakariri Next Generation Farmers Trust¹ on Proposed Plan Change 7² to the operative Canterbury Land and Water Regional Plan³.

The NGF could not gain an advantage in trade competition through this submission.

This submission is divided into three parts as follows:

- Part A Introduces the NGF and its existing focus on good management practice and environmental sustainability; and
- Part B Discusses concerns with respect to the timing of PC7 hearings and the finalising of the Government's proposed National Policy Statement for Freshwater Management and National Environmental Standards for Freshwater.
- Part C Sets out the specific submissions and relief sought by the NGF on PC7.

The NGF seeks the relief set out in this submission, including such other additional, alternative or consequential relief as may be necessary to give effect to the changes sought.

The NGF wishes to be heard in support of this submission.

Signed for and on behalf of the NGF by

Add signature



Scott Evans

Chairperson of the WNGFT
13th of September 2019

¹ Hereafter referred to as 'the NGF'

² Hereafter referred to as 'PC7'

³ Hereafter referred to as 'the CLWRP'

PART A: THE NGF

1. The NGF welcomes the opportunity to make a submission on PC7. We acknowledge the work of the Waimakariri Water Zone Committee, Canterbury Regional Council, and the many individuals and agencies that have led to notification of this document.
2. The NGF is a collective of over 100 Waimakariri farmers and rural businesses who are focused on developing, encouraging and promoting the interests of the Waimakariri district farming community for the benefit of future generations.
3. The current NGF Trustees are:
 - Scott Evans (Chair)
 - Victoria Trayner
 - Sam Spencer-Bower
 - David Winter
 - Roscoe Taggart
 - Andrew Olorenshaw
 - Sarah Gard
4. The NGF membership is broad and is inclusive of farms from across all farming types and associated industries (in particular, but not limited to, sheep and beef, cropping, dairy, dairy support, deer, horticulture and commercial vegetable growers). Our membership spans from the mountains to the coast and covers approximately 40,000 hectares.
5. The NGF promotes awareness of the interests of the rural community; encourages testing of, and reporting on, farming systems; encourages industry bodies to assist farmers to farm sustainably; ensures that future generations have a realistic chance at a profitable career in farming; and facilitates increased knowledge within the farming community.
6. The NFG works closely with industry bodies such as (but not limited to) Federated Farmers of New Zealand, Beef and Lamb New Zealand, DairyNZ, Horticulture New Zealand, New Zealand Pork, Irrigation New Zealand; and with partners such as (but not limited to) Waimakariri Irrigation Limited, Water Strategies, Ravensdown, Ballance Agri-Nutrients , Foundation for Arable Research, Dairy Holdings, Fonterra, Synlait, the Waimakariri Water Zone Committee, Canterbury Regional Council and the Waimakariri District Council.
7. Accordingly, the NGF have a direct interest in the content of PC7.



PART B: PC7 AND NEW NPS AND NES FOR FRESHWATER

8. The rural community values New Zealand’s freshwater and the part it plays in the health of the broader environment, and in the social, economic and cultural interests of New Zealanders today and in the future. The NGF understands the drivers for, and the outcomes sought, by the Government’s recently announced package of “Action for healthy waterways”. The package includes a proposed new National Policy Statement for Freshwater Management and a proposed new National Environmental Standard for Freshwater. The Government is currently in the process of receiving submissions on these regulations, and it is possible that the final content of the regulations may have immediate effect at the same time as the content of proposed PC7 is being heard. Accordingly, there may be implications that result from the interface between PC7 and the new national regulation. The NGF considers that such implications should be fully understood prior to decisions being made on PC7.
9. The NGF requests that the timeframes for the provision of evidence and the hearings on PC7 be delayed to allow the implications of the finalised new National Policy Statement for Freshwater Management and new National Environmental Standards for Freshwater to be fully considered in terms of their relationship with PC7.

PART C: SUBMISSION POINTS

SUBMISSION POINT 1: NEW POLICY SETTING DIRECTION

10. The NGF supports adoption of water quality limits, the adoption of targets for reductions in nitrogen loss and the broader methods proposed (such as managed aquifer recharge and targeted stream augmentation) to ensure that the water quality limits are achieved. With this, the NGF supports the targets in Table 8-9 of PC7 that must be achieved by the 1st of January 2030 and by the 1st of January 2040. However, the NGF does not support the setting of targets beyond 2040 at this point in time, since the data that is needed to inform the longer term targets should include a robust set collected between now and 2040. Without the inclusion of such data, the modelled targets are being set at least 30 years in advance of when they will apply and are significantly less robust both in terms of the environmental outcomes they are to achieve and the associated economic and social implications for the Waimakariri community.
11. Rather than adopt targets out to 2080 (as proposed in Table 8-9 of PC7), the NGF seeks adoption of the approach taken for the Lower Hinds/Hekeao Plains Area where Policy 13.4.14 requires that by 2035 water quality is to be improved to achieve defined nitrate toxicity limits, and the policy is clear that this is to be achieved by reducing the discharge of nitrogen from farming activities (i.e. meeting reduction targets), and implementing managed aquifer recharge and targeted stream augmentation. For clarity, with respect to PC7 this would involve adopting the 2030 and 2040 nitrogen loss reductions, and implementing managed aquifer recharge and targeted stream augmentation.
12. Between now and 2040, the CLWRP will be reviewed, and through this, the 1 January 2040 targets can be reviewed and the next phase of nitrogen loss reductions can be set. In the



interim, improved ongoing monitoring and modelling will enhance understanding of the relationships between surface and ground water in the Waimakariri sub-region, and the relationships between this area and Christchurch City aquifers. Also, the outcomes of adoption of Baseline Good Management Practice⁴ and progress towards achieving the 2030 and 2040 nitrogen loss reduction targets, along with adoption of managed aquifer recharge and targeted stream augmentation, will be able to be monitored and inform what further reductions are needed. The improved information will ensure that the reduction targets for the next decades are more reliable in terms of achieving water quality limits, while at the same time avoiding unintended consequences.

Relief Sought

13. The NGF seeks the deletion of the targets for reductions in nitrogen loss from Baseline GMP beyond the 2040 target, as set out in Table 8-9 of PC7.
14. The NGF also seeks the addition of a new policy that requires that by 2040 water quality is to be improved to achieve defined nitrate toxicity limits, and that this is to be achieved by reducing the discharge of nitrogen from farming activities (i.e. meeting the 2030 and 2040 reduction targets), and implementing managed aquifer recharge and targeted stream augmentation.

SUBMISSION POINT 2:

15. The NGF wishes to ensure that there is certainty about the 'starting point' from which the reductions in nitrogen losses for farming (in Table 8-9) are calculated. The NGF understands that the starting point is 'the Baseline GMP Loss Rate except as otherwise provided for in Policy 8.4.26 for individual farming activities and farming enterprises, and in Policy 8.4.29 for irrigation schemes' (see Note 1 to Table 8-9). The Baseline GMP Loss Rate means the average nitrogen loss rate below the root zone, as estimated by the Farm Portal, for the farming activity carried out during the nitrogen baseline period, if operated at Good Management Practice. To ensure sound environmental management decisions on farms, it is critical that this 'starting point' does not change over time.

Relief Sought

16. The NGF seeks the deletion of the word "*generally*" from Note 1 to Table 8-9, and similar changes, to improve the certainty of the starting point.

SUBMISSION POINT 3: DATA COLLECTION AND MODELLING

17. The NGF is committed to ensuring that planning decisions are founded on sound information, and to involving those who will be impacted by the planning requirements in the collection and analysis of the information. Farmers are likely to have bores and surface water sampling sites that can be monitored on behalf of the regional council; and the data can be amalgamated to show relationships across waterbodies and trends in quality and quantity over time.

⁴ Hereafter referred to as 'Baseline GMP'



18. In this regard, the NGF is committed to working with Canterbury Regional Council, farmers, primary sector groups and other stakeholders to develop and implement a stronger water quality monitoring and data analysis programme to inform the next phase of nitrogen loss reduction targets and other components of the CLWRP.

Relief Sought

19. The NGF seeks that a new policy and method be inserted that commits Canterbury Regional Council to work with farmers, primary sector groups and other stakeholders, in the design and implementation of a water quality monitoring programme, and in the analysis of the results obtained.

OTHER SUBMISSIONS

20. The following table provides other submissions and relief sought for individual components of PC7.
21. For completeness, the NGF seeks the relief set out in Part C of this submission, including the following table, and such other additional, alternative or consequential relief as may be necessary to give effect to the changes sought.

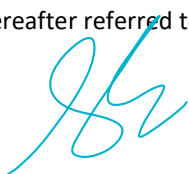


OTHER SUBMISSIONS AND RELIEF

Submission Point	Provision of PC7	Support/Oppose	Reasons for NGF's Submission	Relief Sought by NGF
4.	Table 1a, Freshwater Outcomes for Canterbury Rivers	Support	While the NGF is focused on improving the sustainable practices of farmers, we also support the setting of freshwater outcomes for urban areas.	Retain the urban sub-units in Table 1a.
5.	Policy 4.99 Managed Aquifer Recharge	Support in part	The NGF supports adoption of managed aquifer recharge as a possible means of improving water quality or quantity. At the same time, the NGF seeks to improve the wording of the policy since the use of "as far as practicable" in c) is unclear in its intention. The NGF acknowledges and supports the position and concerns of Ngāi Tahu with respect to the mixing of waters, and considers that the changes sought by the NGF more clearly address the concerns held.	Amend Policy 4.99 to provide that <i>"c. adverse effects on sites and values of importance to Ngāi Tahu, including effects associated with unnatural mixing of water, are avoided <u>where it is practicable to do so, as far as practicable or otherwise remedied or mitigated to minimise adverse effects</u>".</i>
6.	Pages 57 and 58 Zone Committee	Support in part	The NGF supports the Waimakariri Water Zone Committee Outcomes 1 to 8 as set out on pages 57 and 58 of PC7. While the NGF supports in principle Outcome 9, which states " <i>Land and freshwater management in the Waimakariri Water Zone supports, over time, maintenance of current high-quality drinking water in Christchurch's aquifers</i> ", we consider that it is not yet certain that water in the Waimakariri Water Zone impacts Christchurch's aquifers.	Insert a new policy and method in PC7 that commit Canterbury Regional Council to work with farmers, primary sector groups and other stakeholders, in the design and implementation of a water quality monitoring programme for the Waimakariri Zone, and in the analysis of the results found. As part of this work, the data and modelling shall be enhanced to confirm the relationship between water in the Waimakariri Water Zone and Christchurch's aquifers.

7.	Pages 58 and 59 Freshwater Management Units ⁵	Support	The NGF supports the division of the Waimakariri sub-region into the two FMUs and their associated descriptions (on page 59)	Retain the FMU map and associated descriptions (on page 59).
8.	Policy 8.4.4 Freshwater Management Units	Support	The NGF supports the division of the Waimakariri sub-region into the two FMUs and supports the setting of, and managing to, water quality and quantity limits for each area.	Retain Policy 8.4.4.
9.	Policy 8.4.19 Targeted Augmentation Stream	Support	The NGF supports targeted stream augmentation, while at the same time seeks to improve the wording of the policy since the adopted term “ <i>as far as practicable</i> ” is unclear in its intention. The NGF acknowledges and supports the position and concerns of Ngāi Tahu with respect to the mixing of waters, and considers that the changes sought by the NGF more clearly address the concerns held.	Amend Policy 8.4.19 to provide that <i>“b. adverse effects on Ngāi Tahu values, including those associated with unnatural mixing of water, are avoided <u>where it is practicable to do so, as far as practicable or otherwise remedied or mitigated to minimise adverse effects;</u>”</i>
10.	Policy 8.4.20 Targeted Augmentation Stream	Support	The NGF supports the intent of this policy but considers that there may also be circumstances where waterbodies are augmented for the purposes of enhancing flow reliability for irrigation purposes. NGF seeks that the policy be amended to more clearly apply to augmented water for the purposes of achieving ecological outcomes.	Amend Policy 8.4.20 to provide that: <i>“Ecological–<u>The benefits</u> from the discharge of water from targeted stream augmentation into a surface water body <u>for ecological purposes</u> are protected by avoiding, in all circumstances, abstraction of that discharged water.”</i>
11.	Policies 8.4.25 and 8.4.26 Nutrient Management	Support in part	The NGF supports the need to achieve nitrate-nitrogen limits in the Waimakariri sub-region, however we do not support the reductions in nitrogen loss set in Table 8-9 beyond the 2040 reduction.	Within Table 8-9, delete the columns that set targets for 1 January 2050 and beyond.

⁵ Hereafter referred to as ‘FMU’



12.	Policy 8.4.27 Nutrient Management	Support	The NGF supports the option for landowners to apply for an extension to timeframes for meeting the required reductions in nitrogen loss. This option should not be able to be used lightly, while it is important that landowners are able to be recognised for their efforts in reducing nitrogen losses to date, and the challenges involved in achieving reductions in the coming timeframes.	Retain Policy 8.4.27
13.	Policy 8.4.28 Nutrient Management	Support	The NGF supports the use of Farm Environment Plans as a method for identifying and managing environmental risks where activities have the potential to adversely affect sensitive receiving environments.	Retain Policy 8.4.28
14.	Policy 8.4.28B Nutrient Management	Oppose in part	<p>The NGF is concerned that Policy 8.4.28B, as notified, understates the potential for the Farm Portal to be unable to generate Baseline GMP Loss Rates or Good Management Practice Loss Rates, or to generate numbers that are erroneous.</p> <p>The NGF is also concerned that the term “erroneous” is unclear and creates uncertainty and the potential for unnecessary costs to be incurred to establish that a Baseline GMP Loss Rate or Good Management Practice Loss Rate is erroneous.</p>	<p>a) Amend Policy 8.4.28B as follows: <i>“Provide for the use of an Equivalent Baseline GMP Loss Rate or Equivalent Good Management Practice Loss Rate in those limited circumstances where it is demonstrated that the Farm Portal is unable to generate a Baseline GMP Loss Rate or Good Management Practice Loss Rate or the number generated is demonstrated to be erroneous”;</i> and</p> <p>b) Either provide within Section 2.9 of PC7 (Definitions, Translations and Abbreviations) a definition of when a Baseline GMP Loss Rate or Good Management Practice Loss Rate is demonstrated to be erroneous; or add criteria to Policy 8.4.28B that identifies when a Baseline GMP Loss Rate or Good Management Practice Loss Rate is demonstrated to be erroneous; or other amendments of similar effect.</p>

15.	Policy 8.4.28C Nutrient Management	Oppose	The NGF considers that Policy 8.4.28C nullifies what is being achieved through Policy 8.4.28B. Policy 8.4.28B enables an equivalent Baseline GMP loss rate to be calculated where the portal is erroneous. This implies that the 'equivalent' has an acceptable degree of reliability to it, and there should be no need for a review of consent conditions that would lead to a change in the Baseline GMP loss rate when the Farm Portal is improved. By requiring such reviews, investments in environmental infrastructure, based on the 'equivalent' targets, may become sunk costs and mean that investments to support the reviewed targets are no longer achievable.	Delete Policy 8.4.28C
16.	Policy 8.4.35 Current Information, Monitoring and Review	Support in part	The NGF supports the content of Policy 8.4.35 while at the same time seeking that a new policy 8.4.35A be added that commits the Canterbury Regional Council to work with farmers, primary sector groups and other stakeholders, in the design and implementation of a water quality monitoring programme that provides for the matters set out in Policy 8.4.35, and in the analysis of the results found.	a) Retain Policy 8.4.35; and b) Add a new Policy 8.4.35A as follows, or words of similar effect: <u><i>“Work with the community, including farmers, primary sector groups and other stakeholders, in the design and implementation of a water quality monitoring programme that provides for the matters set out in Policy 8.4.35, and in the analysis of the results found.”</i></u>
17.	Policy 8.4.36 and 8.4.37 Consent Expiry Duration	Oppose in part	The NGF recognises that there will be circumstances when it is reasonable to provide for longer consent durations, for example with respect to the water take and use consents associated to augmentation activities where long-term consents may be needed to support the scale of investment required.	Amend Policies 8.4.36 and 8.4.37 to include exceptions to the common expiry dates based on the scale and complexity of the activity.



18.	Rules 8.5.18, 8.5.19, and 8.5.20 Targeted Stream Augmentation	Support	The NGF supports the provision for targeted stream augmentation, and considers that the proposed conditions and matters of discretion are appropriate.	Retain Rules 8.5.18, 8.5.19, and 8.5.20
19.	Rule 8.5.22 Nutrient Management	Support in part	The NGF supports Rule 8.5.22, however we do not support the reductions in nitrogen loss set in Table 8-9 beyond the 2040 reduction.	Within Table 8-9, delete the columns that set targets for 1 January 2050 and beyond.
20.	Rules 8.5.23A, 8.5.23B, and 8.5.23C Nutrient Management	Oppose in part	While the NGF supports in principle Rules 8.5.23A, 8.5.23B, and 8.5.23C, the NGF is concerned that the term “ <i>erroneous</i> ” is unclear and creates uncertainty and the potential for unnecessary costs to be incurred to establish that a Baseline GMP Loss Rate or Good Management Practice Loss Rate is erroneous.	a) Retain Rules 8.5.23A, 8.5.23B, and 8.5.23C; b) Either provide within Section 2.9 of PC7 (Definitions, Translations and Abbreviations) a definition of when a Baseline GMP Loss Rate or Good Management Practice Loss Rate is demonstrated to be erroneous; or add criteria to Policy 8.4.28B that identifies when a Baseline GMP Loss Rate or Good Management Practice Loss Rate is demonstrated to be erroneous; or other amendments of similar effect.
21.	Rules 8.5.24 and 8.5.25	Oppose in part	<p>The NGF opposes the restrictions on winter grazing that are established through proposed Rules 8.5.24 and 8.5.25. The winter grazing thresholds have been halved from those that are currently operative within in the CLWRP, while there is little explanation or evidence provided within the Section 32 Evaluation Report of the need for such reduced thresholds in the Waimakariri district.</p> <p>The NGF understands that the winter grazing thresholds in PC7 may have been proposed to prevent intensive winter grazing on small farms or lifestyle blocks, however the NGF has seen little</p>	<p>Amend Rule 8.5.24(3)(b) and 8.5.25(4) to both read as follows:</p> <p><i>“a. 510 hectares for any property less than 100 hectares in area; or</i></p> <p><i>b. 5%10% of the area of the property, for any property between 100 and 1000 hectares in area; or</i></p> <p><i>c. 50100 hectares, for any property greater than 1000 hectares in area”</i></p>

			evidence that indicates that this possibility is likely to eventuate.	
22.	8.6 Freshwater Outcomes Table Table 8a Freshwater Outcomes for Waimakariri Sub-region Rivers	Support in part	The NGF supports adoption of the bulk of the attributes and outcomes in Table 8a. However, the NGF notes that the Ministry for the Environment's guideline "A User Guide for the Macroinvertebrate Community Index, April 2007" recommends use of MCI as an indicator for State of the Environment monitoring, rather than QMCI.	Amend Table 8a to adopt MCI and not QMCI, and adjust numbers for this attribute accordingly.
23.	Table 8-4 Waimakariri Groundwater Allocation Limits	Oppose in part	The NGF supports the need for groundwater allocation limits, however they do not support the proposed limits. The NGF considers that the new limits do not recognise the complexity of varying depths of aquifers, amongst other modelling limitations.	Delete the proposed numbers in Table 8-4 and continue with the existing limits (prior to PC7) for groundwater allocation.
24.	Table 8-9 Nitrate Priority Area Reductions in Nitrogen Loss for Farming Activities, Farming Enterprises and Irrigation Schemes	Oppose in part	<p>The NGF supports the need to define reduction targets for nitrogen loss, and supports the targets to be achieved by 1 January 2030 and 1 January 2040. The NGF considers that these targets will be difficult for some farmers to achieve but that they are is needed to ensure improvements in water quality in the Waimakariri Zone.</p> <p>The NGF does not support the setting of targets beyond 2040 at this point in time, for the reasons set out in Submission Point 1.</p> <p>The NGF believes that, in combination, achieving Baseline GMP by 2020, and meeting the prescribed nitrogen loss reductions by 2030 and 2040, and implementing catchment wide mitigations will achieve measurable water quality improvements in surface water and reduce the loss of nitrates into groundwater. By closely monitoring the benefits of</p>	<p>a) Retain the targets for reductions in nitrogen loss from Baseline GMP by 2030 and 2040 ; and</p> <p>b) Delete the targets for reduction in nitrogen loss from Baseline GMP beyond the 2040 target; and</p> <p>c) delete the word "<i>generally</i>" from Note 1 to Table 8-9; and</p> <p>d) Insert a new policy and method that commits the Canterbury Regional Council to undertake a robust programme of water quality monitoring to inform a review of the targets needed for the decade after 2030 and to identify targets for the period after 2040; and</p> <p>e) Insert a new policy that commits Canterbury Regional Council to work with farmers,</p>

			these actions, decision making on the next phase of reductions will be better informed.	primary sector groups and other stakeholders, in the design and implementation of a water quality monitoring programme, and in the analysis of the results found.
25.	Table 8-9 Nitrate Priority Area Reductions in Nitrogen Loss for Farming Activities, Farming Enterprises and Irrigation Schemes	Oppose in part	The NGF opposes the breakdown of the Waimakariri Zone in to the 5 Nitrate Priority Sub-areas. The NGF notes that farmers across the Waimakariri Zone have been working cooperatively together for some time, particularly those who are part of the Waimakariri Irrigation Limited Scheme. The NGF is concerned that the differences in nitrogen loss reduction targets between the Nitrate Priority Sub-areas will undermine the momentum for sustainable management of resources under the Waimakariri Irrigation Limited Scheme and reduce the cooperative nature of the scheme.	Delete all references to the breakdown of the Waimakariri Zone in to the 5 Nitrate Priority Sub-areas.

